

Education of School Administrators

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Foreword

IN PRESENTING this review of current theory and practice in graduate level pre-service and in-service education for school administration one major purpose has been kept in mind, namely, to provide some significant and stimulating documentation with respect to on-going plans, programs, and problems.

The inquiry, upon which the material presented is based, was essentially an invitation to the institutions and State departments of education canvassed to share with others, accounts of such experiences and activities as might have value as constructive leads and suggestions. Without the very generous collaboration of deans, department heads, and staff members of the cooperating institutions and State departments such a comprehensive survey would not have been possible. Sincere thanks are extended to all who have so effectively assisted in this undertaking.

It is hoped that the published results of this inquiry may serve to stimulate further cooperative study in which institutions, lay school officials, and professional administrative groups may all have a part. It seems clear that, within the scope of this survey, there are several problem areas of major importance, within which increasingly sound practice will be developed as all groups and agencies concerned join more vigorously in a frontal attack.

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

Part I

**A REVIEW OF CURRENT PRACTICE, THEORY,
AND OPINION IN 62 REPRESENTA-
TIVE INSTITUTIONS AT THE
GRADUATE LEVEL**

Introduction

THERE CAN BE NO doubt that the problems, incident to providing adequate professional education for administrative personnel in our public schools, loom large in the thinking of all who are concerned with the quality of educational leadership in America. This has been especially true during the past few years. Witness the almost simultaneous attack upon these problems by universities and other training centers and by the American Association of School Administrators.

Three specific approaches to these problems on a national scale have been made in late years beginning in February 1937, when the then "Department of Superintendence" adopted a resolution at New Orleans authorizing the incoming president to appoint a committee of seven members to inquire concerning desirable qualifications for admission to the profession of school administration and to study the problem of the qualifications of future incoming members of the department. In 1938 the National Association of Colleges and Departments of Education authorized the appointment of a committee which was charged with the responsibility of studying the present practices used in the education of school administrators, and proposing a new program for consideration. It was believed that the work of the administrator was so important to the efficiency of the American school system, that the problem of how best to prepare this officer for his task was a matter of vital consideration to colleges and departments of education. Reports of the work of these two committees became available just before this present study was undertaken.¹ These reports form important contributions to the literature in this field, which it is the purpose of the present study to supplement and expand in scope. Further reference will be made to their findings as they relate themselves to the various aspects of this study.

The American Council on Education published its preliminary study of the broad problems in teacher education in 1938. The establishment of its Commission on Teacher Education soon followed and its 5-year program got under way. In this preliminary study the problem of education for administration was identified as a part of the broad

¹ Cocking, Walter D. and Williams, Kenneth R. The education of school administrators. Procedures used at selected institutions. Sponsored by the National association of colleges and departments of education and the Commission on teacher education of the American Council on Education. Washington, D. C., The Council, April 1940. 146 p. (mimeo.)

Standards for superintendents of schools. A preliminary report of the Committee on certification of superintendents of schools. American association of school administrators. The National Education Association. Washington, D. C., The Association, 1939. 63 p.

The superintendent of schools and his work. Final report of the Committee on certification of superintendents of schools. American association of school administrators. The National Education Association. Washington, D. C., The Association, 1940. 48 p.

field of teacher education.. It was pointed out that "there must be those who teach teachers; those who experiment and carry on research in teacher education; those who develop policies, plans and programs; and those who administer. The field of teacher education should include leadership for all these tasks."² Among the major problems in the education of teachers was listed the following: "What should be the amount, nature and organization of graduate work in the education of teachers and administrators?"³

This present study was undertaken following an extensive field trip in May 1940. Contacts were made with the staff members of schools and departments of education in 13 selected institutions and with a considerable number of representative city and State administrators. There seemed to be very general interest in the possibilities of such a study for several reasons. Institutional staff members were interested in an exchange of information concerning practice and experimentation in other institutions, in addition to the 15 reviewed in the Cocking and Williams study. School administrators were equally concerned with the identification of problems related to the education of school superintendents and principals and in efforts which might stimulate extension of opportunities for additional training as well as extension of cooperations with State departments in setting up criteria for certification. Altogether it seemed an appropriate time for such a general survey.

A schedule of information was therefore prepared, designed to elicit information as to current practice, theory, and opinion with respect to graduate programs in education for school administrators in five important problem areas. The questions asked reflected interests which had been expressed in conferences and conversations held with staff members in education, with city school administrators, and with officials in State departments of education. The schedule of information and covering letter are reproduced in appendix A.

This document was distributed to all institutions which were known to offer programs in school administration at the graduate level. Since full information was not conveniently available with respect to the offerings of all institutions listed in the *Educational Directory*, the mailing list was expanded to be inclusive rather than exclusive. This list finally included 146 institutions and the schedule of information was mailed on October 1, 1940. Seventy-nine institutions responded. Of these, 62 provided answers to all questions and generously furnished supplementary information and materials requested. The remaining 17 reported that they offered no program at the graduate level. The 62 cooperating colleges and universities are distributed geographically

² Major issues in teacher education. American council on education studies. Washington, D. C., The Council, February 1938. Series I, vol. II, p. 2.

³ *Ibid.*, p. 4.

in 35 States, the District of Columbia, and Hawaii. They include in representative numbers all types of institutions concerned with professional education for school administration. A complete list is provided in appendix A.

In this report these returns will be analyzed to reveal trends in practice with a sampling of descriptive accounts of activities and expressions of opinion that seem especially interesting and suggestive. While little emphasis is given generally to the quantitative aspects of the study, tabulations are offered for the group as a whole to emphasize an apparent wide range of variation in practice or opinion in some important areas. It is hoped that perhaps the problem areas which are high-spotted in this report may suggest break-downs within which, ultimately, evaluative criteria may be developed. The reader should bear in mind throughout that this study is devoted primarily to fact-finding with respect to current practice and opinion for whatever informative and stimulative value it may have to institutions, agencies, organizations, and individuals concerned with these and related problems.

Chapter 1

The Development and Implementation of a Philosophy of School Administration

AS INDICATED by Cocking and Williams,¹ "it seems that nothing would be more conducive to the improvement of programs of education for school administration than a study by the staff members of the place of administration in the educational scheme and development of a program aligned to the philosophy growing out of such a study . . . there is no reason why there cannot be basic agreements in the most desirable program of education in school administration. Basic philosophy plus its implementation is one of the areas which holds great promise for the improvement of the education of school administrators, if vigorously attacked."

In the report cited above the authors provide a very excellent analysis of the several significant variations found in the philosophies of school administration which serve as bases of the programs offered in the 15 institutions studied. It is not the purpose here to provide a review of these findings, but rather to emphasize one aspect of this general problem which was not given major consideration in the report referred to, namely, *the nature of the cooperations involved* in the development of a basic philosophy of administration. In the aforementioned report as quoted above, "study by the staff" was indicated as necessary. In other sections there were references to necessities for a cooperative attack on the problem.

In this present inquiry emphasis is given to the following questions, all of which relate to *specific means for developing and implementing a philosophy of school administration*:

1. *Have systematic efforts been made in your institution toward the cooperative development and faculty acceptance of a philosophy of school administration?*
 - a. *Describe these efforts briefly.*

To this question 39 institutions of the 62 responding gave an affirmative answer. One institution reported that "the faculty is initiating a study of our program. . . attention will probably be given to defining a theory of school administration." Three of these responses were

¹ Cocking, Walter D. and Williams, Kenneth E. The education of school administrators. Procedures used at selected institutions. Sponsored by the National association of colleges and departments of education and the Commission on teacher education of the American council on education. Washington, D. C., The Council, 1941. 146 p. (mimeo.) p. 11-12.

qualified by a questioning as to whether their efforts could be referred to as "systematic." Twenty-three institutions provided a fairly complete description of the nature of the efforts reported. An analysis of these reveals that relatively few have approached this problem in any very systematic fashion. Faculty and faculty committee discussions are reported but in few cases, apparently, have these discussions been specifically planned for the purpose indicated. For the most part the development and faculty acceptance of a philosophy of school administration has been an incidental byproduct.

The following citations present some interesting variations of practice and approach which appear to be the outcome of definite planning:

UNIVERSITY OF GEORGIA

A series of meetings has been held during the past four years, involving the faculty of the College of Education, graduate students, members of the State Department of Education, and certain county and city superintendents of schools, in which the whole problem of School Administration in Georgia and the southeast has been attacked. Special attention has been given to the purpose, place and function of school administration, and the job to be performed. Out of these discussions has come a rather definite and dynamic philosophy. Of course, it will continue to change with changing conditions.

UNIVERSITY OF MINNESOTA

The entire practice at the University of Minnesota is an illustration of the cooperative development and faculty acceptance of a philosophy of school administration. The University . . . has had for many years a democratic type of university administration and many examples of systematic efforts to develop such a type of administration could be enumerated. The chief of these would be: (1) faculty participation in the nomination of new faculty members and administrative officers; (2) participation of the faculty in research, not only in matters related to instructional and scientific problems, but on matters relating to the general conduct and administration of the university; (3) a large number of faculty committees giving consideration to problems in practically every phase of the university administration; (4) a very splendid example by the president of the University of Minnesota of the use of leadership in the coordination of the activities of an institution rather than reliance on organizational patterns and commands. The same type of administrative philosophy has been illustrated in the activities of the College of Education. Here, participation of graduate students in a discussion of problems of administration, particularly as they relate to the work of graduate students in education, supplements faculty activities.

UNIVERSITY OF OREGON

About two faculty meetings a month for approximately two years were used by the faculty of the School of Education in a consideration of the philosophy of our graduate work, which is predominantly work for those majoring in school administration. The decision was unanimously reached that something like the "job analysis" method should be used; that we would abandon the use of all "formal" requirements if they had nothing but the force of precedent behind them, and attempt to plan for each type of man the kind of a graduate curriculum that seemed to his committee and to him would best contribute toward preparation for the kind of career he had in mind.

UNIVERSITY OF CINCINNATI

At Cincinnati we have attempted to develop a philosophy of school administration through cooperative faculty discussion, in which the administrators of the Cincinnati school system frequently participate. In other words, both faculty and public school officers jointly react to the theory and philosophy of school administration in such conferences and groups as the following:

1. A seminar in school administration for graduate students which is attended by our staff members interested in administrative problems.
2. Through a faculty committee charged with responsibility for reviewing the content and procedure of our graduate courses.
3. Through participation of administrative officers of the Cincinnati school system in our graduate work for the training of school administrators.
4. Through an annual university seminar conducted for the administrative officers of the Cincinnati school system.
5. Through a canvass of Cincinnati administrators concerning their interests in and reactions to graduate courses offered . . . on the campus.
6. Through participation in a discussion of the survey of the Cincinnati school system and the Cincinnati program of curriculum development.

2. Has such effort resulted in basic agreements which offer a framework of objectives for the development of your education program for administrators?

Forty-one affirmative responses were given, and of these, 20 said "partially." The number and nature of these responses would tend to raise some question as to the extent to which such efforts have been generally implemented in the direction of providing a framework of objectives for programs in administration. To be sure, most of the statements previously cited clearly indicate that such implementation has resulted from their efforts. These may not, however, be typical of the total group of institutions reporting.

3. Have these agreements been based upon researches and cooperations by the following groups? Faculty members, graduate students, local administrators, State administrators, and representative laymen?

Respondents were asked to check each of these groups if they had been involved cooperatively. The number of times that each of these groups was checked follows: Faculty members (35), Graduate students (25), Local administrators (26), State administrators (21), Representative laymen (5). It would appear that these groups are generally included with the exception of the layman. That the layman, especially the lay school official, has a contribution to make and should be involved in a sort of "partnership" relationship is apparently recognized and put into effect by 5 of the institutions

reporting, or about 9 percent. It would seem that the possibilities of lay cooperation might well be canvassed further.

4. *Describe briefly any activities which you have undertaken in this area (I) which in your judgment have been of constructive value to you in providing a sound approach to curriculum and program planning in the education of school administrators.*

There was a total of 30 statements received in response to this invitation. The citations listed below tell their own story. They reveal an interesting variety of approaches to the general problem under discussion.

UNIVERSITY OF ARKANSAS

A two-day State-wide educational conference is conducted at this University each summer. A conference in Professional Relations was conducted here this past summer . . . Two seminars attended by administrators and also by representatives of all Arkansas teacher-training institutions have recently been conducted at this University on "Problems and Issues in Teacher Education in Arkansas." All curriculum materials issued by the State Department of Education are developed and organized in our Curriculum Laboratory.

BALL STATE TEACHERS COLLEGE

Because the approach to all curriculum building in this College has always been and remains entirely functional, it has been customary to maintain an appropriate subcommittee of our Curriculum Committee, charged with special responsibility in this area. This committee has always maintained close contacts with the public schools and particularly with the successful practitioners in school administration in this area. In addition, we have a follow-up service which regularly investigates problems in administration . . . as they are developing in the field. It is a service which attempts to give guidance and to bring back the results of such experience to the Curriculum Committee.

COLUMBIA UNIVERSITY

Our agreements are based upon a long history of discussion among faculty members, graduate students, State and local administrators, and laymen. I feel that we have been particularly fortunate in having had intimate contact with more than 100 school systems varying in size from the smallest to the very largest and with State school systems spread pretty well over the United States. In at least 80 instances we have made intensive studies of State and local school systems.

GEORGE PEABODY COLLEGE FOR TEACHERS

The faculty held numerous conferences in order to arrive at a common point of view. After core courses were set up and taught, graduate students filled out questionnaires giving their reactions to the organization of the core courses. Conferences with advanced graduate students were held during the development of the courses.

HARVARD UNIVERSITY

During the summer of 1940 the School invited in for a survey and conference representatives of the State departments of the 6 New England States and a group of outstanding superintendents. This group had presented to

them a picture of the efforts and interests of the Graduate School of Education and were then asked to consider this picture in the light of their own experience and judgment and to offer whatever suggestions they had for the improvement of the program. The best of these suggestions have been or are now being incorporated into our curriculum for school administrators. A systematic and careful follow-up of our graduates from the program for school administrators is made. This follow-up involves two different inquiries: (1) going to individuals who know about the work of these graduates and asking of them their opinions concerning the quality of the work being done by these graduates; and (2) inquiring of the graduates themselves what, in the light of their actual field experience, they now feel were inadequacies in their training program.

YALE UNIVERSITY

Development of the Department of Philosophy of School Administration (in reality it is the Department's philosophy of the role of graduate education in the training of selected graduate students for educational leadership) has these special values: 1. The faculty has reached its agreements as to point of view as the result of the combined study and discussion of the entire faculty. 2. Graduate students and former graduate students have been called upon to participate in arriving at the Department's point of view.

Limited as these questions have been to a consideration of means and efforts directed toward the development and implementation of a philosophy of school administration the documentation provided by many of the participating institutions does, however, reveal the nature and pattern of the philosophy developed. It is clear that the schools which have more recently directed their efforts toward the development of programs reflecting cooperative researches and consultations concerning a philosophy have accepted a democratic concept of school administration. Such a concept has been outlined so clearly and so challengingly by Cocking and Williams that it bears repetition here:

In such a philosophy of school administration the primary task of the administrator is to create the rule of freedom rather than the rule of discipline; to develop personalities rather than systems; to lead to cooperation rather than to induce competition; to measure his work by nonmaterial growth rather than by material increments. In such a philosophy there is insistence of respect for the personality of all the personnel of the system and of the recognition of one's creativity. The philosophy of democratic school administration is based on the concept that teachers are persons who are influenced in their personal developments by elements similar to those affecting child growth and development. Those who hold this philosophy of school administration insist that in the organization and administration of the school, teachers must share cooperatively in planning and evaluating the program. For a relatively long period cooperative action has been accepted as basic in establishing relations between teacher and pupil. Only recently has it been admitted as fundamental in establishing relationships between administrators and other personnel in the school system.²

In concluding the analysis of returns in this section devoted to problems incident to the development and implementation of a phil-

²Ibid., p. 10.

osophy of school administration it seems appropriate to discuss briefly an assumption which is generally implicit in the statements cited thus far. This assumption is that schools, colleges, and departments of education have primary responsibility for the development of suitable programs of professional education for school administrators. This would account for the fact that a considerable number of institutions apparently have confined their deliberations, researches, and studies to their own faculty groups and have called upon representatives of other interested extra-mural groups and agencies more for the purpose of providing a check upon their own deliberations and conclusions than for the purpose of involving these groups and agencies in a joint responsibility and participation in any vital way in all stages of the process. The fact that the problem of developing programs of teacher education in the past has generally been left in the hands of the teachers colleges and the universities would account for the prevalence of the assumption referred to. More recent developments, however, have brought this assumption into question. Some State departments of education, for example, in the development of certification requirements have set these up in terms of specific subject matter areas and courses. Such requirements place a compulsion upon the colleges to provide such preparation and thus freeze into the educational pattern certain prescribed emphases and content. More recently the interests of professional groups of practitioners in administration are being given expression in ways that suggest the development of professional activities and controls comparable to those developed by the older professional groups.

It would seem, in the light of possible conflicts of interest and concern and resultant confusion growing out of these varied activities and approaches to the problem, that the whole issue can best be resolved by waiving considerations of primacy of interest and responsibility and the adoption of an approach which gives due recognition to all interests and involves all groups and agencies concerned, actively, in a cooperative attack upon the total problem. Such an approach and formula for activity is exemplified in the cooperative activities now under way under sponsorship of the Teacher Education Commission. It is to be hoped that the soundness of these efforts will be established undisputably and will become common practice when the support of the Teacher Education Commission is no longer available.

One practical question remains unanswered at this point, namely, where rests the responsibility for taking the initiative in setting in motion such a process of cooperation in any given situation? The Teacher Education Commission activities referred to were set up in response to invitations extended by the Commission. Several

of the activities described by respondents in this study were initiated by the universities and colleges. In some cases State departments of education have initiated cooperations of the kind described. The answer seems to be that responsibility and power of initiative rests within that group or agency or institution where consciousness of need and urgency, and the will to do, are most acute. The important consideration is not so much who starts the ball rolling, but rather that once it starts to roll everybody concerned does his part in the process of keeping it rolling.

Chapter 2

The Preparation and Competence of the Graduate Teaching Staff for Discharging Responsibilities Related to the Education of School Administrators

THE QUESTIONS asked under this heading were directed toward one major aspect of a problem which normally would offer a number of lines of inquiry. It seemed that, basic to any other consideration, was the extent to which there is evidence of agreement with respect to certain distinctive qualifications essential to effective service in this field. Because of its bearing upon this question, reaction was sought also to a proposal offered by a school administrator who stands high in the counsels of his professional associates and which has been seconded by several of them. And finally, because the problem of establishing effective working relationships between the so-called academic and professional teaching personnel so clearly conditions effectiveness of programs, and because the ability to promote and improve such relationships is, or should be, recognized as at least one index of staff competence, respondents were asked to describe "success" in establishing such working relationships.

The questions asked and an analysis of replies follows:

1. *Have any specific conclusions been reached in your institution with respect to what the most distinctive equipment of professional instructors in the field of education for school administration should be?*

To this question, 38 affirmative and 24 negative responses were received.

2. *What in general are the specifications, if any?*

Of the 38 institutions responding affirmatively to question 1, above, 34 filed statements of specifications. A categorical listing of the various items or qualifications contained in these statements with figures to indicate the frequency with which they were mentioned is offered first for whatever value it may have. The various items have been somewhat arbitrarily grouped under six general headings for convenience of analysis.

| <i>Specification items</i> | <i>Frequency of mention</i> |
|---|-----------------------------|
| FORMAL EDUCATIONAL REQUIREMENTS: | |
| Doctor's degree..... | 12 |
| Master's degree..... | 4 |
| EDUCATIONAL BACKGROUND SHOULD PROVIDE OR COVER: | |
| Good broad general education foundation..... | 6 |
| Good foundation in social sciences..... | 3 |
| Research training..... | 1 |
| Knowledge of personnel management..... | 1 |
| Knowledge of functional educational psychology..... | 1 |
| Understanding of child nature and teaching process..... | 1 |
| COMMAND OF KNOWLEDGE: | |
| Sound "American" philosophy of education..... | 5 |
| Functional command of professional information..... | 2 |
| Dynamic philosophy of place and function of administration..... | 1 |
| Command of fields of economics and finance..... | 2 |
| Established scholarship in school administration..... | 6 |
| Achieved recognition in special field..... | 1 |
| Demonstrated ability to solve school problems..... | 1 |
| Thorough knowledge of schools..... | 1 |
| Thorough knowledge of total community..... | 1 |
| EXPERIENCE FACTORS: | |
| Successful, practical field experience in public schools..... | 18 |
| Specialized experience in the teaching area..... | 6 |
| Varied teaching experience..... | 1 |
| ON THE JOB SKILLS AND ACTIVITIES REQUIRED: | |
| Maintain close contacts with current problems and schools..... | 4 |
| Ability to work successfully with people in the field..... | 3 |
| Teaching ability..... | 2 |
| Should engage in research..... | 1 |
| Writing and other productive work..... | 1 |
| Ability to foresee the development of school problems..... | 1 |
| PERSONALITY FACTORS: | |
| Personality..... | 2 |
| Fitted in basic personal philosophy..... | 1 |
| Social understanding..... | 1 |

The proposition that no school can be better than its teachers is, of course, so fundamental as to make any statement of it seem trite. The development of, and experimentation with, a wide variety of "new" teaching procedures and techniques are making increasingly varied demands upon the competences of the teaching personnel as a teaching, leadership group. The fact that only 16 of the 33 statements submitted specifically mention formal degree requirements would indicate that there is no uniform emphasis upon these as being of major importance. There is some evidence, such as the reported employment of successful administrators, that the doctorate is not required in all cases when instructional personnel is selected. The frequency with which experience factors are mentioned with special reference to "practical field experience" is evidence of an encouraging trend, as is the relative importance given to "on the job skills" as contrasted with "recognition" and scholarship in scholastic fields.

The fact that teaching ability as such is specifically mentioned only twice is somewhat softened by the emphasis upon a functional command of knowledge and demonstrated capacity in practical situations.

This discussion, centered about the question of factors related to the competence of the instructional staff, leads very logically to a consideration of the practical proposal involved in the next question.

3. *A successful, large city, school superintendent proposes that professors of education should be "practicing" professors, analogous to members of medical school faculties; that they should be part-time employees of school systems from time to time.*

a. *Are any members of your staff so employed?*

There were 35 affirmative responses made to this question. Analysis of qualifying statements and expressions of opinion concerning the general proposal, however, revealed that the question was not interpreted literally in many cases. Fourteen of the respondents referred to the fact that practicing administrators were brought in as instructors at summer sessions or through the academic year, in regular or evening sessions. Seven institutions gave an affirmative answer but provided no further clue to their interpretation of the question. Fifteen institutions gave an affirmative answer based, apparently, upon a literal interpretation and obviously meant to indicate that certain members of the staff were actually employed by schools or school systems on a part-time basis from time to time in varying capacities. The nature of these reported part-time employments was not in all cases described but the following responsibilities were indicated: Direction of research and attendance in the public schools; direction of curriculum laboratories in the schools; research and planning activities; special consultant activities; reorganization of special services to the public schools administrative staff; school surveys.

The practice of having staff members engage in consultative, survey, and similar activities on some cooperative basis with the personnel of schools and school systems was reported by a substantial majority of the institutions canvassed. There also seems to be pretty general utilization of the services of selected practitioners in the field as instructors at summer sessions and in extension activities. On the whole, it seems that rather close working relationships are being maintained by schools and colleges of education with the on-going school program in the field.

b. *Comment briefly on this proposal.*

Comments on the proposal contained in question 3a, above, came in from 41 institutions. Twenty-two gave unqualified approval,

11 approved with various qualifications, and 8 registered definite disapproval. The analogy drawn between members of medical faculties and educational administration faculties drew fire, as shown by the following forceful statements which will be presented without identification of the institutions represented:

Here is a beautiful theory, murdered by a gang of brutal facts. Long ago medical education had an unhappy adventure which resulted in the staffing of medical schools by the practitioners in the community where the school was situated. Legal education has gone through much the same. A better plan by far would be for the staffs of teachers colleges and departments of education to hold staff responsibilities from time to time in the laboratory and experimental school.

The theory collides with fact, realistically at this point: Public school positions, especially administrative, are held by virtue of many other qualities than those of pure competence. Personal, social, and above all political factors enter into the picture whereas competent members of college staffs hold their positions through the operation of other factors (not always innocent factors either). This does not say that one is more competent than the other and certainly not more holy than the other. We have yet to find a practicing city administrator who could adapt himself to the regimen of college teaching as successfully and as satisfactorily as an equally well-trained and experienced college teacher. *Per contra* we are certain that a well-trained and competent college teacher would be a sad misfit in almost any superintendency. This may not be as it ought to be, but it is a realistic and, therefore, candid reply.

Our staff is not large enough at present for us to spare instructors to do clinical teaching. Furthermore, such teaching contacts are too intermittent and spasmodic, it seems to me, for the work to be very effective. The analogy between what medical school faculties do and what "practicing" professors might do hardly holds true. One may clinically demonstrate how an appendectomy may be performed, for the technique of such an operation must necessarily follow a traditional pattern. The human body is more machinelike than a human mind or human emotions. The clinical professor would need far more time to diagnose a teaching ailment than a doctor would need to diagnose appendicitis. For the removal of the appendix trouble one definite objective is necessary—the removal of the appendix. But when one deals with a teaching problem, one of a score of procedures might be necessary, and much more time would be necessary to study the problem than is necessary in the case where medical doctors give clinical demonstrations. It may be, too, that teaching is more of an art than is the practice of surgery. Surely, the hand of science guides the surgeon more than the hand of science guides the teacher. Scientific data and procedures still lag (and may always do so) in the realm of pedagogy. In this field we struggle for scientific norms but we still lack a great deal of certainty in the handling of our problems.

These statements emphasize the dangers inherent in attempts to draw analogies too closely as well as the importance of a full consideration of the facts involved. A number of the assumptions are open to challenge, especially the over-simplification of the problem of the surgeon in the second statement. It is not the purpose here, however, to argue the case but simply to present the points of view expressed

in reaction to the proposal. One important agreement does emerge from what may seem to be a welter of disagreement, namely, that staff members, on some basis and in some way, should relate themselves actively and continuously in cooperations and activities with the schools where the main business of education goes on.

Examples of points of view and descriptions of practice will now be cited, again without identification of institutions:

I think professors in school administration should be "practicing" professors if the professor is not assigned a routine administrative job in some school system. For him to go in as a consultant or to do a special job would be fine. For him to have a regularly assigned administrative post is a definite interference with the productivity of the professor and I think with his successful teaching.

There is merit in the proposal. However, most professors in School Administration have had some practical experience as administrators. My experience is that superintendents and principals, when teaching, tend to build their instruction around their experience alone, which often results in a narrow point of view . . .

It is not possible within the State of . . . for members of our staff to be "part-time employees of city school systems" so far as a certain part of their salaries appearing on city school budgets is concerned. But, as mentioned before, Prof. . . . has been co-head of the movement in the State for the evaluation of the secondary schools, and spends a considerable part of his time in this and that school. Dr. . . . has been Curriculum Consultant in a number of the schools of . . . and is in demand for more. Only his teaching duties on the campus limit this. Dr. . . . head of the department of School Administration, has planned most of the important school buildings erected in (the State) during the last decade, and worked in and out of season with superintendents and their boards on their school budgets. Dr. . . . with us only this last year, is working in half a dozen schools this winter as Curriculum Consultant.

A number of our part-time staff members are engaged in field service as administrative or supervisory officers in the (city) system and in the surrounding area. These persons include the superintendent of the (city) schools, the Director of instruction in the (city) system, certain supervisors of special subjects in the local system (including music and physical education), members of the local recreation and playground program of activities, the person in charge of vocational education for the State in this area, the principal of a neighboring high school, etc.

I question the desirability of the practice suggested. Part-time service is seldom effective. I see no reason why the college instructor in school administration, with several years of public school experience preceding university work should be too theoretical. He has, of course, the obligation to keep in touch with current trends and practices.

One member of the staff of the Department of Education is employed part-time; half-time on the administrative staff of the city schools. In dealing with courses on the administrative level, he brings to his classes concrete and fresh experiences in the administrative area. My observation is in at least partial support of the proposal. . . .

There is an obvious advantage to the staff member in that he is forced to keep in close touch with real local problems. There is the danger that as

a part-time employee of a school system the professor may feel a lack of responsibility to the local community or to the local administrator. As an attempt to secure some of the benefits of the proposal and yet to guard against some of the dangers, the Department maintains cooperative relationships with one or more school systems each year under agreement In addition, the Department provides consultation and advisory service to schools Last year in addition to these activities: Two members of the staff were members of the State Board of Education. One member of the staff is a member of a local board of education. One member of the staff was president of a P. T. A. Several staff members participated in school surveys and special field studies in local school systems. Several members of the staff participated in State committees on school problems. Several part-time staff members devoted a major portion of their time to jobs in the city or State school system.

Instructors spend one-half time in in-service work in public schools.

4. *Describe briefly the success you have had in bringing academic and professional personnel in graduate schools into closer collaboration in their common responsibility for the education of school administrators.*

The problem of establishing effective cooperative working relationships between all staff members who are in any way concerned with the implementation of graduate-level instruction in school administration is one which, in many institutions, presents serious difficulties. The nature of these relationships clearly conditions the suitability of content and the effectiveness of a professional program. The disposition and the ability to promote and improve these relationships is more often than not quite seriously challenged. Schools, colleges, and departments of education are relative newcomers on the campuses devoted to higher education. In the thinking of some of the older inhabitants at least, the burden of proof of fitness to survive and the necessities for collaboration rest squarely upon the shoulders of the staff in Education. In some cases this may be due to the fact that the Education group has not reached agreements with respect to basic philosophy and resultant program which fully convince the older inhabitants that they know where they are going. Lest this appraisal of the situation seems to be one-sided and harsh, let it be said that the representatives of the older disciplines in their attitudes are also frequently on the defensive. The success with which Education staff members promote and assist in developing such relationships, through securing from the older inhabitants respectful consideration for the problems and the planned programs of graduate work in Education, may surely be accepted as one index of staff-member competence. This is not to say that failure in these efforts does not reflect perhaps equally upon the full competence of those referred to as the older inhabitants. It must also be recognized that resistance to the development of these relationships is often centered in indi-

viduals who occupy strategically placed administrative positions. The difficulties of the task involved in many institutions must be taken fully into account before success or failure can be charged fully to special competence or incompetence on the part of individual staff members. In any case the difficulties in any given situation should not be permitted too readily, to result in a yielding to a sense of futility in the matter. For these reasons the invitation to describe such successes was included in this section devoted to the general problem of preparation and competence of the graduate teaching staff.

Reports of successful experience in developing these cooperative relationships are encouraging. Twenty-one institutions reported in some detail upon their success in bringing about collaborations between academic and professional teaching personnel. Included here were 5 teacher-training institutions where unity of the curriculum toward a common professional objective admittedly makes the problem less difficult. The fact, however, that 29 institutions apparently had nothing to report and that an additional 6 presented statements of purely negative results in such terms as "nothing," "this has not worked out well," and "success—zero," would indicate that the problem is still a challenge to the will and the ability of more than half of the faculties represented in this inquiry. To the 21 more or less "complete" successes reported should be added another 6 which reported partial success with problems still ahead.

Representative statements in all categories of success or failure follow, again without identification:

Speaking from the viewpoint of the education department, we have had no success at all in bringing the academic departments to the realization that school administrators need graduate programs in some of the social studies, but that the school superintendent cannot give the time to secure a major in each of the social sciences. For example, we have proposed that the staff of the psychology department set up a year's program in which each would present the high lights of his specialty so that the school administrators (permitted in the course) could have the opportunity to apply the whole field to the public school system. Success, zero; reason, it would be impossible to present the material in less than 30 or 40 hours. We have answered the difficulty at present by suggesting that administrators beyond the master's degree select those academic courses which put the most stress upon current problems, to make their own applications without hoping to secure much from the professor, and to use the courses as contacts with the other governmental, economic, or social problems of the community.

The extent of the cooperation we receive from the academic departments is indicated by the fact that the courses required are offered at times when our men in the field can take the work, which are hours definitely inconvenient to the professors in political science, economics, and public administration, but they do it.

We have had some cooperation between our staff members and university professors in non-professional fields, including courses in sociology and

psychology pointed toward the interests of the administrator. We permit as much as ten (10) hours of work in an academic field on the master's degree for school administrators. Some of our doctorate candidates have as much as a year of academic work in such fields as English, history, music, physical education, etc. We have a close working arrangement with two local colleges of music for the graduate training of administrators and supervisors in the field of music.

Members of the faculty of (the) university have offered courses adapted to the needs of graduate students in school administration and have from time to time conferred with us concerning areas of greatest interest to our students.

I have not had any decided success, although I have been able to prevent active opposition to school administration. We have attempted to interest some of the academic departments in committee work of the State association and to appear on some of our local association programs.

At the university of . . . there is very close collaboration between the departments of political science and economics in the training of school administrators. There is also quite a bit of cooperation between the school of business and public administration and those engaged in the training of school administrators. . . . The last one of our Ph. D. graduates in school administration had fully as much work in the field of political science and economics as he had in professional education courses.

The Department of Public Administration . . . has willingly cooperated with the Department of Education in every way, (they) feel that our graduate students in administration should have some knowledge of the general problem of public administration, especially municipal and city government. With this thought in mind our students are permitted to take an advanced course in public administration without the necessity of completing the undergraduate major requirements. In addition our students are advised to complete a course in public finance in the Department of Economics.

Aside from minor work in such fields as political science and economics we have not yet developed means of effecting this collaboration.

Considerable emphasis has been given to this phase of our program using field situations as the basis. Faculty and graduate students in various other fields than professional education assist in the education of school administrators. In particular the department of sociology, the College of Agriculture, the School of Commerce, and the departments of History and Government have participated in these activities. In addition to field practices students majoring in School Administration ordinarily build up minors in one or more of the above named fields. The field experience cannot be stressed too much as the basis of the cooperation.

The heads of the several departments in the academic fields have been asked to work with the members of the Department of Education in an informal way. This has not worked out well.

Members of other departments of the university are brought into the Department for a series of discussions. This year the schedule calls for six series of discussions, each of four meetings, under the leadership of some professor from another department. In some series more than one professor participates. The topic schedule follows: 1. Political Ideologies. 2. Structure of Government. 3. Economic Ideologies. 4. Social Welfare. 5. Dilemma of Youth. 6. Contemporary Religious Movements.

Academic departments are held strictly responsible for the mastery of content. In this connection, they have a free hand in setting up whatever requirements they deem necessary to meet this responsibility. The Department of Education takes the initiative in reporting lack of content mastery (and also evidence of superior mastery). We have found that such departments are very sensitive to criticism of this kind and a number have voluntarily asked for assistance in shaping courses for teachers. This plan has, in our opinion, produced much better results to date than mere requests for cooperation. It must be admitted, however, that we need closer collaboration than we have yet achieved.

Academic faculties in social studies, finance, and business administration form committees to advise with students.

We have developed a very close integration between the College of Education on the one hand and the College of Liberal Arts and the Graduate College on the other. We utilize the facilities of the entire campus by introducing great flexibility into individual student programs with respect to the amount and nature of academic work which seems indicated in each individual case.

In developing and carrying forward our program for the training of superintendents of schools, the faculty of the Graduate School of Public Administration plays an active part in determining the nature of the program, and practically all of the students taking the program in preparation for the superintendency are members of one or more seminaries in the School of Public Administration.

Chapter 3

Selection and Guidance of Students

THE QUESTIONS which were included in this section of the inquiry were directed to problems of implementation. The assumption seemed valid, that selection and guidance procedures, generally, have been developed imperfectly and that many schools, colleges, and departments of education are uncertain and somewhat confused as to how selection and guidance responsibilities can best be implemented. As will be shown, the institutions canvassed report efforts and activities in this area which reveal rather general interest and concern, but which vary greatly in kind and intensity.

The importance of effective selection and guidance procedures seemed to be too generally understood and accepted to justify further elaboration in this study. Cocking and Williams have presented effectively the case for the application of these procedures in relation to the education of school administrators, with special reference to the importance of maintaining a balanced ratio between supply and demand for professionally trained administrators.¹ It is difficult, however, to reconcile the apparent general acceptance of the importance of these procedures with the report of "indifference which national organizations of school administrators on the one hand, and professional schools offering programs in school administration on the other hand, have displayed in the establishment of entrance requirements to programs preparing for school administration . . . This is especially true in the one-year graduate program through which the majority of school administrators are being educated. In the majority of schools visited there are only two selective bases operating in this first year professional program, namely, the completion of a four-year undergraduate college program, and sufficient money to permit attendance at the institution."² Returns from this present inquiry definitely substantiate this latter observation. Now to the questions raised in this inquiry.

1. *Are systematic efforts made in your institution to identify and interest the more potentially capable persons in the work of administration?*

The extent to which reported activities were "systematic" seemed to trouble some of the respondents. For this reason 5 of the affirma-

¹ Cocking, Walter D. and Williams, Kenneth R. The education of school administrators. Procedures used at selected institutions. Sponsored by the National association of colleges and departments of education and the Commission on teacher education of the American council on education, Washington, D. C., The Council, 1941. 146 p. (mimeo.) p. 12-16, 70.

² Ibid., p. 69-70.

tive responses might well have been negative in the light of qualifying statements and descriptions of activities submitted, while 2 negative responses should have been affirmative on the same basis. This undoubtedly reflects a desire for accuracy and, in some cases, modesty lest too much be claimed. Encouraging as well as interesting is the fact that 42 respondents indicated that such systematic efforts are being made in their schools. Only 19 replied in the negative, while one passed the question.

a. *Describe these methods briefly.*

Statements, descriptive of methods used to identify and interest the more potentially capable persons in the work of administration, were received from 34 institutions. Of these, 21 were specific and detailed, while 13 were general. The following statements reveal varying practices and points of view:

UNIVERSITY OF CINCINNATI

The counseling work done with undergraduate seniors, students in their fifth year internship and in the first year of graduate study are the chief media through which we attempt to identify the more potentially capable persons for administrative work.

UNIVERSITY OF GEORGIA

Practically all persons who come to the University of Georgia for special training in administration are selected. One member of the staff in particular, in addition to the aid given by others, spends a considerable portion of his time in identifying the problems of school administrators in the field, locating young people of potential promise as school administrators, working with them in their field situation, and finally advising them regarding further preparation. This procedure as worked out means that young people seeking further preparation as school administrators are carefully guided and advised before they enter upon their particular preparation. We have found this process to be very valuable in a great many respects.

KANSAS STATE TEACHERS COLLEGE (PITTSBURG)

Through a study of the undergraduate transcript, and through a guidance program at the undergraduate level by counsellors and deans and through a guidance program at the graduate level, through a graduate committee for each student, those students most likely to succeed in the field of administration are encouraged to work out a program helpful to them in that field and are recommended to the appointment bureaus as most likely to succeed.

UNIVERSITY OF MINNESOTA

One of the ways used to get the interest of the students of the right sort in the work of school administration is to permit senior students in the College of Education to take an introductory course in school administration. The other methods are for the most part, the work of individual instructors who teach both graduate and undergraduate courses in the field of school administration.

SYRACUSE UNIVERSITY

We have a half-time professor who gives fifty percent of his load to traveling in the State of New York. One of his responsibilities is to try to find

likely young men who would make good principals and superintendents. These he encourages to come into the University. We make a definite and systematic canvass each summer of all the men in our classes in order to find the men who seem to be good potential administrators. We then make a special effort to get them to continue their advanced work and to make efforts to secure administrative posts. We have two \$800 assistantships, four \$600 assistantships, and ten scholarships which are used to attract the kind of men we would like to have prepare in the various fields, including school administration.

YALE UNIVERSITY

Enrollment in the Department is limited to 50 new students per year, all on the graduate level. This makes it possible to choose the best from the much larger number than those who apply for admission and who are able to satisfy the general Graduate School requirements. In addition the Department constantly seeks the cooperation of graduates of the department and other institutions in finding especially capable persons who may be secured for the several teaching fellowships available in the Department.

The following statement should be included here, but without identification, because it describes a situation and a point of view which surely is not confined to the State and the institution reporting: *f*

In the interest of accuracy it should be somewhere set down that the situation in . . . does not lend itself to guiding men into school administration. . . . The school administrators of the State are almost invariably men who were earlier acceptable coaches (sometimes departmental teachers in other fields than physical education) who find there are chances for their being made high school principals; and who later, after a few years of high school principalships, then find themselves elected to city superintendencies.

It is difficult to accept the situation described here as a valid basis for concluding that careful selection and guidance of students in training for administration is thus nullified in its effect or not worthy of increasingly rigorous application. It is precisely because of the universality of the situation described; the casual, haphazard, and somewhat accidental nature of the process which has frequently characterized entry into, and progress within, the teaching profession; that emphasis has been given in late years to the importance of rigorous selective and guidance procedures in the field of professional education for teaching and administration. If a professional status for workers in the field of education is ever to be achieved on any basis comparable to that enjoyed by members of the older professions, surely it must rest upon a sound foundation of professional education. Present practices of employing boards in selecting school personnel will be modified and improved only as these boards may be helped to appreciate and to apply increasingly higher standards of selection. In the total process of bringing about such reforms in practice, teacher-training institutions have a strategically important role. This responsibility, of course, is shared with State departments of education and State and national professional associations.

In addition to the statements quoted thus far one rather vigorous demurrer was submitted, as follows:

In our negative reply to this question we should like to utter an emphatic and vigorous protest against the policy of many institutions where administration *per se* is held up as a much finer thing professionally than classroom teaching. It is altogether unnecessary for us to interest the more potentially capable persons in the work of administration since the salary differential is already considerably in favor of administration.

It may well be that in the fact which this respondent deplors (that the salary differential tends to make work in administration attractive to many persons in training) lies one reason why more rigorous selection of trainees for administration is desirable. All of this does, however, serve to point up a problem germane to the matter under discussion. There can be no doubt that classroom teaching and administrative activities each make many essentially different kinds of demands upon personnel in terms of native capacities and training. That any responsible educator would differentiate between the two in terms of finer or less fine or desirable professional opportunities, is open to question. If there has been any tendency to glorify one as compared with the other the honors go to the classroom teacher. It is important to bear in mind that professional schools must provide a type of guidance which will offer, among other things, opportunity for all students to direct their training toward the kind of service which will give the individual concerned the best possible outlet for his peculiar talents and aptitudes. Such opportunities will include making fully available all of the information which can be assembled relating to employment opportunities, financial possibilities, professional rewards, and satisfactions. As pointed out by Cocking and Williams² a realistic process of fact-facing with respect to employment possibilities in terms of supply and demand will serve to bring home to the professional schools the necessity for increasingly rigorous selective procedures in the whole field of teacher education. Without doubt more sins have been committed against individuals in permitting them to enter upon, and to continue in, programs of professional education for which they are not adapted or for positions that, for them, never materialize, than ever have been committed by steering potentially good classroom teachers into administration.

- 2. Are specific means in use in your institution for selecting the students most promising in such matters as general ability, scholastic achievement, health, personality, ability to grow, leadership, and professional interest?*

While 42 affirmative responses were received to this question, as compared with 16 negative responses, not more than 50 percent of the

² *Ibid.*, p. 12-14.

institutions claiming the use of specific means for selecting students provided any clue as to the nature of the means used. In the statements submitted, descriptive of systematic efforts to identify the more potentially capable students and specific means for selection, very few references were made to the use of tests of any kind. The great majority of institutions apparently depend most upon informal contacts between faculty members and prospective students. In several cases, where apparently some effort is made to select some students, it is freely admitted that large numbers of students come to the campuses unsolicited and unselected. The policy with respect to this group seems to be one of ultimate negative selection. Students who make good are encouraged to continue and the others, generally in extreme cases only, are urged to withdraw. Only one institution reporting places any definite limitation upon the number of students admitted to candidacy for graduate work in any 1 year. Two institutions report modest experimentation with objective selective techniques on the graduate level.

In the absence of evidence to the contrary, it would appear that Cocking and Williams were accurate in their generalization that "few of the institutions which have programs for the education of school administrators establish any selection requirements other than those which are established by the university for entrance to graduate study of any type."⁴ The few descriptions of selective activities submitted are sampled below:

UNIVERSITY OF MINNESOTA

The College of Education of the University of Minnesota is at the present time experimenting with the development of selective guidance procedures for students in school administration as well as for students in other fields of education on the graduate level. This fall a comprehensive examination was given to every entering graduate student who wished to pursue graduate study in education. These students were given a test of general ability, a comprehensive examination in the field of educational procedures and methods, and a very thorough examination in English. These examinations were all scored, tabulated, and turned over to the advisers for their personal use and for the use of committees appointed to advise graduate students. While these examinations are still in the experimental stage, we believe that they will have much value in the guidance of graduate students in the field of school administration. They will, of course, have to continue over a number of years in order to be of the greatest value.

SYRACUSE UNIVERSITY

This year, we have employed Mr. . . . for the specific purpose of having him develop a program of selecting graduate students equivalent to our plan for the selection of undergraduates into the School of Education. I am enclosing a description of our program on the undergraduate level. Within two months, at least, . . . program should be in operation on this level.

I do not think that we can claim any specially advantageous technique in

⁴ *Ibid.*, p. 71.

the guidance of our graduate students, but the fact is that we have only about 300 graduate students at a time during the academic year. It makes it possible, therefore, to advise each student on an individual basis. I don't think we could find any two of the three hundred programs alike. This is due to the fact that the programs for graduate study are developed by one adviser and the student. The students' interests and needs are of paramount consideration. On the doctorate level, we have the same plan of a single adviser working with his students in the development of a program. However, when it comes to writing the dissertation there is a large committee to serve.

3. *At what levels are your guidance procedures especially effective?*

Responses to this question were encouraging and would appear to justify the conclusion that most institutions are attempting to direct some attention to the guidance or advisement of individuals as they make progress through the professional program. It is interesting to note that 40, or two-thirds of the institutions reporting, indicate that their guidance procedures are especially effective at the graduate-masters level. If this fact, together with the fact that, of the institutions concerned with an undergraduate program, 28 report guidance as especially effective at the undergraduate-upper level, can be taken at their face value, it would indicate that emphasis is given to guidance at the most appropriate stages of student progress. Little more than 50 percent of the 39 schools offering work at the doctorate level report guidance procedures as especially effective at this level. The probabilities are, however, that relatively few school administrators are being trained through advanced graduate programs. From the point of view of numbers of students in administration involved the emphasis apparently given to guidance at the graduate-masters level is without doubt appropriate.

4. *Has any study been made at your institution of predictive measures of administrative ability?*

5. *Do you make use of any such measures in your guidance program?*

Affirmative responses to these two questions were few in number. Seven institutions reported that such studies had been made and 11 reported the use of such measures in their guidance programs. In no instance was any reference made to the nature of these studies, nor was any study listed among references to research materials developed. Question 4 was responded to without qualification or question with respect to meaning by all 62 institutions. Three institutions passed question 5. Of the 7 institutions reporting some study of predictive measures, 6 reported the use of such measures in guidance programs. The colleges and universities which reported such studies are the following: University of Buffalo, Columbia University,

George Peabody College for Teachers, Harvard University, Kansas State Teachers College (Pittsburgh), Temple University, and University of Nebraska.

6. *Have specifications been developed at your institution for good administration?*
7. *Do you make use of such specifications in the development of curricular and guidance procedures?*

In the responses to these two questions there was some evidence of confusion with respect to the meaning of the question. This is reflected in the number of qualifying statements filed and the number of times the questions were passed. To question 6 there were 21 affirmative responses (4 qualified), 37 negative replies, and 4 passed. There were 23 affirmative responses to question 7 (2 qualified), 29 negative replies, and 10 passed.

Among the qualifying statements filed with the returns on these questions, the following reflects a point of view which merits consideration:

The implications of this statement are that there are certain distinctive qualities which distinguish the good administrator in any situation or which distinguish the good administrator from other good educational leaders. This Department has taken the position that: a. Administrative positions are so varied that no one set of qualities can be set up to apply to good administration generally. b. Evidences of abilities or lack of abilities of individual students should become sufficiently evident to members of the Department staff so that individual students interested in administrative work or a specific administrative position can be advised and assisted in relation to their fitness for such work.

Two observations are offered here with regard to the positions taken in this statement. It is of course true, as stated in "a," that administrative positions do vary, but these variations on analysis may prove to be, largely, variations in degree with respect to demands made upon certain qualities and procedures which do apply to good school administration generally. Something more than rationalization is needed to explain away the desirability and the necessity of at least attempting to identify such qualities, skills, techniques, and procedures which do apply to good school administration generally, regardless of the extent or degree to which they may apply to specific situations or positions; this should be done, if for no other reason than that the concept of preparation for specific types of positions may not be carried too far in application in the direction of intensive specialization. The position taken under "b" would apply with particular pertinence in situations where close contacts with students and staff are possible and encouraged. There is an assumption implicit here, however, which may or may not be valid, namely, that staff members have, in all cases, a frame of reference as to what constitutes good

administration against which to project evidences of abilities or lack of abilities, assuming also that these can be identified and that their relative importance is thoroughly understood. Here certainly an objective approach to the setting up of what have been called "specifications for good administration," in this discussion, would be helpful in making the procedures relied upon in this institution most effective.

In closing the discussion of the returns on questions 4 to 7, these final observations are offered. It may well be that responses to this series of questions reflect a situation which tends to reveal itself in a number of ways through responses on all questions in this section, devoted to selection and guidance procedures. Reference is made to the fact that there appears to be very little use made generally of objectively developed standards and measures in the implementation of selective and guidance policies in the institutions represented in this study. Certainly the impression is inescapable that most of what is being done is in a very early experimental stage. Respondents, on the whole, have been less vocal, less sure of themselves, in dealing with questions raised under Selection and Guidance, than they have with respect to any other total area included in this inquiry. There are problems here which must be solved and it is encouraging to note that a number of institutions are undertaking their solution realistically and earnestly.

8. Do you give recognition to the demonstrated competence of the student to plan his own program of study and activity as a criterion for admission to candidacy for advanced degrees?

Responses to this question indicate clearly that this practice is general, especially at the doctorate level. There were 46 affirmative responses, 13 negative replies and 3 passes. There were a few qualifying or amplifying comments offered of which the following are typical:

We allow competent students an enormous amount of electives in their work toward the doctorate but there is no official recognition granted to the student having such competence, nor are students refused admission to candidacy for advanced degrees . . . because they are willing to take the regular program suggested for a particular type of position.

This is taken into account in judging the student's qualifications for advanced work.

This is becoming progressively truer each year.

9. Does your institution accept some responsibility for maintaining close contacts with former students from the point of view of aiding them in overcoming the difficulties of the job?

a. Describe briefly any procedures which you have developed for maintaining such close contacts with former students.

Here again the question relates to a practice which seems to be general but with variations in scope and intensity. Fifty of the 62

respondents (more than 80 percent) replied in the affirmative. There were 46 descriptive statements filed of which the following are offered as particularly suggestive:

BALL STATE TEACHERS COLLEGE

It is the responsibility of the Secretary of Placement (Secretary of Committee Recommendations) to maintain close contacts with former students. He is assisted in this not only by his committee but by faculty members, particularly heads of departments. Annually and sometimes semi-annually inquiries go out relative to all former graduates in teaching positions to ascertain from them what problems they are meeting in their fields. Also inquiries are made of employers of these graduates to ascertain what deficiencies are to be found in the products of this College. Staff members, on routine visits to the field, are regularly required to make personal contacts with former students, graduates, and other professional persons.

UNIVERSITY OF CINCINNATI

We attempt to maintain contacts with former students through the supervision of our fifth-year students who are serving an internship in the Cincinnati Public Schools under contract with the Board of Education, through visits in the schools of the area served by the University of Cincinnati, correspondence, the programs, and activities of the local chapter of Phi Delta Kappa, the discussion programs of the Cincinnati Schoolmasters Club, the activities of the Cincinnati Elementary Principals Club, our graduate seminar program which includes a number of administrative officers of the Cincinnati area, and other courses attended by part-time students who are full-time administrative or supervisory officers.

UNIVERSITY OF GEORGIA

All graduates are assisted after their period of training. The College has developed facilities of one faculty member giving his full time to work in the field and in addition arrangements have been made so that approximately one-third of the time of all other faculty members is available for field contacts. During the campus training students are informed regarding the field contact possibilities and are encouraged to ask for assistance in their problems when back on the job. The result is a constant stream of requests for assistance which are followed up by members of the faculty through first hand contact on the field. We know of no more valuable and important phase of assistance than this.

HARVARD UNIVERSITY

These procedures are of three sorts:

1. Every graduate is followed, after a few months on his job, by a questionnaire to the employing official, which seeks to discover the former student's weaknesses and points of strength.
2. Follow-up letters and questionnaires are regularly sent to all former students, to facilitate the School's assistance to them both in their professional advancement and in the solution of practical immediate problems in their present positions.
3. Personal visitation wherever geography permits is made by an administrative officer of the School. During these visits, the information gained from both questionnaires as well as from observation of the situation is used for the immediate personal and professional guidance of the student.

UNIVERSITY OF MINNESOTA

The College of Education of the University of Minnesota has a definite budget allotment each year which permits faculty members to visit former students. Contacts are also maintained through files kept by individual faculty members, through correspondence, and through short courses given at the University of Minnesota Continuation Center in various fields in which school administrators are interested. The University of Minnesota has also maintained for many years a Schoolmen's Week during which approximately a thousand dollars is spent to bring to the campus outstanding scientists in the field of school administration. This is one of the outstanding activities of the institution along the line about which you inquire.

SYRACUSE UNIVERSITY

Our extension work is not very great in amount, but what we do is aimed to assist administrators in their task of directing their staff in the direction of better curricula and better procedures. Our professors in elementary, secondary education, and supervision organize the teachers of the school systems under the direction and with the help of the superintendent, and they spend anywhere from a few weeks to an entire year in studying their content and procedures.

In addition to the above, we bring to the University on numerous occasions, the superintendents and principals in our area for conferences on their problems. A number of these conferences are for small, selected groups and extend over a period of two or three days.

YALE UNIVERSITY

Former students who have received their Ph. D. from the Department are invited, several times in the year, to attend Post-doctoral Seminars at which time a scholarly study is presented, either by a former student or a faculty member.

Personal correspondence with staff members on field problems is encouraged. Also conferences with those nearby.

The annual meeting of the A. A. S. A. is used for former students who are present to meet with members of the staff in attendance.

The faculty scatters pretty widely for summer sessions, enabling former students in different parts of the United States to confer with staff members. (Faculty members in 1940 were located at the University of Pennsylvania, Cornell, Oklahoma, University of Colorado, University of California, and University of Southern California.)

10. Describe briefly any activities which you have undertaken in this area (III) which have been of constructive value to you in the development of selective guidance procedures.

In addition to statements previously sampled there were included, five sets of documents of particular interest and value to all concerned with the problem of making selective guidance procedures more objective and systematic.

Syracuse University, generally credited with being one of the first universities to employ systematic methods of selecting students for the profession of teaching, submitted a report describing the universi-

ty's methods and presenting data relative to their effectiveness.⁸ The university's conclusions, quoted in part, are presented here:

1. On the basis of direct comparison students admitted to preparation for teaching through the selection system as described, are markedly superior in intelligence . . . in English . . . and in knowledge of current events . . . The bases of comparison were other students from our own university and students from other liberal arts colleges and universities who had used the same tests.
2. In about 80 percent of the cases of refusals, a constellation of factors operates. Undesirable personality operated alone in 9 percent of the cases, and in combination with other factors in 36 percent of the cases. Evaluation of this factor represents the combined judgment of four members of the Enrollment Committee, the Dean of Men, and the Dean of Women, and is based on individual interviews and significant data on extra-curricular participation. Scholarship operated in 8 percent of the cases as a single factor and in 58 percent of the cases in combination with other factors. Speech operated alone in only 2 percent of the cases, and in combination with other factors, in 3 percent of the cases.
3. As judged by the standards of those who discount the quality of teachers, students who survive the selection procedure represent the best, single, large, undergraduate group on the campus . . .
4. The product of the selection program is generally superior as judged by immediate standards. The next step should be an evaluation of the end products of selection through a study of teacher effectiveness in the field over a period of years.

The University of Wisconsin submitted the *First Annual Report of the School of Education Personnel Committee*. Attached thereto were samples of *Student Data Booklets* and individual report forms. The University of Florida provided a document addressed to staff members by a General Directing Committee for the work of graduate students in education. The University of Wyoming, College of Education, submitted a copy of the student cumulative record card together with descriptive statements and forms covering the significant aspects of a comprehensive guidance program. Columbia University provided copies of documents and forms related to guidance procedures in their *Advanced School of Education*.

⁸ Troyer, Maurice E. The selection of students for the profession of teaching. *Journal of Educational Research*, 35: 561-93, April 1940.

Chapter 4

Demonstration, Observation and Practice Experience in the Education of School Administrators

IN ITS REPORT ON *Standards for Superintendents of Schools* the Committee on Certification of Superintendents of Schools of the American Association of School Administrators included a section on *Special Education for the Superintendency Offered by Colleges and Universities*. Of the 134 institutions studied and reported on in this section, 55 provided *graduate* training in administration. The Committee reports that among these 55 institutions "Provisions for internship or practical experience is an essential feature of only 13 . . ." They report further that "the general response to a request for information on such provision was that the majority of superintendents undertaking graduate work already had practical experience in administration or supervision before matriculation."¹

Because interest had been centered so definitely on the extent to which provisions are made for practice experience in graduate programs of education for administration it seemed desirable to include the first 2 questions which appear in this section of the present inquiry. It should be noted that of the 55 institutions included in the study referred to above, 34 are also included in the present study.

1. *Do you accept previous or concurrent experience in administration or supervision as adequate provision for closing the gap between theory and practice in your program for the education of school administrators?*

To this question there were 29 affirmative and 29 negative responses, with 4 institutions passing the question. Six of the affirmative responses were qualified, however. Apparently refusal to accept previous or concurrent experience as adequate provision for closing the gap between theory and practice does not in all cases mean that the institution is prepared to make up the deficiency, because, of the 29 institutions responding negatively to this question, 7 reported no provisions for practical experience under guidance in response to question 2, below. On the other hand, of the 29 institutions responding affirmatively to this question there were 14, or half of them, which

¹ *Standards for superintendents of schools. A preliminary report of the Committee on certification of superintendents of schools. American association of school administrators. The National Education Association. Washington, D. C., The Association, 1939. p. 39.*

also reported provisions for practical experiences of the kind described in question 2 below.

In checking the 34 institutions which were included in the American Association of School Administrators' study it appears that 18 of these gave an affirmative answer to this question, maintaining practically the same 50-50 distribution of the larger group.

All that can be said concerning these replies is that approximately one-half of the institutions canvassed seem to accept the principle that the gap between theory and practice in programs of education for administration is not always adequately provided for by the fact that students have had or are having experience in administrative positions. As will be shown, however, a very much smaller number of institutions have gone beyond the point of rendering lip service to the principle.

2. *Does your program make provisions for the actual performance of duties in real situations under the direction of skilled and experienced administrators and supervisors in the field through internships and other means?*

Despite the fact that this question is phrased specifically to delimit the kind of provisions referred to, a number of institutions interpreted the question broadly, as shown by the following qualifying statements attached to affirmative responses:

To a very slight degree in one of our laboratory schools—In part—On undergraduate level for teachers—In the sense that they are in-service while taking graduate work—There is such a provision for Ed. D. candidates but it has never been implemented—Only the beginnings of an apprentice teacher program.

Altogether there were 33 affirmative replies made to this question. It is interesting to note that 9 institutions replying negatively to this question also indicated by a negative reply to question 1, that they do not accept previous or concurrent experience as adequate provision for closing the gap between theory and practice. It would be interesting to know how these institutions do provide for practical applications.

On the basis of the 25 descriptive statements actually filed with returns on this question, 13 institutions reporting apparently provide varied opportunities for the kind of experience referred to in the question. Altogether the returns in this study seem to substantiate essentially the statement in the AASA report that "provisions for internship or practical experience is an essential feature of only 13" ² institutions; this despite the fact that the present inquiry included 26 institutions not included in the AASA study.

An analysis of the descriptive statements filed indicates that arrangements have been made in seven institutions for internships.

² Ibid.

In two of these institutions the term "apprenticeship" is used. One institution offers what may be an interesting form of rationalization to explain why no such plan is operative. The reader is invited to "note that teaching experience is requisite in this State for an administrative certificate." This interesting conclusion is then reached; "if administrative internship is meant, it is, at present, legally impossible." The reasoning here apparently is that an administrative "intern" would have to qualify for an administrative certificate "in this State." The question of whether or not an "intern" or "apprentice" would have to be legally qualified in order to operate may of course have been raised and ruled upon "in this State." Such a ruling would of course involve a very strict interpretation of the certification law since students assigned as "interns" or "apprentices" are not "employed" in the usual sense. If the State department in question is as obdurate as it appears to be, by implication, in the statement quoted, it is of course unfortunate. The question raised here is whether or not the institution reporting has really tried to work this problem out with the certifying authorities. Perhaps a form of "cadet" license would meet the problem. Surely such a situation should not be permitted to go by default if the will to do is present.

For their suggestive value the following statements describing practices are cited:

UNIVERSITY OF CALIFORNIA

We have had an agreement with the leading superintendents in the San Francisco Bay region for an intern arrangement for our students in school administration. They have taken part in various divisions and functions of school administration; for example, the Superintendent of Schools in Oakland accepted approximately 15 students a year and assigned them to various administrative duties under the supervision of the members of the regular staff. When a particular assignment was completed they were transferred to another type of work, resulting at the end of the year in a varied and rich experience in the active field of administration and supplemental to the classroom activities on the campus.

More recently we have been following the practice of conducting community surveys, using the graduate students enrolled in advanced courses in administration. This field work is supplemented by assigning individual students to work in school districts all over the northern part of the State of California. An approach is made to the head of a local school department, securing from him information relative to the problems he is facing in his district that require an intensive study. The range of these problems has included every form of school activity. Students are assigned to work on these various problems. First they prepare a detailed and extensive outline on techniques, procedures, data to be gathered, etc., under the supervision of the instructor of the course called a Practicum in Educational Administration. The study when completed is presented in final form, the original copy going to the district in which the study was made. The duplicates are filed with the instructor of the course and are eventually filed in Lange Library of the School of Education for use by future students.

UNIVERSITY OF CINCINNATI

We have some opportunities for field experience on the part of graduate students in school administration through the fifth-year internship teaching (partly devoted to graduate training), through certain apprenticeship work done in connection with the central administrative office of the Cincinnati Schools, through certain assignments in connection with the holders of graduate scholarships, and especially through the field experience of most of our graduate students in administration who are full time officers in public school systems.

UNIVERSITY OF GEORGIA

Considerable attention has been devoted to this phase of our program. Especially noteworthy has been the development of Educational Clinics where the actual problems of the field receive the joint attention of field workers and members of the College of Education faculty and other University people. Through such clinics problems are diagnosed, tentative programs for their solution are developed, and demonstrations and experiments conducted. Also valuable in this connection has been a program which has involved selecting four demonstration counties in which cooperating programs have been established between the county and the College of Education for study of problems, attempted solutions, and demonstrations. The importance of this type of work cannot be stressed too much.

Also during the summer sessions, workshops involving all administrators and teachers of two counties have been developed on the University campus for a further study of the problems of particular field situations. We are greatly encouraged by the results thus far secured.

HARVARD UNIVERSITY

In order to qualify for a Master's degree in this School, every student must meet an experience requirement in the field of his major program—in this case, school administration. If a man has had previous and satisfactory experience either as a superintendent of schools or high school principal as the case may be, this requirement is disposed of on the basis of this experience. If he has not had such experience, however, he is required to undertake an apprenticeship as part of his major program here. To illustrate in the field of the high-school principalship, each inexperienced student is apprenticed to a high-school principal in the vicinity of Cambridge. He is expected to be on the job in the school one full school day each week for an entire academic year. His apprenticeship consists of serving in effect as a sub-master for the principal to whom he is apprenticed.

He is given training and experience as a supervisor by being given certain responsibilities in connection with apprentices in classroom teaching.

To provide these potential administrators with a more satisfactory supervisory experience and, at the same time, to improve the supervision of the work of the practice teachers, a new procedure has been developed. The entire group of practice teachers, ordinarily about 50 in number, is divided into four groups called student-faculties. Each of these student-faculties has represented in it, to the extent that conditions make possible, all the major fields ordinarily found in a secondary-school program. . . . With each of these student-faculties is associated one or two full-time advanced students majoring in secondary-school administration, who serve as supervising principals of their faculty. The principal is expected to observe each member of his faculty several times during the year and to hold conferences with the individual teachers and engage in any other procedures calculated to

improve the work of the practice teachers. Further, each student teacher has the privilege of going to his principal for advice, as he would under normal school conditions. Furthermore, the principals have the responsibility of providing the teachers under their direction with such special services as they may require. . . . Finally, the principals may hold student-faculty meetings to discuss common problems arising either from work in the classroom or from instruction at the School of Education.

As should be evident from this description of the student-faculty plan, it has been designed to meet several needs, none of which presumably is peculiar to Harvard. It can add to the reality of the conditions under which the practice teachers are working. It should increase several fold the amount of attention which can be given to these practice teachers. Through it, immature teachers can be provided opportunities for informal, small-group discussions of general and specific educational problems. And it is a much needed addition to the advanced apprenticeship program of men majoring in administration and should eventually serve the same purpose for students preparing for other types of non-classroom school service. In brief, the plan is designed to fill a gap in the training programs of both classroom teachers and administrative officers and will do so by placing each group at the service of the other.

Further actual contact with work in the field is provided for students preparing for the high-school principalship by a cooperative research group which consists of the students and a limited number of high-school principals who are invited to participate. The group selects each year some problem of real consequence to all of the principals who are invited in, and the students and principals together investigate the problem and work out practicable solutions for it.

The basic reasons for organizing this group are: (1) to give men who are preparing for administrative posts training and experience in carrying on the types of research activities which administrative officers in secondary schools may properly be expected to engage in; (2) to give these men first-hand administrative experience of a general nature in addition to the research experience; (3) to give administrators in the field also an opportunity to engage in research undertakings of a practical nature and to develop further skill in this line of work; and (4) to obtain solutions for problems of immediate and practical concern in the schools represented in the group. Efforts have frequently been made to bring together theory and practice as represented in students and administrators, but these have consisted for the most part in gathering old and young "to talk things over." The plan herein described, however, actually involves the working together of students and practitioners of administration on projects of concern to both.

UNIVERSITY OF IOWA

We maintain informal arrangements with several school systems in terms of which students take over certain types of responsibilities for limited periods of time. In only one or two cases could these be accurately described as internships. In most cases they are real jobs and the term of experience is usually a couple of years. School systems are interested in the arrangement because in general it provides them a higher quality of service than they could get if they were filling such positions on a permanent basis. We, also, utilize our own university high school and elementary school in connection with experience opportunities, employing several procedures, the most important of which is formal registration in courses offering opportunities for observation and laboratory practice in the supervision of instruction.

UNIVERSITY OF MINNESOTA

The University of Minnesota in connection with area four, makes use of the facilities of the Twin Cities in provisions for demonstration, observation, and the practice experience in the education of school administrators. Special use is made of a 6-year high school and a 6-year elementary school within three and seven blocks respectively of the education building. Classes in administration visit these schools and a great many graduate students work on individual problems in them, sometimes throughout a period of two years of graduate residence. Administration classes visit the offices of the Minneapolis superintendent of schools in connection with such studies as the work of the attendance department and child accounting generally. They have conferences with supervisors, attendance officers, visiting nurses, and others who work out of the central office. Innumerable problems are worked on by graduate students in school administration in connection with either elementary or secondary schools in the Twin City area. On some types of work in school administration our graduate students are put into a type of apprenticeship to successful administrators.

3. *Does your program specifically provide for experiences in participation, by students, in a variety of educational activities with teachers, pupils, parents, and other community members for the express purpose of helping them develop skill in working with other people?*

This question was inspired by certain passages in a very provocative paper presented at the Eighth Annual Conference for Administrative Officers of Public and Private Schools held at Chicago in 1939, and quoted here in part.³

A third phase of the training program which is essential to democratic leadership is an extensive opportunity during the training period for the administrator to participate in a variety of educational activities with teachers, pupils, parents, and other community members. Undoubtedly, there are several reasons which account for the difficulty some administrators have in working democratically in the school. Among these are three of particular significance. Some administrators have difficulty in the give and take of democratic activity because they lack confidence in their own ability to deal with the problems that are being faced by the staff. . . . It is not necessary that the administrator know more than his teachers in order to have their respect. It is necessary that they recognize that he has a function and that he is sincerely working with them in attempting to attack common problems. . . .

The second reason for difficulty in the give and take of democratic participation grows out of the fact that some administrators are not interested in the problems which concern the other members of the staff . . . Democratic participation is difficult to build where there is lack of common concern and common interests.

The third reason is the sheer lack of skill in working with other people . . . easily brought together and most harmoniously assisted to think and to work together.

³ Tyler, Ralph W.: Training administrative officers for democratic leadership. Proceedings of the eighth annual conference for administrative officers of public and private schools. Chicago, Ill., University of Chicago Press, 1939. p. 70-71.

All of these three difficulties can be largely overcome when administrators are given opportunity, under guidance, to work jointly on common problems with teachers, pupils, parents, and other community members . . . The training of administrators should not be confined to classes, to reading, and to observation but should include opportunities for these various types of participation . . . With a little effort many of our graduate schools could provide opportunities for administrators to work with teachers on curriculum problems, on problems of guidance and evaluation, to meet with parent groups, and to learn through such experiences how democratic processes of this sort can easily be carried on.

With these proposals in mind it seemed worth while to inquire whether or not, and to what extent, opportunities for such experiences are available to graduate students in administration. This question elicited 35 affirmative replies of which 5 were qualified by such comments as these; "not fully"—"in part"—"on undergraduate level"—"not a great deal, most of our students have had this." "We do plan to meet individual needs on this basis." Two of the 22 negative replies were elaborated by the following comments; "This is as rare as the dodo bird"—"no, all of our students are experienced." The question was passed by 5 respondents. Altogether more than 50 percent of the institutions claimed that specific provisions are made for these experiences in participation, which is indeed a hopeful indication that programs are not altogether confined to formal course work.

There was just a scattering of statements which could be called descriptive of the provisions referred to in this question. One State university reported that, "We are now carrying on a very interesting experiment in this. It is so new that we are not ready to describe it. Many of us are of the opinion that it may have a contribution to make." It is to be hoped that with the wider development of "clinical" and "workshop" procedures more and more specific attention may be given to this important and promisingly fruitful area of activity.

4. Do you provide opportunities for administrators to equip themselves with standards and techniques for utilizing community agencies devoted to social and educational service so that they may know how and when to cooperate, when to withhold cooperation, and when students need protection?

This question covers a small, but very important, segment of the field of public relations. As Tyler⁴ points out:

. . . Some of the basic problems faced by administrators cannot be adequately understood without a comprehension of the material which does not usually fall within the department of education. In the field of sociology, for example, a good deal of material is available regarding the community, regarding social groups, regarding social ideals, and the educational influences of agencies other than the school . . . Such material, if carefully selected,

⁴ *Ibid.*, p. 60.

can make an important contribution to the administrator through the better understanding of his activities.

Here he points out implications in other fields such as public administration and the field of political science, and concludes:

I am not suggesting that the administrator take a certain number of courses in each of these fields but I am suggesting that a careful selection of material from these several fields and proper organization of the educational use of these materials can provide a significant though frequently neglected part of the training of administrators.

It is interesting to note that all descriptive comments made in replies to this question referred to specific course opportunities with one exception and that in no case was there any reference to synthesizing materials from several fields and so organizing them as to make their educational use effective in a program for administrators. Five institutions mentioned public relations courses as meeting the provision described in the question. One respondent indicated that graduate students were given opportunities to participate in the public relations program of the University, the University School, and the public schools. Another respondent referred to the fact that students may take one or more courses in the School of Social Work.

Altogether this question brought rather negative results. Two institutions raised the question of whether or not such standards and techniques had ever been developed, and one of these wondered whether or not they had ever been validated. Since the question was asked originally to discover possible answers to such questions as these, the respondents might well be referred to the 34 institutions which gave affirmative replies to the question. Of the 28 remaining respondents, 23 replied in the negative and 5 passed the question.

That school administrators must develop standards and techniques in utilizing community agencies devoted to social and educational service is brought sharply into focus by the situation developing in most communities involving a number of youth-serving Federal agencies operating, for the most part, under local sponsorship. The problems created have occupied the attention of a national committee for the last year and this committee has developed some standards and techniques for utilizing and coordinating youth-serving activities and agencies. These are embodied in a report of the committee which is "concerned with educational needs and with principles of Federal and State-local relationships which should *guide future long term developments* and underlie the planning for the years ahead."⁸

The problem of what should be the policy with respect to cooperation and coordination within communities between the schools and other

⁸ Maxwell, G. L. and Spaulding, Francis T. The relationship of the Federal government to the education of youth of secondary-school age. National association of secondary school principals of the National education association. Washington, D. C., The Association, 1941. 24 p.

agencies and programs designed to serve the educational needs of youth is an ever present one. Surely it cannot be dismissed on the ground that to date no generally accepted standards and techniques for dealing with the problem have been developed. As a matter of fact the development of community councils in many parts of the country, an increasing emphasis upon the importance of community surveys, together with a growing recognition of the strategic role of the school as an integral part of the total community effort for better living, in themselves, are evidences of emerging standards and techniques for the best utilization and coordination of all community agencies and activities.

As evidence of such emerging standards and techniques it seems pertinent at this point to cite some of the theses or propositions discussed and developed in the committee report referred to above:

With a few conspicuous exceptions secondary schools have not provided a well-rounded program to meet the varied needs represented in their enrollment.

By creating larger gaps between school and job the depression increased the already existing need for extension of free school opportunities through the 13th and 14th years and for service to out-of-school youth.

The experience of the last decade also demonstrates that comprehensive statements of educational aims for youth, whether in or out of school, must be translated from paper into action.

While the general goals are the same no matter what the type or size of the community, their application will differ according to community character and resources.

A conception of the school job large enough to include out-of-school youth will vitalise the in-school program.

It is apparent to the layman and the educator alike, . . . that . . . a comprehensive, coordinated youth program such as that outlined in . . . this report has not yet been achieved.

The purpose of this section of the report is to recommend one of the instrumentalities by which it will be possible to achieve such a comprehensive, unified Youth program. This instrumentality is the Community Youth Council . . .

Here, surely, are basic problems which will have to be faced with increasing intensity and skill by administrators. Schools and departments of education will have to meet the challenge of providing opportunities for administrators in training to grow in knowledge, resource, and skill in meeting these problems. The University of Buffalo offers the one statement submitted which realistically relates itself to the implications of question 4, as follows:

We have two courses in which the element in question is emphasized—“A systematic study of a School System” which includes a study of the local community with an analysis of its resources and liabilities, and “Aspects of the Community Educational Program” which goes into detail with respect to the characteristics of community enterprises and means by which cooperative relationships may be developed by principals and superintendents.

5. *Describe briefly any activities which you have undertaken in this area (IV), which in your judgment have been of constructive value to you in developing an effective professional education program for administrators.*

Only 7 statements were submitted here and these, for the most part, recapitulated statements previously made in amplification of replies to the questions raised in this section of the inquiry.

In concluding this analysis of returns related to questions as to specific types of provisions for demonstration, observation, and practice experience in the education of school administrators it appears that such opportunities are not generally available to an extent which could be considered adequate.

Chapter 5

Content and Organization of Program

THE QUESTIONS included in this section relate to program areas which were mentioned most frequently by conferees on the field trip which preceded the preparation of this inquiry form. There seemed to be general unanimity with respect to the importance of the questions included. Questions 1 to 8 elicited by far the greatest number of affirmative replies as compared with questions in the other four sections.

1. *Does your program provide for the adequate education of administrators relative to the nature of children and the implications of such knowledge in the school program?*
 - a. *Does your program provide for the study of the nature of adults and the implications of such knowledge, especially in public relations?*

No better background for highlighting the importance of these two questions can be provided than to quote Tyler in his discussion of one of the "elements not usually included in the training program for school administrators."

The first of these (elements) is derived from the fact that administration is so largely concerned with human values. I realize that administrators must deal with many material aspects of their work . . . These activities do involve problems which administrators must learn to solve, and a part of the administrators' training must touch upon these matters. Basically, however, the solution of these problems is not acceptable unless it promotes the educational effectiveness of the school, and unless its effect upon the human beings concerned is salutary. Hence, a basic element in the training of administrators for democratic leadership is the study of human beings so as to understand the way they develop, their abilities, their interests, their motivation, and the relation of physiological factors, of social factors, and of emotional factors upon their development . . . A training program for administrators, it seems to me should include ample opportunity for the study of human growth and development through a study both of children and of adults. A laboratory school and a child development laboratory are as essential to the education of administrators as they are to the education of teachers.¹

Fifty-two institutions report that their programs make provisions for the education of administrators relative to the nature of children.

¹ Tyler, Ralph W. Training administrative officers for democratic leadership. Proceedings of the Eighth annual conference for administrative officers of public and private schools, 1939. Chicago, Ill., University of Chicago Press. p. 67-68.

Three of these hesitate to claim adequacy. The question of adequacy is of course a difficult one. A proponent, for example, of Tyler's point of view would not be satisfied, as to adequacy, with a substantial majority of the provisions described by these institutions. One respondent who filed a negative reply insisted that "such education cannot be adequate with our present knowledge," the implication being, of course, that our present knowledge of child nature is far from adequate. Others will contend that until educational practitioners, teachers, and administrators catch up with present knowledge, the inadequacy of that knowledge is not a matter of immediate concern. It was assumed in stating the question that the matter of adequacy would be determined in relation to the emphasis given to the importance of this program area in relation to the purposes underlying the total program in each institution. The fact that a number of respondents struggled over an interpretation of this qualifying phrase "adequate education of administrators," may suggest that the importance of, and emphasis to be given to, the education of administrators in child nature, growth, and development has not been fully determined in these institutions.

There was slightly less confidence expressed with respect to provisions for the study of adults with 45 affirmative responses to question 1a. Here the question of adequacy did not arise.

2. *Do you have teaching materials in use which synthesize the contributions of medicine, psychology, psychiatry, sociology, and education to our knowledge of the whole human being?*

The affirmative responses to this question dropped down to 36, with 4 of these qualified by such comments as: "not much," "to a limited extent," or by references to courses such as vocational psychology, mental hygiene, etc. The question was passed by 5 respondents.

3. *Are opportunities for observation work and study at child development centers or clinics available to administrators in training at your institution?*

a. *Do you make systematic provisions for such observation and study?*

Replies to these questions reveal that while such opportunities are available in 45 institutions, systematic provisions for such observation and study are made in only 31 institutions, and in 4 of these the affirmative reply was made with reservations. It can, therefore, be said that among the 62 institutions responding, the facilities referred to exist and are available in more than 70 percent, but in only 41 percent are these facilities systematically in use in the education of

school administrators. To put it another way, for this group of institutions, existing facilities for observation work and study at child development centers and clinics appear to be about 58 percent effective in this program area for the education of school administrators at the graduate level.

4. Describe briefly such provisions as have been made at your institution for the type of study referred to in 1-3 above.

In responding negatively to these questions a number of institutions point out that much of the training referred to is provided for in programs of teacher education at the undergraduate level and that school administrators in training at the graduate level may elect further work in these fields. There was no intention in setting up these questions to imply that work at the graduate level in this program area should be required in all cases. Interest was centered in the extent to which the area was recognized as important for administrators and the extent to which facilities are available and systematically used at the graduate level.

The following statements provide some detail with respect to the nature of the opportunities available and how they are used in providing "adequate" education of administrators relative to the nature of human beings, young and old:

BALL STATE TEACHERS COLLEGE

At Ball State Teachers College (under the George and Frances Ball Foundation) we have a Child Development Center . . . The Child Development Center gives opportunities for observation work and study in child development and work in connection with clinics in such fields as speech correction and family relations.

UNIVERSITY OF CALIFORNIA

We use the Institute of Child Welfare, the University High School, Claremont Junior High School, and University Elementary School for assigning students in a course entitled "Growth and Development of the Child" for observation purposes. They report on regular blanks which have been designed to guide their observations. The text which is used was written by the members of our staff. "Studying Children in School."

COLUMBIA UNIVERSITY

One of the most important provisions made for students in this area is found in our Guidance Laboratory. Students are given opportunity here, either through courses in which they work or through observation, to see the whole program of guidance involving psychologists, psychiatrists, physicians, and personnel workers. In our field work many opportunities are provided for our students in this area.

INDIANA UNIVERSITY

We have at present four separately operated clinics on the University campus, each one having the two-fold purpose of assisting children with their adjustments and providing opportunities for the training of workers in

the different, but related fields. While they are under different management, representing three different departments or divisions of the University, the work of each one is related to that of every other one and the functions and activities are found to overlap somewhat.

The first of these clinics, The Psychological Clinic, has been in operation for many years. . . . There are two branches or divisions of this clinic, one in Indianapolis at the Medical Center and the other here on the University campus. Children are brought to the clinic from many parts of the State as well as from the local school situations. Tests are given to determine the mental, physical, and emotional status and the results are analyzed with a view to diagnosing the child's difficulties and as a basis for suggesting treatment.

The second of these clinics established at the University is the Speech Clinic which has been in operation since the school year 1938-39. Hearing and speech cases are brought into the Clinic here on the campus where tests are conducted and diagnosis made and practice provided for improving the condition. . . .

The third one of these agencies, the Reading Clinic, is getting under way this year. Its primary purpose is to locate pupils with reading deficiencies and disabilities, to diagnose the difficulties, and to plan a program of remedial work in each case. . . . We are endeavoring to provide the facilities necessary to immediate remediation and for an adequate follow-up of each case thus served.

The last of these agencies, The Pupil Service Center, was started during the present year (1940-41). This is designed as an educational clinic with a two-fold purpose . . . that of assisting children here in the University School and other Indiana school children to a better educational, social, and personal adjustment, and for the training of teachers and clinical workers for service in public schools. The Center makes careful studies of individual children and provides the school and parents with a complete record of all the studies made together with the recommendations for treatment of the child in each case. The services of the Center are available to parents and schools without charge but only a limited number of cases outside of the University School can be handled in any given year. It is our purpose to follow-up each case to check on the progress made toward adjustment and as a basis for further suggestions and recommendations.

The materials developed in connection with this work will serve to vitalize the courses in the School of Education concerned with Child Development and Pupil Adjustment and the practical phases of the work will serve as training opportunities for those preparing especially for work with exceptional children

UNIVERSITY OF IOWA

In most cases systematic work in advanced educational psychology is incorporated into the program of prospective school administrators. The biological basis of human nature is a definite part of this course. In many cases this is supplemented by courses taken in the departments of psychology, child welfare, and sociology. Certain departments have organized special graduate courses for students in education summarizing and interpreting the materials of the special fields with respect to their utilization by students of education. This is especially true in the departments of physics, sociology, psychology, and the psychopathic hospital. In connection with the Iowa Child Welfare Station, organized groups of children are available for observation beginning at the age of two, and for a limited number of students

facilities for observation are available even in the period of extreme infancy. With the laboratory groups of the Child Welfare Station, the University Elementary School and High School, and the Perkins School which is maintained in connection with the Children's Hospital, a complete program of observation is available.

MARQUETTE UNIVERSITY

The work of the city and county clinics is studied. Students are assigned cases. Most of our students are administrators in service. We advise, counsel and guide them in solving their actual school problems.

UNIVERSITY OF MINNESOTA

The University of Minnesota maintains on its campus a child development center which offers excellent opportunities for the kind of work about which you inquire. The results of the studies made at this clinic are extremely valuable to superintendents in training in the whole field of child development.

UNIVERSITY OF OMAHA

A Child Guidance Clinic is established at the University of Omaha in cooperation with city school system. Young men who have taken courses in education, especially in school administration, are able to observe in the clinic.

PURDUE UNIVERSITY

Our Psychological Clinic offers services to schools in the vicinity and also is used for observation and training prospective administrators. There is also a Nursery School available for observation.

5. *Does your program make adequate provisions for the study of the nature of our democracy, the major social, economic, and political problems which confront our society, and the function of education in that democracy?*

A high point of 54 affirmative replies was reached on this question. Again the word "adequate" was disturbing. Two of the negative replies were conditioned by it. Two respondents passed the question, one with the comment, "I do not know." Several other comments were interesting, such as, "very uneven, some professors do very well, others don't." "We make provisions for it but much work must be done before anyone can do it adequately." Descriptive statements will be sampled under item 7.

6. *Are the problems of education for economic well-being with the implications for vocational education, its content, organization, and administration, given any major emphasis in your program of education for administrators?*

Interestingly enough the phrase "major emphasis" gave only one respondent any concern, at least to the extent of a reference to it.

There were 43 affirmative replies to this question, although 4 were qualified. One explanatory statement is worthy of comment here:

In this State all "Vocational Education" was allotted exclusively to the State College. The University has been prohibited from even one course in vocational education for school administrators (as the State College has been forbidden all courses in Administration, even for those who are going to become State administrators in the field of Vocational Education.) This coming summer for the first time, I am hopeful of getting approval of one course such as you describe . . . in the summer school of the University, exclusively for school administrators.

This seems to be a most interesting example of the application of the principle of division of labor and function between State-supported institutions. It seems strange that a distinction cannot be drawn in this situation between the content of a vocational education program set up for specific training in a vocation and the related content of a program of professional education for school administration. Surely the latter cannot be complete unless it deals at some point with the problems of policy, organization, and administration of vocational education. It seems difficult to believe that the making of such a distinction would in any sense violate the spirit and the purpose of the policy adopted for the allocation of functions between the institutions involved. For administrators who are going to be concerned primarily or exclusively with vocational education, an undergraduate program major in vocational education at the college might well be the foundation for a graduate program in administration at the university. It would be interesting to know the extent to which undergraduate work at the college is permitted, in this situation, to include work in the foundation fields of economics, and political and social science for students in vocational education.

It would seem pertinent at this point to refer to a statement made by a committee of the Association of American Universities with respect to the importance of coordination between departments concerned with the preparation of secondary-school teachers, as follows:

No institution which tolerates lack of coordination, or exchange of petty recriminations, between the departments concerned with the preparation of secondary-school teachers should be regarded as competent (*sic*) to prepare teachers. (signed) Lotus D. Coffman, William J. Robbins, Charles H. Judd, Chairman.²

The principle involved is equally applicable to a state System of Higher Education with respect to coordinating relationships between member institutions.

² Report of the Committee on program of graduate study which institutions of higher education should organize for the preparation of secondary-school teachers. Presented to, and approved in principle by, the Annual meeting of the Association of American universities, November 1924.

7. Describe briefly provisions at your institution for the type of study referred to in 5-6 above.

From the 41 statements submitted the following are sampled:

BALL STATE TEACHERS COLLEGE

Not only are programs of special lectures made available to prospective school administrators, featuring the major social, economic, and political problems confronting our society, but the faculty of the social studies area offer attractive courses of which the following are samples: 550 S. S., *Recent Economic and Social Changes*; 551 S. S., *Public Relations of the School*. In such courses full advantage is taken of field trip privileges to Chicago, Illinois; Cleveland and Cincinnati, Ohio; Louisville, Kentucky; and even St. Louis, Missouri.

UNIVERSITY OF BUFFALO

Every student is expected to familiarize himself with the problems of vocational education either by taking the course in vocational education specifically designed for school administrators or by reading for himself the materials in vocational education.

UNIVERSITY OF CINCINNATI

In certain of our seminars we deal with economic problems, including a seminar on the school in relation to the social order, a seminar in school organization, courses in supervision and curriculum development, and vocational education courses.

COLUMBIA UNIVERSITY

Possibly the greatest contribution in our institution for the appreciation of the nature of democracy and the major social, economic, and political problems confronting us is found in our required course entitled "Foundations of Education." Here students work under the general direction and guidance of four professors, each one of whom is specialized in some area fundamental to the consideration of the problem mentioned.

HARVARD UNIVERSITY

Every candidate for our master's degree, therefore, including those concentrating in the field of school administration, is required as part of his program to take at least one basic course in the field of social policy. Of course, a considerable amount of attention is given in the courses in administration to this matter of social policy. The School also offers a considerable number of courses in the general area of vocational education, some of which are taken by all candidates in the field of school administration.

UNIVERSITY OF MINNESOTA

The College of Education of the University of Minnesota has an exceptionally strong department of vocational education in the industrial field. It also has strong departments organized under the Smith-Hughes Act in the fields of agricultural education and home economics education. In the summer session, in particular, we have provided, at times, for administrators a course in which workers in each of these and other fields participated. The other problems relating to economic well-being, vocational education, and the problems of democratic government enter into courses in school administration at practically every level.

UNIVERSITY OF MISSOURI

We offer a course, Philosophy of Vocational Education, open to superintendents and prospective superintendents.

UNIVERSITY OF NEBRASKA

The course Contemporary Educational Trends achieves this objective together with conferences, round tables, and panel discussions.

A course *School Administration and Educational Policy* deals with these problems. As yet we have been able to enroll only a few students who have not already received their Master of Arts degree. We hope to be able in time to weave much of the content of this course into the work for the M. A. degree:

OKLAHOMA AGRICULTURAL AND MECHANICAL COLLEGE

We have a course that all administrators take called, "Introduction to Administration," which carries two or three hours' credit. This course utilized last summer the publications of the Educational Policies Commission, particularly the one on the "Unique Function of Education in Democracy." We have another course taught by the Dean of the School of Commerce on support for social agencies, including schools. Last summer we conducted a workshop. One hour a week was given over to the discussion of basic concepts in support of public education.

YALE UNIVERSITY

The work of The General Education Seminar especially in Sections III and IV, is designed to meet these needs. The problems of vocational education are also given major attention in connection with the seminar on secondary education, in which administrators in training enroll.

In bringing this discussion of program provisions which concern themselves with the broader aspects of professional training for school administration to a close, reference should be made to plans under way in the Graduate School of Education at Harvard University. Since the document³ which was graciously submitted for examination was prepared chiefly as a record of plans for internal use, only such parts of this report as give expression to basic philosophy and approach will be reproduced here. There can be no doubt that the issues and problems presented are especially pertinent and timely.

Following a keen analysis of *New Problems in the Administration of Public Schools* in this report of a committee of the Graduate School the conclusion is reached that:

If adequate answers are to be found to the economic and political questions now pressing on the schools, the answers must be sought through a more direct attack on these questions than any which has thus far been attempted, either at Harvard or elsewhere. Such an attack must take account of at least three major needs:

First, there is need for objective study of the financial, legal, and political factors which affect school administration, by persons who can bring to that study the background not of educational administration alone, but of public finance, business administration, and public law.

³ Simpson, Alfred D.; Sly, John F.; and Spaulding, Francis T. Research, service and instruction in educational administration. A memorandum. Harvard University, September 1940.

Second, there is need for direct assistance to school officers in putting into effect administrative policies which take account of economic and political considerations, as well as of educational considerations. Educational goals should not be subordinated to narrow economic and political expediency; but it is obvious that there can be no successful program of public education which is not built into a practicable, economic, and political framework.

Third, there is need for the development of a broader program of professional training for school administrators. Any comprehensive plan for dealing with the first two needs should make a direct and tangible contribution to the need for better prepared administrative leadership.

In setting up a *Plan for a New Attack on Problems of Educational Administration* the committee indicates that:

In terms of a university program, these needs call for new kinds of research, service, and instruction. The work already being done to prepare administrators for the internal management of school systems and to help in laying the foundations for a better educational program cannot be neglected, nor should its value be underrated. Of at least equal potential value, however, is work on administrative problems lying somewhat outside the area of school administration as that area has been defined in the past.

The committee then proceeds to set forth a detailed "plan for constructive attack upon these problems," of which one essential element is the enlisting of the services of qualified contributors from outside, as well as from within, the field of public education in a series of cooperative studies of the whole setting—social, economic, and political—in which representative school systems are now operating.

The first paragraph of the concluding statement of the report is quoted here as a challenge to the thinking of graduate faculties concerned with these problems:

The plan outlined in this memorandum is based on the assumption that universities have a special function to serve in the protection and improvement of public education in the United States. At the present time public education is threatened not so much by actively hostile forces as by adverse social and economic circumstances. To analyze those circumstances as fully as possible in order to find out how to meet them; to aid officers and the public at large in dealing with the particular circumstances that handicap public education in their own communities; to prepare for administrative leadership in the schools a group of men and women who are ready to direct public education in its full social, political and, economic setting—these would seem to be major obligations of the universities. They are obligations which cannot be fulfilled by purely academic research, or by a mere re-shuffling of existing courses of study. They call for straight-forward attack on the problems which now confront the schools, in the practical situations in which those problems currently arise.

In making these extensive references to this Harvard Graduate School program and its basic philosophy there is no intent to imply that there is little awareness of these problems and the possibilities of attack outside the halls of this institution. On the contrary, there is considerable evidence not only of awareness but of effort on the part of several institutions to deal with these problems in many of the

statements already cited. It simply happens that in this committee report is to be found the most cogent statement of the general problem and of possibilities for implementation which has come to the attention of the writer.

8. *Do you provide program opportunities particularly directed to meet the needs of practicing school administrators who have the master's degree and who feel the need for further education, but who do not want or need the intensive specialization represented by the doctor's degree?*

a. *Describe these opportunities briefly.*

There were 35 affirmative replies given to this question, of which 31 came from among the 39 doctorate-granting institutions reporting. The descriptive statements submitted, however, reveal the fact that in a fairly substantial number of institutions these opportunities are not as particularly directed to the needs of the group in question as they are available to students who are not at the time candidates for degrees. The idea of providing terminal, intermediary programs, or programs paralleling degree programs with a special certificate granted has been accepted and put into operation in only two institutions reporting. Specially planned refresher and workshop opportunities are the most generally adopted procedures for meeting the needs of practicing administrators who have no interest in, or need for, degrees. The range of variation in the kinds of opportunities is well illustrated in the statements that follow:

BOSTON UNIVERSITY

Special certificate based upon 30 hours beyond the master's degree with comprehensive examination.

UNIVERSITY OF CINCINNATI

The opportunities for administrators with a master's degree who wish further education, but not the doctor's degree, include a seminar for local administrative officers; courses and seminars in administration, supervision, and curriculum development; the programs of Phi Delta Kappa, the programs of the local Schoolmasters Club and of the Elementary School Principals Club; and various types of conferences on administrative problems.

COLUMBIA UNIVERSITY

Students who have the Master's degree may continue their graduate work and, upon the completion of a program with a high degree of specialization in the field of administration, may receive a diploma for work in the various types of administrative positions. Following is a list of the administrative diplomas offered:

Executive of Normal Schools, Teachers Colleges, or Schools of Education.
 Director of Student Practice in Normal Schools, Teachers Colleges, or Schools of Education.
 Superintendent of Schools.
 Principal of High Schools.

Principal of Junior High Schools.
Principal of Elementary Schools.
Director of Rural Education.
Supervisor of Rural Schools.
Rural Community Specialist.
Specialist in Adult Education.
Director of Vocational Education.
Principal of Vocational Schools.

HARVARD UNIVERSITY

The School does not offer a regular program for students who have completed the Master's degree and who do not wish to continue for the Doctor's degree. However, a considerable number of courses appropriate for school administrators are offered at hours which make it possible for administrators to take them. In addition, during the summer session a workshop in administration is maintained which attracts many students who have completed a Master's program but who are not candidates for a Doctor's degree.

UNIVERSITY OF KENTUCKY

A special clinic for school administrators lasting for one week is held as a part of the summer school. Other short courses are offered from time to time for the same purposes.

UNIVERSITY OF MINNESOTA

The College of Education at the University of Minnesota has not yet provided any organized program of study for practicing school administrators who have the Master's degree and who feel the need for further education, but who do not want or need the intensive specialization represented in the Doctor's degree. The graduate faculty members on the staff of the College of Education have discussed this subject a number of times, but they are generally not favorable to an intermediary degree or an intermediary program. We have, in a large number of cases, planned programs of work for students of the type mentioned in your inquiry, but we have not as a college provided any terminus for such courses and have provided no degree or title or other inducement or reward.

UNIVERSITY OF NEBRASKA

A number of administrators who have the Master's degree return for summer clinics or for regular course work even though they do not plan to go on for the doctorate. During the summer session of 1941 there will be a workshop for administrators in which they can work under supervision on problems which are of special interest to them. We are also considering a refresher course in the nature of a seminar in which a number of faculty members will participate. There is a course taught by one of the leading superintendents in the State, who is also the head of the legislative committee for the State Teachers Association, which will deal with pressing problems of State reorganization. Nine administrative clinics have been arranged each summer for superintendents and principals.

UNIVERSITY OF WYOMING

We are now planning a course which we hope will be in operation before the end of this quarter. This course will make it possible for advanced students (those holding a Master's degree or a minimum of 30 hours graduate work), to participate in whatever type of training they feel most in need of. This may be organized class work, individual study, library work, or other types of professional development.

9. *Outline and describe briefly the amount, nature, and organization of the graduate work available at your institution for administrators in training. Interest here is centered upon the following items:*
- a. *The concept of school administration which underlies the program.*
 - b. *The kind of students for whom the program is designed.*
 - c. *The basic aspects of the program.*
 - d. *The procedures utilized.*
 - e. *Other pertinent statements that would be of particular interest to prospective students.*

When this request was included in this inquiry it was realized that it would make a demand upon the time of respondents which perhaps might be unreasonable. Having in mind, however, that Cocking and Williams found that "few of the institutions visited offered a definite statement regarding the program of education in school administration that would be enlightening to a prospective student",⁴ the effort was made in this inquiry to secure some such statements. It is, of course, true that every institution furnishes bulletins and catalog statements in which degree requirements and sequences of courses are listed. The items *a* to *e* listed above are the items which Cocking and Williams suggested should be included in statements descriptive of programs in administration, if they were to be really enlightening to prospective students. This suggestion was made on the theory that students presumably are, or should be, interested in more than just "how to get a degree."

One-third of the respondents (21, to be exact) did prepare such statements of varying length and completeness. In addition to these specially prepared statements a great variety of printed bulletins, catalog statements, mimeographed materials, and leaflets were submitted. A careful examination of all these materials offers additional support to the general conclusion reached by Cocking and Williams that, "Programs of school administration present more disagreement than agreement."⁵ They suggest that "if a semblance of order is to be achieved from the present apparent chaotic conditions the most intelligent and vigorous efforts of all the institutions must be secured."

Nothing can be added here to the very careful and penetrating analysis of the 15 institutional programs included in the Cocking and Williams study. Very little was offered by the responding

⁴ Cocking, Walter D. and Williams, Kenneth R. The education of school administrators. Procedures used at selected institutions. Sponsored by the National association of colleges and departments of education and the Commission on teacher education of the American council on education. Washington, D. C., The Council, 1941. 146 p. (mimeo.) p. 74.

⁵ Ibid., p. 79.

institutions in relation to the items listed (9, a to e). The majority of institutions still need to define the functions for which they offer education and to develop a complete program which will most nearly guarantee preparation for these functions. The concept of a complete program is much in need of development. The bare minima of professional qualifications set up under certification laws must not be confused in anybody's mind with a complete functional program of professional education for school administrators. The one-year graduate program is at best a compromise. In fact, most of the programs described are compromises between types of education which *do not* fit comfortably into the traditional patterns of degree programs and types of education that *do*.

The most hopeful aspect of the whole matter is the fact that a number of institutions are critically examining their basic philosophy and resultant procedures. While a considerable number of schools still cling to a major emphasis on systematic and specialized courses, a goodly number have relegated these to a subordinate place and are giving major emphasis to procedures and techniques which place much more responsibility upon students and provide varied opportunities for students to work out problems in field situations. Student participation in field studies, conferences, workshops, clinics, internships or apprenticeships, and long-term researches are among the techniques which are coming into wider use. In the application of these procedures it is interesting to note that considerable emphasis is being given to the matter of adjusting student programs to the abilities, needs, and interests of individual students. Emphasis here and there, at least, is moving away from an emphasis on the traditional degree requirements toward an emphasis on the broad demands of the task of the administrator and the needs of the individual student in relation to these demands.

A few of the statements submitted in response to the request made (9, a to e) are reproduced here as illustrative of the variations and trends in program development which have been discussed. Reference is made following the bibliography to several interesting documents which could not be reproduced here.

UNIVERSITY OF BUFFALO

University Preparation in Teaching and Administration. The Superintendent: A Career Requiring Professional Preparation. The office of superintendent of a public school system has developed from small beginnings about 1837 to become in 1937 a post of outstanding importance in the civic as well as in the educational life of every community. With the passage in 1937 in New York State of an act requiring professional preparation for the office a long step in the process of making it a truly professional position has been taken.

Young men of promise who seek a career in public service of high value in our society may now make preparation with confidence that a professional

career is open to them. The duties and opportunities of a superintendent of schools, whether in a village, a city, or a supervisory district, are such as to challenge the best minds in our colleges. The preparation should, therefore, be as thorough as for any comparable profession. It should be of such a specific character as to help men to develop the necessary skills and knowledge essential to their success in the post of professional general manager of a public school system.

The traditional method of preparation for the superintendency of a school system has been through study, first for teaching, and then by part-time study in courses in administration during service as a teacher, or in some cases, after experience in teaching, by full-time study.

A newer method is through an initial preparation both in teaching and administration which provides the basic equipment for service in these two aspects of the profession of Education. The University of Buffalo, through its School of Education, offers both types of preparation.

Preparation through part-time study.—Through its courses for part-time students, offered through Millard Fillmore College, the University of Buffalo enables employed persons with experience in teaching to secure the instruction necessary in New York State for certification as a superintendent of schools.

The Pre-service program in teaching and administration.—The School of Education also offers to qualified college graduates without previous study of Education a combined program of full-time study in preparation for teaching and administration. This combined program reduces duplication to a minimum. It gives breadth of preparation both for teaching and administration which the importance and difficulty of the problems of modern public education require. It makes professional preparation of such a character that every experience from a person's beginning student teaching becomes effective for his career as an administrator.

This form of preparation places a graduate in the position of being able to enter educational service on the same basis that members of other professions enjoy; that is, with their basic university study completed. They are thus enabled to move, after the required experience, from teaching to administration without interruption of their professional careers. They may very well return to a professional school from time to time, as do many physicians, for short, intensive "refresher" courses. Their basic professional preparation for educational administration, however, will have been completed prior to their entrance into educational service. The advantages in this, both for family life and for professional advancement, are evident.

Admission, length of program, tuition.—Qualified graduates of recognized colleges are admitted to this program on the basis of their college records, tests to determine fitness for administration, personal interviews, and recommendations of persons qualified to make judgments on their personal qualities. Qualified students in the University of Buffalo College of Arts and Sciences or School of Business Administration who are within a few hours of completing their undergraduate degree programs, if their schedules will permit, will be accepted.

The minimum period of study necessary is an academic year and a half. Students lacking preparation in subject matter to meet New York State requirements for certification for teaching may need longer.

Degree.—The program leads to the degree of *Master of Education*, (Ed. M.), in the field: *Administration of School Systems*. The degree procedures include comprehensive final examinations beyond all course work. They are described in the catalog of the School of Education.

Program.—The program is under the direction of a committee . . . of professors . . . who have available to them the entire staff of the school, including consultants in fields such as Rural Education, Vocational Education and Recreation. Use is made, as far as possible, of the present 1-year intensive program of the School of Education preparing for teaching. Twelve semester hours of this, when completed with distinction, will be recognized as graduate credit toward a professional degree in Education. Field work in neighboring school systems under the guidance of a group of cooperating superintendents of schools closely associated with the faculty and familiar with university methods constitutes an important part of the program.

All aspects of the work of a superintendent of schools, including Nursery and Elementary Education, Secondary Education, Adult Education, Health and Physical Education, are dealt with by members of the staff specializing in these fields. Coordination is secured through the committee and the close association of all members of the staff.

UNIVERSITY OF GEORGIA

Graduate work in the College of Education at the University of Georgia provides an opportunity for advanced preparation in the fields of teaching (both public school and college), supervision, administration, and research. The graduate program consists of a series of activities involving course work, usually of a seminar type, individual study, research, and certain forms of field work. There is no single pattern for all students. The problems and needs of each individual student are diagnosed, and a program for him is planned on the basis of his former preparation and past experiences together with his ambitions and desires for future preparation and work.

It is accepted by the Graduate Faculty of the College of Education that the best approach to graduate work consists of the student having an opportunity for independent study and self-development. The faculty is available to guide and assist. Course work is available to the student so that he may increase his knowledge in those phases of development in which he needs further preparation. Research opportunity is provided and encouraged in order that the student may have opportunity for selection of research undertakings and actual practice in the steps necessary for solution. As a group of students are ordinarily doing graduate work at the same time on the campus, large opportunity is provided for exchange of assistance in the various undertakings. The organization for such activities is called a "Seminar." It should be stressed that graduate work does not consist merely of taking courses or spending a certain amount of time on the campus. While these activities may be considered a part of the graduate program, yet the essential mark of graduate work is the development of the individual student and his participation in research undertakings.

It should be stressed also that the College of Education Faculty has planned its graduate program primarily in relationship to the preparation of people who are interested in the development of rural life in Georgia and the Southeast. Hence, its program is built about the preparation of master teachers, supervisors, administrators, and research workers who plan to work in rural areas and who have a real desire to aid in the improvement of rural life. Students are encouraged to study environmental factors underlying and surrounding the lives of people in this region as well as the people themselves. First hand contacts with communities are provided. Special attention is devoted to studies of the programs of agencies other than the schools, and attempts are made to plan for cooperative efforts in the up-building of communities. Community planning is stressed and attention is devoted to the types of studies and investigations needed.

It is the purpose of instruction in the area of School Administration to aid in the development of principals, superintendents of schools (both county and city), research workers, and others who have or expect to have administrative duties. Teachers who are interested in administration and their relation to it may also be served by this area of instruction. To accomplish the proper preparation of school administrators the program provides for a blending of theory and practice in which students engage in various activities including courses, field work, individual study and investigation, seminars, and internships. Major emphasis in the preparation of school administrators is based on the fact that the southeastern region and Georgia in particular are largely rural and, hence, the school administrator is primarily concerned with the organization and administration of schools to fit a rural environment. Emphasis is also given to the all-round training of the person looking forward to administrative work and it is recognized that such preparation involves much more than work in education. Students are urged to take work in public administration, sociology, economics especially, for it is felt that these fields of study have much to contribute to the work of the school administrator. Special attention is devoted to the fact that today there are many agencies in every community which have educational functions and it is the obligation of the school administrator to work with all these agencies, provide leadership, and bring about necessary cooperation.

It should be noted that the outline of courses which follows is divided into two cycles: Cycle 1, which runs through a year or three full quarters is primarily for those beginning their work in school administration and may lead to a major as a part of the requirements for a master's degree. Cycle 2, provides an opportunity for the student interested in administration to do advanced work and is primarily directed at the student who has already had 1 or more years of graduate study.

UNIVERSITY OF MINNESOTA

The concept of a school administration which underlies the program of training at the University of Minnesota is that administration is primarily a service enterprise, that it involves the entire group of workers as far as policy development and determination go. The concept of school administration which underlies the program at the University of Minnesota is that school administration, as a subject of study and as a type of work to be practiced, is something very intimately connected with national, State, municipal, and other types of local administration.

The program is designed for students who have had adequate undergraduate preparation and who have the ability and personality to be successful workers.

Basic aspects of the program involve broad, fundamental training in the academic fields with particular emphasis on the social studies as stated above. It also involves a wide range of professional courses in the field of education covering particularly the field of educational psychology, supervision, curriculum, and research. It involves further close contact with actual work being done by administrators in school systems.

The procedures used are, in general, those used in other graduate schools of education. The student is given a major adviser and a committee to guide him in his graduate work. His program of study is worked out in conferences with his adviser and along the lines that have been laid out in cooperation with the Minnesota State Department of Education and the superintendents of schools of the entire State. Our procedures in the actual giving of the courses probably correspond to the general practice the country over,

except that because of our favorable location we are able to make very large use of the schools of the Twin City area for research problems and observation.

UNIVERSITY OF MISSOURI

The concept of school administration which underlies our work in the University of Missouri is very much that outlined by the Educational Policies Commission in *The Structure and Administration of Education in American Democracy*. Basically, we maintain that all administration is for the purpose of furthering the educative process to the end that individuals may develop to a full participation in the American Way of Life.

The program is designed for graduate students on the basis of certain undergraduate prerequisites.

There are four basic aspects of the program:

1. Course work in the philosophy and basic principles of school administration.
2. Training in the theory of school administration.
3. Courses and laboratory work designed to give information about and acquaintance with practical techniques of administration.
4. Contacts with practical administration.

OKLAHOMA AGRICULTURAL AND MECHANICAL COLLEGE

An effort is being made to lead prospective school administrators to see the entire service picture to the end that the public schools may be evaluated in terms of total service program. It is only through seeing the total needs of a community that the superintendent is in a position to furnish a leadership that he should provide. While the public schools are designed primarily to serve the children and youth of the community, they have a secondary function of serving the adults as well. In other words, our point of view is that the administrator should be capable of analyzing the basic needs of the community he seeks to serve and help in planning to meet those needs. The school should take its rightful place in enlisting the cooperation of all citizens in the community in the solution of community problems. This involves more emphasis than has previously been given to the development of adult education programs directed toward the solution of the basic problems of the community.

Our program for administrators is placed on the graduate level. It assumes that the students have all had some teaching experience.

The establishment of a basic concept of the function of public education in a democracy.

The establishment of a point of view with reference to public taxation generally and taxation for the support of public schools in particular.

Basic training in the elements of accounting and budgeting of funds.

A rather complete interpretation of the basic school laws in Oklahoma under which State funds are administered.

The procedures utilized vary with different instructors and also courses. In general, lectures, readings and reports, projects worked out by individuals, and general discussions are the most common forms employed.

UNIVERSITY OF OKLAHOMA

Two administrator type programs are offered, one designed for school superintendents and college administrators, the other for junior and senior high-school principals. The programs are distinguished by the selection of courses within the administrative field.

Administrative Field.—Approximately one-half of the candidate's work shall be in courses in school administration. This work need not be limited entirely

to courses in administration, but may include such courses in secondary education, elementary education, philosophy of education, school measurements, and educational guidance as will contribute to a well-rounded program in school administration.

At least one-third of the candidate's work must be in business administration or public administration. If in business administration the work will include courses in economics, finance, business law and business management that will contribute to a better understanding of the business and financial side of school administration. If the work is in public administration, it will include not less than 20 hours of approved work in Government and not less than 12 hours of approved work in courses in economics, or history, or sociology.

Thesis.—Approximately one-sixth of the candidate's graduate work shall be devoted to an independent investigation of a problem in the administration or supervision of education. The investigation must be a distinct contribution to the field of improving the administration and supervision of public education.

Administrative Tools.—The administrative tools are divided into two groups, as follows: (1) Proficiency in English Usage and Self-expression, (2) Educational Statistics, Methods of Research, French, and German. The first group is required of all candidates. At least two divisions of the second group are required of all candidates, the choice depending on the needs of the candidate's studies and investigation. Proficiency in the two groups shall be determined by the departments of the Graduate School in which the tools are taught and certification of such proficiency must be filed before the student will be admitted to candidacy. No course credit shall be allowed for this work.

Administrative Experience.—Before admission to candidacy, the student must file definite and satisfactory evidence as to having had at least 2 years successful experience as a school superintendent, principal, or supervisor. The experience must be of the type of administration or supervision selected for the degree.

Special Program for the Doctor's Degree

In recognition of the fact that the regular program of doctor's work does not always provide for legitimate needs of students desiring unusual training or combinations of fields and courses directed toward a definite end, consideration will be given proposals for special programs of study leading to the doctor's degrees. Each program must be in harmony with the general regulations of the Graduate School and must provide for a solid block of correlated subject matter and research which will give the student scholarly proficiency in the field of his choice. Proposals must be made in writing to the Dean, who will refer them to the standing Committee on Special Doctoral Programs.

This committee, augmented in the case of each student by selected faculty members expert in the fields concerned, will continue the student's advisory committee and will outline the program and guide the student. All programs must be approved by the Graduate Council. The committee will designate a professor or professors to supervise the carrying out of the program and to direct the research for the thesis; but no change in the program can be made except with the approval of the committee and the Graduate Council, with whom full responsibility will rest.

SYRACUSE UNIVERSITY

We feel that the major responsibility of the school administrator is to be the student of his school system, to assemble the facts, and interpret these

in terms of suggested policies for consideration of the board of education, or if he is a principal, for consideration of the superintendent. We think it is his primary responsibility to conduct his enterprises in as democratic a manner as possible. We feel that it is important for the administrator to conduct a continuous program of public information about education for the benefit of all laymen in the community. Finally, it is the concept of the majority of us who give courses in school administration that the major work of the school administrator who is more than a mere head is that it is incumbent upon him to effect change; merely to keep the system running smoothly is not our concept of a major job in school administration. Of course, routines have to be established and the current work has to be done and done well, but we think that the major responsibility, after all, is to effect improvement.

We spend a great deal of our time at Syracuse in dissuading men from entering the school administration field. Unfortunately, it seems to many men who are teachers in the high school and the elementary grades that the only way to success is to become a school administrator. Consequently, there is a great surplus of men trying to get into school administration. Instead of encouraging our men to meet the minimum required by the State for provisional certification as a school administrator, we hold practically all of our graduate students to a completion of the full requirements for permanent certification. This policy discourages many men from entering the field.

Naturally, we try to attract to school administrative areas the best men we can. As you know, however, we are not the ones who select the superintendents of schools or the high school principals. That is done by boards and superintendents of schools. Unfortunately from our point of view, they often elect men who are better salesmen of themselves than they are administrators of school systems. I can sincerely say, however, that in my opinion, the boards have selected a fine group of young men for the schools of up-State New York. I would be proud to present this large group of young men to any critical observer. We are proud to claim many Syracusans among them.

The basic aspects of our training program are these: We require all school administrators to take the course in educational research, trying there to imbue them with the spirit of investigation, of ascertaining the facts before proceeding with suggestions of policy. We require all school administrators to have an advanced graduate course in educational psychology, where we try to get them to understand the value of scientific investigation in this area as a foundation for developing plans in supervision and teaching. We also require a course in measurement or statistics. And finally, all have to take a course in the philosophy of education. In addition to these, "core requirements," we require the appropriate courses in the special areas of administration and supervision as well as the general course in school administration.

We try to maintain a certain amount of flexibility in the programs, in order that special courses may be selected in terms of the interests and needs of the individual.

I fear the procedures are the ones commonly found in graduate schools of education. We do try to individualize the work. Each summer we employ between 20 and 30 visiting professors from other institutions and public school systems. These visitors tell us that Syracuse emphasizes the individualization of instruction on the graduate level more than any institution with which they have been associated. That is a common comment made to us and is not surprising because we make a definite effort to have our

visiting instructors, as well as our regular staff, give a great amount of time to students outside of class, helping them study their individual problems. When all is said and done, however, the main methods of instruction are the usual courses.

In addition to the 2 part-time instructorships, 4 assistantships, and 10 scholarships listed above, we have some 15 or 20 resident fellowships for men interested in guidance and personnel; an equal number of fellowships for women interested in personnel and guidance. These fellowships are valued at approximately \$1,000.

10. *Describe briefly one or more provisions or activities of any kind which have reached a point or development in your program which in your opinion would justify their characterization as valuable contributions in the field of education for school administrators.*

While only 20 of the 62 cooperating institutions ventured to describe activities which they were willing to think of as contributions in the field, these descriptions are of special interest. They reveal a wider range of activity illustrative of the variations and trends in practice which were documented under question 9, above. As will be shown, these institutions generally are more conscious of their limitations and neglected program areas than they are of achievements which give them satisfaction. This is, of course, a healthy state of mind.

Of the statements submitted the following are perhaps the most provocative and suggestive:

ARIZONA STATE TEACHERS COLLEGE (FLAGSTAFF)

The majority of courses offered prospective or actual administrators are now of the "clinic," "workshop" type.

Students are given *actual* experience in the problems with which they will be confronted.

Most courses in administration are taught by *practicing* school men whose work is above par.

UNIVERSITY OF IOWA

Informal consultations in the field on special problems; definite encouragement to superintendents in the field to bring their problems into the campus, and availability of staff members for informal discussions of such problems. We are opposed to the generalized school survey in which an attempt is made to appraise every aspect of a school system in terms of external evaluation. We try rather to assist men in the field by analysis and interpretation of their special problems and in this way strengthen and develop them in their ability to meet problems as they arise. For example, we maintain a sort of school laboratory in which are available plans of representative buildings of recent construction in this area and a wide variety of material in the field of school building planning. We encourage men who are confronted with a building problem to bring their own individual problem and materials with them and to use this laboratory in further exploration of their own problems with such staff consultation on special issues as they may find helpful.

UNIVERSITY OF HAWAII

Perhaps the final oral examination is a unique aspect of the set-up in Hawaii. This examination is held once a year—during the Christmas holidays. Eligible candidates are notified in the fall of the year. A bibliography of suitable reading material is provided. The examination itself is conducted by a committee of five—the Deputy Superintendent, a supervising principal, a secondary school principal, and elementary school principal, the Dean of Teachers College. Each of the above is allowed from 15 to 20 minutes; each examines the candidate in one of the assigned areas. (See I—4.) In addition to an examination of factual information and general professional understanding an additional opportunity is afforded for “sizing up” the prospective principal in terms of personal traits and characteristics. Ordinarily a half or more of those examined are approved. The approved list is referred to the Board of Education as First, Second, or Third choice candidates for administrative appointment.

KANSAS STATE TEACHERS COLLEGE

Each student is given an objective professional test on entrance to the graduate department with a view to discovering weaknesses in his undergraduate program and to furnishing data for guidance in planning his program.

A conference is held with each student for the purpose of helping him work out a well-integrated program adapted to his individual needs, interests, and objectives.

Students not interested particularly in research are permitted to graduate under Option II which provides for the substitution of a (2 hours credit) paper on a practical professional subject for the (4 hours credit) thesis required under Option I. Thirty-two hours are required under Option II.

UNIVERSITY OF MINNESOTA

One of the activities of the University of Minnesota which represents a valuable contribution in the field of education for school administrators is the annual Schoolmen's Week . . . bringing to the University each year at least two outstanding men in the field of school administration who can present both the practical and research points of view. This has been a very valuable contribution to the continued training of men in the field. It has kept the men very much alive to current problems in school administration and has served also to keep them in touch with the studies going on at the University of Minnesota. Another activity which proved valuable to the University of Minnesota was to work out the requirements for a superintendent's certificate in cooperation with the Minnesota State Department of Education and the superintendents of schools of this state. After 1944 a Master's degree or its equivalent will be required for the certification of every administrator in the State of Minnesota who has under his supervision 10 or more teachers. Further conferences and studies are under way which will lead to a development of a set of standards for the training of high-school principals. Some work is being done on the training of elementary-school principals. The University of Minnesota also maintains a curriculum laboratory which has provided an excellent means of training administrators in the whole field of curriculum construction.

UNIVERSITY OF NEBRASKA

A brief description of a Nebraska in-service education center:

Origin of In-Service Education Centers.—Three local professional groups have sponsored in-service education centers in Nebraska. These groups

are: Otoe County School Men's Association, Lancaster County School Men's Association, and North Platte Valley School Administrators. It is significant that such professional groups have become interested in in-service education of teachers, and have been willing to sponsor an in-service education center. The responsibility for the success of the project rests quite largely on the sponsoring group. If the in-service education program is successful the local group receives the credit. Moreover, the local organization has a great deal to do with the general planning of the center. It is natural for individuals to want to achieve the goals which they have helped establish.

The University's Relation to the In-Service Education Center.—In the case of the three in-service education centers mentioned above, the Teachers College, University of Nebraska, was asked to help plan their local programs. An arrangement was made with the university so that an instructor could coordinate the facilities of the Teachers College with those of the local schools. Certain university requirements had to be met in order that college credit could be granted to those participating.

Each School Studies Its Own Program.—The program of the in-service education center was so planned that each school could study its own problems. This study was in the form of self-evaluation and stimulation. The regular period when representatives from the participating schools were brought together was given over to sharing conclusions and experiences. Each school had an opportunity to have charge of at least one meeting. In this way a part of its program could be evaluated by the larger group.

The In-Service Education Center Utilizes the Cooperative Study of Secondary School Standards.—The criteria which have been developed by the Cooperative Study of Secondary School Standards lent themselves admirably to in-service education. Following the organization of the Cooperative Study it is possible for each school participating in the in-service education center to study the same phase of its educational program. For example, during the first week each school may study the section on philosophy and purposes of the secondary school. The second week will be given over to a study of pupil analysis and community survey. Following this procedure it is possible to give general direction to the group program and at the same time have each faculty studying its own strong points and weaknesses.

UNIVERSITY OF OREGON

Contributions. I am not at all sure that we would have any right to list the items noted here as "contributions."

Our "basic cycle" is made, as nearly as we can, a "laboratory" course. The later specialized courses in school buildings and school finance are definitely "laboratory" courses.

We have an excellent clinical school for nonreading children. School boards from cities as distant as Oklahoma City, Tulsa, El Paso, Salt Lake City, Missoula, Kansas City, send teachers to it for study.

Our curriculum offerings start with a course in the philosophy (foundations) of the curriculum. In the curriculum laboratory detailed attention is paid to such matters as grade placement of the respective materials dealt with. There are towns and small cities which have sent to us at one time (in this or that summer school) a large share of their teaching staffs, elementary and secondary, so that the respective school staffs may work out together a course of study, but based on the particular philosophy of education accepted by the community.

UNIVERSITY OF PITTSBURGH

We endeavor to have each student plan a program to a specific end. This may be a certificate, the doctorate, or just for additional preparation. We do not insist that this training represent administration only; but we include courses in curriculum, supervision, measurements, psychology, and other subjects.

We offer several clinics, conferences and practicums. Just now we have under consideration a revision of our offerings in these areas. Since nearly all of our students are part-time, that is, in positions, our course is very practical and we make every effort to keep it so.

SYRACUSE UNIVERSITY

I enclose with these materials a description of the workshop which we have conducted for 2 years under the sponsorship of the Progressive Education Association. In 1941 in the summer session, we plan to have a special group of school administrators. Last year we had a number organized as a special group in the workshop. We feel that the workshop technique is a very promising one, not only for teachers but for school administrators.

I send you some excerpts from the summer session catalog which will indicate the type of special conference we conducted last summer for school administrators. Each summer we stress some seminar or conference, devoting it entirely to one or more major problems of school administrators.

Dr. . . . in the field of secondary school administration, has organized some 15 or 20 of the leading principals in up-State New York. It is a visiting group. They spend from 1 to 3 days in a community and often in one particular high school which is administered by one of the group.

WESTERN RESERVE UNIVERSITY

The two outstanding provisions of our three administrative sequences are:

(a) We have made a detailed analysis of the problems of the administrative positions in cooperation with the practicing school men. We have selected the best references in theory which touch these problems. We have made our administration courses almost entirely cooperative enterprises, in which the pupils take turns in presenting to the group their reports, orally and in mimeographed form.

(b) We have encouraged and allowed our students to use their own schools as the basis for much of the program. The analysis of the live problem by the practicing administrator has much more meaning than any theoretical study long before the time the problem confronts the student. Our class meetings are informal, our students are not attempting to hide their difficulties and problems, and we feel that our students realize that our interest in them is personal as well as academic.

YALE UNIVERSITY

. . . The distinctive features of the work in Education are as follows:

1. The assignment to a carefully selected group of graduate students of most of the time of eight members of the Department of Education, together with such service of other faculty members as may be required in connection with students' work in special fields.
2. Freedom from conventional courses and course requirements.
3. The conduct of work through general, special, and thesis seminars, supplemented by individual conferences between students and faculty members.
4. Flexibility of program and such adjustment of conditions of work as will assure to each student the maximum of opportunity and the minimum of routine requirements.

11. *What would you characterize as the most neglected area or areas in programs for the education of school administrators?*

While this question was phrased so that respondents might generalize in expressing opinions with respect to neglected areas, a number of the statements submitted contained frank admissions of neglected areas in the programs of the institutions represented. Altogether the statements filed revealed a rather general and healthy sense of inadequacy of purpose, plan, and implementation at many points. Thirty-eight institutions submitted opinions characterizing neglected areas and made reference to some 68 designated area items. The following tabulation reveals the general distribution of these references in terms of the major divisions and questions raised in this inquiry.

| <i>Problem areas referred to</i> | <i>Frequency of mention</i> |
|--|-----------------------------|
| I. DEVELOPMENT AND IMPLEMENTATION OF PHILOSOPHY..... | 6 |
| II. PROBLEMS OF STAFF..... | 0 |
| III. SELECTION AND GUIDANCE OF STUDENTS..... | 3 |
| IV. DEMONSTRATION, OBSERVATION, AND PRACTICE..... | 5-18 |
| 2. Internships, practice under guidance..... | 4 |
| 3. Group participations for techniques..... | 1 |
| 4. Relationships with community agencies..... | 8 |
| V. CONTENT AND ORGANIZATION OF PROGRAM..... | 41 |
| 1. Knowing the child..... | 8 |
| 2. Materials contributory to total knowledge of individuals.. | 2 |
| 3. Clinical and observation centers..... | 1 |
| 5. Socio-economic, political background..... | 9 |
| Relationship between school administration and public ad- ministration..... | 6 |
| Too much stress on mechanics and techniques..... | 4 |
| Too little stress on mechanics and techniques..... | 1 |
| Inadequate base of general education..... | 4 |
| Too early specialization..... | 2 |
| Too many specialized courses..... | 2 |
| Ideals and qualities of professional character..... | 1 |
| Training in school finance..... | 1 |

Chapter 6

Conclusions and Suggestions

In analyzing returns in this inquiry the general plan has been to select and present materials through which the cooperating institutions tell their own story with respect to current practice and opinion in response to the specific questions raised in each of five major problem areas. Certain implications growing out of these responses have been discussed for the purpose of high-spotting trends, to facilitate the identification of problems, or for general clarification of some of the issues. Some conclusions have been suggested, or conclusions which have been reached by other students of these problems have been verified. These threads will now be drawn together to provide a background for suggestions of some possible next steps in the development of programs for the education of school administrators. For convenience and clarity this presentation will take the form of summary statements presented under each major heading. These will include, first, a statement of certain general *conclusions* which would probably be accepted by a majority of the respondents on the basis of answers given and explanatory and descriptive statements submitted; second, a brief summary of *the present situation* with respect to practice as far as the returns provide the picture; and third, some *suggestions* concerning possible and desirable next steps and their *implications*.

I. The Development and Implementation of a Philosophy of School Administration

Conclusions.—Programs of education for school administration will improve and grow in effectiveness as basic agreements are reached as to what constitutes the most desirable program for such education. A continuing study of the place, function, and essential character of administration in the educational scheme should be carried on in order to develop a philosophy to which the developing program can be kept constantly aligned. These efforts should be systematic, continuous, and cooperative.

The present situation.—More than 60 percent of the 62 institutions represented indicate that systematic efforts have been made toward the cooperative development and faculty acceptance of a philosophy of school administration and also that these efforts have resulted in basic agreements which offer a framework of objectives for the development of their programs.

In reporting on the groups which have been actively engaged in

the cooperations referred to, faculty members were mentioned most frequently; local administrators, graduate students, State administrators, and representative laymen were mentioned less frequently and in that order. All of these groups are generally included, with the exception of laymen.

Implicit in all these statements was an assumption that schools, colleges, and departments of education have primary responsibility for the development of suitable programs of professional education in administration. Cooperation with other groups and agencies seem for the most part to have been sought for the purpose of *verification of conclusions arrived at by the schools*, rather than for the purpose of involving them all in responsibility for cooperation and decisions at all stages of the process of developing programs.

Suggestions and implications—There are two methods which generally characterize the approach to the development of a philosophy of administration, (a) a job analysis of the work of the school administrator may be accepted as the basis of the program, or (b) a philosophy of administration is developed in relation to the whole philosophy of education in general. While the former method of approach may lead to a conception of administration that is too narrowly conceived as a profession in and of itself and apart from teaching, its use in combination with the second method of approach should minimize that possibility feared by so many students of the problem. The fundamental distinction between administration and teaching is largely one of function. The job analysis approach is necessary in order to identify these functions just as it has been used effectively to identify the teaching functions. There should be no "either, or" confusion here as appears in the thinking of many professional faculties as they consider these problems related to philosophy.

The implications with respect to program content which are involved in these two approaches are of course significant. The first approach used exclusively, results usually in a program which consists for the most part in a sequence of courses in the purely technical aspects of administration. The second approach results in a program based upon a more extensive range of so-called education and noneducation areas. Both approaches are sound as far as they go. The thing to be avoided is what has been called "relative adherence" to one or the other of these approaches. The suggestion offered here is that we concern ourselves less with the alleged "purity" of our approach and resultant philosophy and more with the business of canvassing the total problem in terms of an approach that is defensibly sound rather than traditionally orthodox.

The time seems to have passed when the problem of developing programs for the education of administrators as well as for teachers is exclusively or even primarily the responsibility and concern of the

teachers colleges and universities. Other agencies and groups are giving expression to interests and concerns which should be recognized. The time seems to have arrived when institutions can well afford to waive considerations of primacy of interest and responsibility and become parties to the adoption of an approach which gives due recognition to all interests, and that involves all groups and agencies concerned, actively, in a cooperative attack upon the total problem.

Finally, it should be observed that responsibility and power of initiative in this cooperative undertaking rests within that group or agency or institution where consciousness of need and urgency, and the will to do, is most acute. It could well be hoped that this would mean our institutions of higher education.

II. Preparation and Competence of Graduate Teaching Staff for the Responsibilities Related to the Education of Administrators

Conclusions.—Agreements can and should be reached within each institution with respect to certain distinctive qualifications essential to effective service in this field. These agreements should be concerned with qualification factors based upon a functional analysis of the responsibilities of the members of the staff—as related to the task imposed by the program and its objectives: Conclusions should be reached with respect to the most appropriate educational and experience background, qualitatively and quantitatively; demonstrated functional command of knowledge; on the job skills required, with emphasis upon leadership and teaching skills essential to effective utilization of more recently developed teaching procedures; and the personality traits most essential to satisfactory working relationships, with emphasis upon inter-faculty relationships within the institution as a whole as well as teacher-student relationships.

The present situation.—The majority of institutions report that specific conclusions have been reached with respect to what the most distinctive equipment of professional instructors in the field of education for school administration should be.

A tabulation of all the specification items submitted provides a distribution of items within all of the categories which have been outlined. No single institution apparently has considered them all to the point of including them all in its report. There is great variation in emphasis and in point of view. Most general agreement is registered with respect to the importance of successful, practical field experience in the public schools.

Comments on the proposal submitted, that staff members should be "practicing professors" and should be part-time employees of school systems from time to time, were preponderantly favorable. Fifteen respondents gave evidence of such employment of staff members in terms of a literal interpretation of the question. Reports from 20

additional institutions indicated that practicing school administrators are employed as instructors on a part-time basis. Altogether responses here re-affirmed general agreement as to the importance of practical experience with considerable emphasis upon the currency and continuity of such experience and contacts.

Encouraging reports of success in bringing about successful collaborations between so-called academic and professional personnel came from one-third of the responding institutions. The remaining institutions had little or nothing to report while a few presented statements of purely negative results in such an effort.

Suggestions and implications.—Effective implementation of a program of education for administration must inevitably stand or fall in terms of the adequacy of staff and teaching facilities. Increasing emphasis upon the functional aspects of professional programs in education for teaching and administration, and the continuing development of "new" teaching techniques and procedures, are making increasingly varied and more complex demands upon the competence of the teaching personnel as a teaching leadership group. The time has passed when teachers at the graduate level in this field can rest on their laurels of achievement in research or successful experience in the past and be content to pass on through lectures and assigned readings a body of theory and vicarious experience. More and more attention, therefore, should be given to an analysis of teaching functions at this level which will result in the identification of the knowledges, skills, experiences, and personal qualities most essential to effective teaching service in relation to student needs and purposes. These efforts should be continuous and searching.

~ Because the full utilization of many of the personnel and material resources of a university in the so-called "non-education" areas of content and experience is becoming increasingly obvious as a necessary part of an emerging broader program of professional education, the competence of staff members in bringing about the necessary collaborations and cooperations should be given increasing consideration. The disposition and the ability to promote and improve these relationships are more often than not quite seriously challenged. Surely they should be included as important parts of the "distinctive equipment of professional instructors in the field of education of school administrators."

An analysis of the nature of the problems involved in promoting and improving these relationships in any given situation should of course precede any program of action. Among the problems which such an analysis would reveal are the following:

(1) *Differing basic philosophies with respect to degrees of specialization essential to differing kinds of graduate programs.*—Here the importance of developing a basic philosophy in school administration and a resultant

framework of objectives in professional education for administration cannot be over estimated. The education staff must be on firm ground here and be prepared to present a case which will stand up in the face of conflicting philosophies. The first step in promoting cooperating relationships is to win respect for the plans and offerings in the education program. This is not to say that these conflicting philosophies must become involved in a head-on collision with the honors going to the survivor. Rather it means that differences must be resolved through a mutual recognition of the fact that these differences grow out of differences in purposes. It is mutual recognition of the validity of these differing purposes which must ultimately eventuate.

(2) *The problem of administrative controls and clearance within the institution.*—The fact that resistance to the development of these relationships is sometimes centered in individuals who occupy strategically placed administrative positions presents peculiar difficulties in some institutions. The whole administrative set-up may militate against such relationships. Here the challenge may be either psychological or organizational, or both. These difficulties are not necessarily insuperable. Tenacity of purpose, tact, the winning of minor but, in the long run, important victories in the democratization of internal administration, contribute to ultimate success, challenging at many points the intelligence and the competence of all concerned.

III. Selection and Guidance of Students

Conclusions.—Selective admission requirements, compatible with the functions of administrative positions, should be established in all institutions which offer graduate programs for the education of school administrators. The number of persons so selected should bear some reasonable relationship to the number of employment opportunities available in the State or region served. Selection techniques which are now available should be fully utilized and efforts should be directed to improve upon these and to develop new ones. The whole process should be thorough and rigorous in its application.

Institutions should maintain guidance services directed to the improvement of the personalities and the vocational effectiveness of all students in training. To these ends they should maintain health services, both mental and physical; clinics to help students with special but remedial, disabilities; and a faculty interested in, alert to, and provided with, the time and the facilities to respond efficiently to the "counseling" needs of the students. These guidance services should be provided extensively and intensively during the first year of graduate study, and should continue through the period of adjustment to the job.

The present situation.—Two-thirds of the institutions canvassed reported systematic efforts directed toward identifying and interesting

potentially capable persons in the work of administration. The same number reported the use of specific means for selecting the most promising students in such matters as general ability, scholarship, health, personality, ability to grow, leadership ability, and professional interest. In most cases the use of specific means to select some students apparently does not preclude the admission of other students who arrive upon the campus unsolicited and unselected. Several institutions frankly admitted this in qualifying statements. In general, at the master's level "there are only two selective bases operating in this first-year professional program, namely, the completion of a four-year undergraduate college program, and sufficient money to permit attendance at the institution."¹ In statements submitted, descriptive of these specific means employed, it appears that the majority of institutions depend most upon informal contacts between faculty members and prospective students. Only one institution places any definite limitation upon the number of students admitted for graduate work in any 1 year. Two institutions report modest experimentation with objective selective techniques at the graduate level.

Two-thirds of the institutions report that their guidance procedures are most effective at the graduate level.

Seven institutions reported that studies had been made at their institution of predictive measures of administrative ability. Eleven institutions reported the use of such measures in their guidance programs. One-third of the respondents reported the development of specifications for good administration and about the same number reported the use of such specifications in the development of curricular and guidance procedures. On the basis of the returns it appears that little use is made generally of objectively developed standards and measures in the implementation of selective and guidance policies at the graduate level. The little that is reported seems to be in a very early experimental stage.

Recognition is given in the great majority of institutions to the demonstrated competence of the student to plan his own program of study and activity as a criterion for admission to candidacy for advanced degrees. This seems to be especially true at the doctorate level.

That institutions are accepting some guidance responsibilities during the period of adjustment to the job following preservice training is indicated by the fact that 50 of the 62 institutions reporting state they do accept some responsibility for maintaining close contacts with former students from the point of view of aiding them in overcoming

¹ Cocking, Walter D. and Williams, Kenneth R. *The education of school administrators. Procedures used at selected institutions.* Sponsored by the National association of colleges and departments of education and the Commission on teacher education of the American council on education. Washington, D. C., The Council, 1941. P. 70.

the difficulties of the job. These contacts, as described, range all the way from very informal contacts made by individual professors, on the initiative, in many cases, of the students themselves, to rather systematic and well organized attempts to follow up the careers of students in the field. Some institutions have staff members assigned to this type of service, devoting, in one instance, full time to it.

Suggestions and implications.—Implicit in proposals for the application of selective procedures is the fact that desire on the part of the student applicant is not sufficient reason for admission to a program of professional preparation. Institutions have the opportunity and the moral responsibility of selecting those who give greatest promise of success as school administrators.

It is also clear that selective techniques and procedures should be continuously applied through the period of graduate education where a terminal degree or certificate is the goal. Institutions should strenuously try to avoid becoming parties, directly or indirectly to the employment of incompetent and unqualified persons in administrative positions.

The major problem in this area of selection and guidance seems to be one of implementation. There appears to be little disagreement with respect to either the importance or the desirability of making programs for the education of school administrators increasingly selective. The guidance function at all levels of education is generally accepted as of major importance, with the self-guidance by the student progressively stressed as he grows in maturity and grasp of the possibilities.

In implementing some aspects of the proposal outlined above, institutions will have to undertake certain studies either individually or cooperatively. Some of these have been well stated by Cocking and Williams.² They will be included here:

1. *Institutions offering programs of education in school administration need be concerned with the number of positions which are maintained and needed by the social order.*—An oversupply of professionally trained persons tends to place a grave strain on ethical practice within the profession and often puts a premium upon qualities unrelated to, if not positively undesirable in, performing the functions of professional leadership in an administrative position. It should be relatively easy to make a cooperative study of reasonable expectancy in the matter of potentially available educational administrative positions. An estimate of the ability of various institutions to prepare administrators, a determination of whether it is desirable to control the supply, and decisions with respect to how this control should be implemented would logically follow.
2. *If selection of students at entrance to programs of education in school administration is desirable, continuous study should be devoted to the determination of the most acceptable minimum bases.*—There is every reason to believe that selection techniques could be cooperatively developed

² *Ibid.*, p. 88-89.

which would insure more effective utilization of the time and money of the student and of the resources of the university.

3. *If guidance is to be effective, cooperative study should be directed to the most effective methods of implementation.*—Here it is suggested that while many institutions are at work on this problem, more significant results could be achieved if a coordinated attack was made.
4. *The development and use of increasingly refined objective standards and measurement techniques in the implementation of selection and guidance policies presents a promising field for continuous and cooperative study.*—These must be developed or adapted and used with a full appreciation of the limitations of such instrumentalities. The newly developed teacher examination techniques are illustrative of one kind of measuring device that has possibilities if properly applied. The fact that superintendents of schools are using these examinations as a part of the process of selecting teachers in ever increasing numbers suggests that superintendents themselves might well be subjected to the same types of professional controls that they have, perhaps somewhat eagerly, imposed upon other members of the teaching profession. Institutions preparing administrators could render an important service to employing boards by providing counsel and assistance to them in the discharge of their most important single function, namely, the selection of the administrative staff. An important part of such service would be in encouraging experimentation by lay boards with various types of tests to determine the relative cultural literacy and professional competence of candidates for these positions. College and university credentials and flattering recommendations from faculty members are often more confusing than helpful to lay boards as they attempt to evaluate them. Universities and teachers colleges might more profitably engage themselves in the task of safeguarding intelligent use of such objective techniques, rather than to deplore and resist their use by administrative officers in dealing with their ever pressing problems of personnel.

IV. Demonstration, Observation and Practice Experience in the Education of School Administrators

Conclusions.—The gap between theory and practice in programs for the education of school administrators needs to be very definitely and firmly bridged. Employment experiences previous to or concurrent with the period of training should be carefully evaluated in individual cases before they are accepted as adequately providing for this need. Opportunities for varying kinds of experiences which will assist in the development of skills and the acquisition of knowledge specifically related to important administrative functions should be provided as an important and integral part of the on-going program. These experiences should be carried on under the direction and supervision of experienced and skilled administrators on the campus and in the field.

The present situation.—Approximately one-half of the institutions canvassed seem to accept the proposition that the so-called gap between theory and practice is not adequately provided for in all cases by the fact that students have had or are having experience in administrative positions. A very much smaller number have gone

beyond the point of rendering lip service to this proposition.

Analysis of descriptive statements submitted reveal that only 13 institutions make provisions for the actual performance of duties in real situations under the direction of skilled and experienced administrators in the field through internships and other means. An additional 20 institutions report provisions which they feel approximate in some varying degree the kind of experience referred to. Just 7 institutions have made arrangements for internships in the field.

Without offering many descriptions of practice, more than half of the institutions reported provisions for experiences in participation, by students, in a variety of educational activities with teachers, pupils, parents, and other community members, for the express purpose of helping them to develop skill in working with other people.

While a majority of respondents reported that opportunities are provided whereby administrators may equip themselves with standards and techniques for the utilization of community agencies devoted to social and educational services, returns were rather negative with respect to the nature of these opportunities. One institution reported work which "goes into detail with respect to the characteristics of community enterprises and means by which cooperative relationships may be developed by principals and superintendents."

Suggestions and implications.—Attention is directed here to the proposals presented in Tyler's provocative paper previously quoted.³ In this paper functional administration is analyzed in terms of a concept of democratic leadership and leads the author to a discussion of elements not usually included in the training program for school administrators. The suggestions made for types of experiences and opportunities for observation and study are particularly applicable in relation to the proposal under discussion here. Institutions may well adopt a similar approach to the problem of adequate provisions for the kind of practice experiences which will contribute most to the knowledge and skill of administrators functioning in a democratic society.

The fact that, in spotting neglected areas in programs for the education of school administrators, respondents made frequent mention of inadequacies in opportunities for demonstration, observation, and practice, indicates an awareness of the importance and need for many more such opportunities. It is to be hoped that with the wider development of "clinical" and "workshop" procedures more specific attention may be given to this promisingly fruitful area of activity.

V. Content and Organization of Program

Conclusions.—Programs should be expanded beyond the point of providing knowledge and skill in dealing with the specialized technical

³ Tyler, Ralph W. Training administrative officers for democratic leadership. Proceedings of the Eighth annual conference for administrative officers of public and private schools, 1939. Chicago, Ill., University of Chicago Press. 214 p.

and material aspects of the job of school administration since, basically, the solutions of administrative problems are never acceptable unless those solutions further the educational effectiveness of the school and unless the total effect of administrative action upon the human beings concerned is on the whole helpful and salutary. It is necessary, therefore, for the administrator to understand human beings in terms of how they grow, their varying abilities, their motives, and how physiological, social, and economic factors condition their growth. He should also have command of a considerable body of knowledge essential to an understanding of the basic problems of the school. These knowledges cannot be restricted to fields usually included within the field of education. They must be drawn from other important areas such as sociology, economics, and political science, and should be brought together for educational use to form a significant part of the training program for administration. This expanded content should be so organized and applied educationally as to provide a broad, integrated program in which highly specialized courses will give way to opportunities for broad overviews as well as to provisions for applications of knowledge and skill in particular situations and to specialized problems.

The present situation.—In general the conclusion arrived at by Cocking and Williams that "Programs of school administration present more disagreement than agreement"⁴ is borne out by returns in this inquiry. The great majority of institutions reporting apparently still need to define the functions for which they offer education and to develop a complete program which will most nearly guarantee preparation for these functions.

While many schools still cling to a major emphasis on systematic and specialized courses, some have relegated these to a subordinate place and are giving major emphasis to procedures and techniques which place greater responsibility upon students and provide varied opportunities for students to work out problems in field situations. Student participation in field studies, conferences, workshops, clinics, internships, and long-term researches are among the techniques which are coming into wider use. Considerable emphasis is being given in a number of institutions to the matter of adjusting student programs to the needs and interests of each individual student.

Responses to the many specific questions related to content materials were more encouraging than in any other major section of the inquiry. Provisions for the study of the human being, child and adult, were reported by the great majority of institutions. A little more than half reported the use of materials which synthesize the contributions of fields of knowledge related to the study of human beings. Opportunities for observation and study at child development centers and clinics were reported by 45 institutions but in terms

⁴ Op. cit., p. 79.

of actual use it appears that they are only about 58 percent effective. A high point of 54 affirmative replies was reached in response to the inquiry concerning provisions for the study of the nature of our democracy, the major social, economic, and political problems which confront our society, and the function of education in that democracy. Interestingly enough, 43 institutions reported that a major emphasis is given to problems of education for economic well-being with the implications for vocational education, its content, organization, and administration.

It seems that specially planned refresher and workshop opportunities are the most generally adopted procedures for meeting the needs of practicing administrators who have no interest in or need for degrees. The idea of providing terminal, intermediary programs with a special certificate granted has been accepted and put into operation by two of the institutions reporting. Seventy-eight percent of the doctorate-granting institutions reported that program opportunities particularly directed to meet the needs of this group of nondegree students have been set up in their institutions.

Suggestions and implications.—Implicit throughout these summary statements are certain basic issues which need to be explored and resolved if programs for the education of school administrators are to be generally improved. That there is much need for improvement is obvious. The probabilities are that no other comparable program for professional education in any field presents the picture of confusion in thinking and variation in practice which is revealed in this inquiry and in the Cocking and Williams study. While it is true that many problems related to the professional education of school administrators have not even been identified, it seems equally true that several basic problems wait only upon concerted attack by all groups, agencies, associations, and institutions in any way concerned with these problems. Since an attempt has been made to explore some of these possibilities throughout the pages of this report, that discussion will not be repeated here.

Just one suggestion will be offered that has not been referred to specifically thus far, namely, that steps should be taken to set up studies in *evaluation of programs of education in school administration*. As pointed out by Cocking and Williams, a very considerable body of experience in the development and application of evaluation techniques has already been built up through evaluation studies in a number of educational programs. There can be no doubt that these experiences would have significance in attempts to evaluate programs for school administration. As agreements are reached with respect to what constitutes a program for administration, surely it is important to know the extent to which the objectives of such a program are achieved. It seems perfectly clear also that such an evaluation

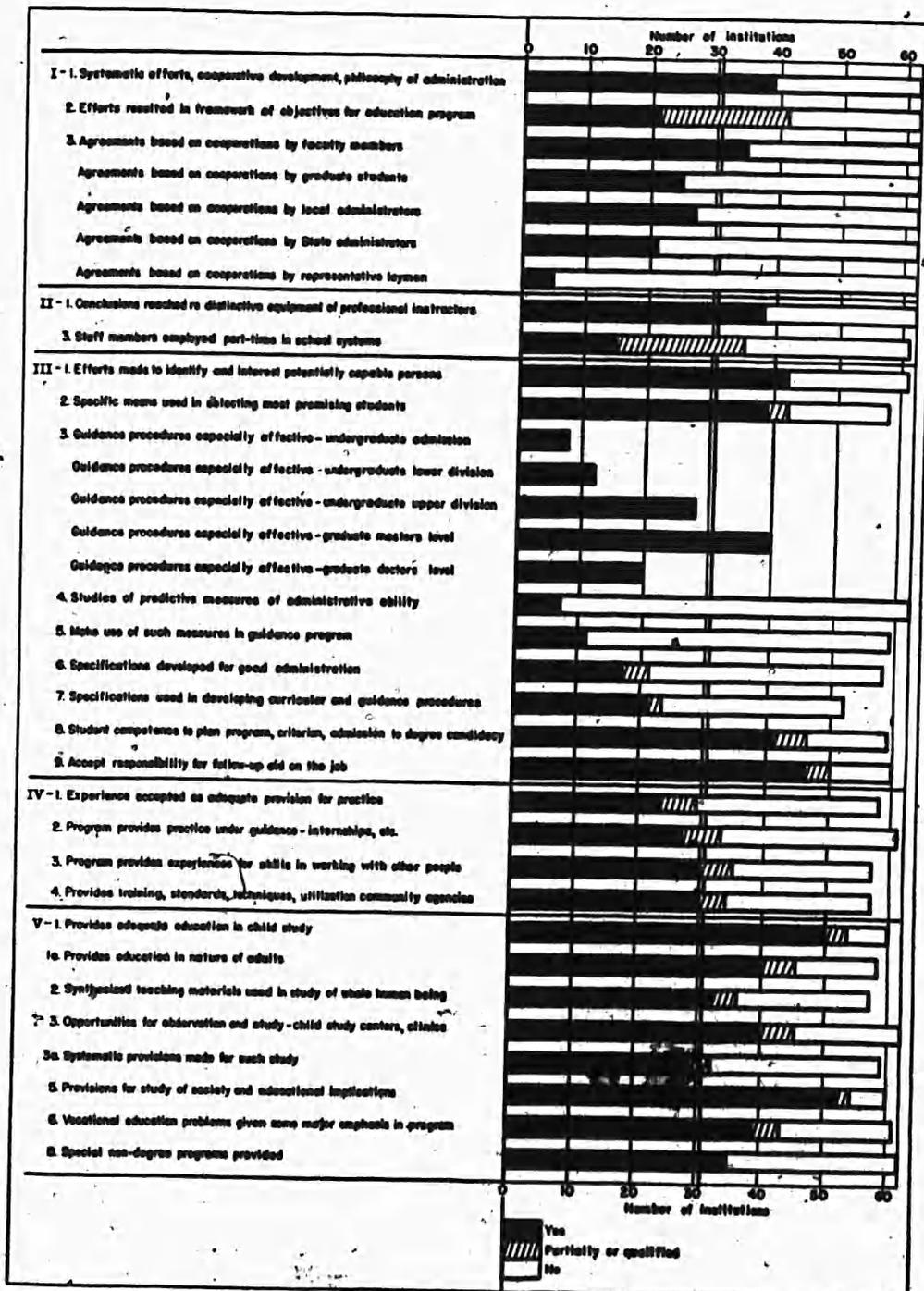
approach would facilitate the process of securing agreements on fundamental aspects of the program. Evaluation studies in the field of secondary education are continuously making their contributions to improvement of practice. These studies were frequently and favorably mentioned throughout the returns to this inquiry. If the basic approach in these studies is sound, if the techniques developed have proven themselves in the hands of competent people, especially when used as instruments of self-evaluation (and there seems to be general agreement on all of this), then the logic of the situation would demand that the proponents of this approach in our schools and colleges of education should be interested and willing to turn similar spotlights upon themselves and their operations. That such interest and willingness exist in many institutions is evident throughout the responses to this inquiry.

This chapter will be concluded with a brief discussion of the *quantitative aspects* of this study. It was stated early in this report that little emphasis would be given to the purely quantitative aspects of the responses. While the questions asked were essentially questions of fact and while every attempt was made to phrase the questions as specifically and objectively as possible, it is perfectly clear that in answering them respondents were called upon to exercise judgment and discrimination. It was first necessary for them to interpret each question with respect to the nature of the activity or practice or point of view in question. It was then necessary for them to evaluate such practice or point of view as it exists within the institution for which they were reporting. It was finally necessary for them to determine whether an affirmative or a negative answer most accurately described the situation in their institution.

Reference already has been made to some difficulties encountered in interpretation and evaluation on the part of the individuals who checked the inquiry form. It is abundantly clear that the responses to all questions were conscientiously made. Having all of these considerations in mind it is no reflection upon the intent or the integrity of the respondents in this inquiry to say that the answers to the particular questions asked cannot in all cases be taken at their face value as a sufficiently accurate picture of current practice. Full allowance must be made for subjective factors which condition all judgments of the kind called for in this inquiry. And it is for these reasons that throughout this report care has been taken not to over-emphasize the purely quantitative aspects, numbers, percents, and the like.

On the other hand, an over-all quantitative distribution may have some value in revealing certain general characteristics of the total situation which this inquiry has attempted to canvass. Since the problem areas and questions were for the most part suggested by

representative people in the field and since so many of them were referred to by respondents in identifying so-called neglected areas, it seems fair to assume that they included questions which would be generally accepted as being important in relation to the total problem of professional education for school administration. Attention is therefore directed to the distribution of responses for the total group of 62 institutions represented:



Distribution of responses to questions for the total group of institutions (62) responding.

This figure shows the considerable variation in the number of affirmative responses to the various questions asked. Regardless of the extent to which these variations reveal strengths or weaknesses in current practice it would appear that generally the provisions canvassed under content and organization of program are most frequently reported and that the activities and procedures referred to under selection and guidance of students are least frequently reported.

It would also seem reasonable to draw a conclusion that standards for what constitutes good practice and content in programs for the education of school administrators have not generally been developed or adopted. All of this brings into sharp focus again the need for a concerted frontal attack on these problems by all groups and agencies concerned.

One further conclusion can be drawn from this distribution which is altogether to the credit of the institutions represented and which augurs well for the future. There is no evidence at any point of a piling up of affirmative responses to present a favorable picture. There is every evidence of conservatism in setting forth claims of achievement and, as previously stated, of a healthy sense of the limitations and inadequacies of present provisions and practices.

PART 2

Part II

**CURRENT PRACTICES AND THINKING RELATED
TO THE IN-SERVICE IMPROVEMENT OF AD-
MINISTRATIVE PERSONNEL AS REPORTED
BY 36 STATE AND TERRITORIAL
DEPARTMENTS OF
EDUCATION**

Introduction

IN ANY PROGRAM of professional education for school administrators, or for teachers, no sharp line of distinction can be drawn for long between two aspects of, or emphases within, the total process, which have been conveniently referred to in this report, and generally, as *pre-service* education and *in-service* education. The *in-service* or through-service aspect receives attention fairly early in the process when the student is called upon to function as a teacher under guidance in a working situation. The induction of the student into practice or apprentice teaching marks the real beginning of *in-service* education and from that point on the distinction so frequently made cannot be drawn in fact. Every stage of the total process must be realistically related to the demands of the task to be accomplished. The best that the school can do at every level is to so orient, equip, and guide the student that he may be increasingly sensitive and effective in his response to the stimulus and challenge of the job itself. As the job and its demands upon the individual change, all that went before becomes *pre-service* education and so the process goes on until death or retirement closes the chapter.

It should be understood, therefore, that in referring to this part of the inquiry as directed toward practices and thinking related to the *in-service* improvement of administrative personnel the term is used for convenience to designate activities and opportunities for professional growth carried on and provided under a professional leadership and direction which does not stem from schools and colleges of education but from the profession itself in action. In other words, interest is centered here in that phase or stage of the total process of lifelong professional education where responsibility for carrying on rests primarily with the practitioner rather than with the professional school.

At this stage the role of the State administrator becomes one of great strategic importance. As pointed out by the Committee on Certification of Superintendents of the American Association of School Administrators in their discussion of the State superintendency, "the role of passive inspection was to be replaced by active professional leadership when problems of finance, supervision, administration and instruction called for solution on a State-wide basis."¹ The Eleventh

¹ Standards for superintendents of schools. A preliminary report of the Committee on certification of superintendents of schools. American association of school administrators. The National education association. Washington, D. C., The Association, 1940. 63 p. p. 6.

Yearbook of the Department of Superintendence may be quoted at this point:

The demand now is for *leadership*. Local school systems need guidance in overcoming their many difficulties. Problems of finance and inequality of school support need to be investigated and solved on a State-wide basis. Refinements in supervision, administration, methods, and research which have advanced rapidly in urban areas need to be made available to rural schools. Teachers and principals should be recruited from among the most capable persons, trained for the demand, placed so as to call forth and retain their best energies. These and hundreds of other items call for improvement under the leadership of state officers of public education.²

The clear implication of all this is that much leadership on the part of State officers of education should be directed toward the improvement of administrative and teaching personnel in the schools of the State. It was with respect to this phase of in-service education under State department leadership and stimulation that this inquiry was undertaken to determine the extent to which efforts are being directed to these ends and to identify and to make available descriptions of these efforts.

Following conversations with a number of representative State administrators and members of their staffs a schedule of information was prepared, pointing up issues and problems which by agreement have a bearing upon the task of improving administrative personnel. Special interest was expressed in accounts of activities carried on in the States in each of the four general areas of inquiry. This schedule of information and the covering letter are reproduced in appendix B.

In the analysis of returns and throughout this report no attempt is made to evaluate practice as reported. Consistent with the announced purpose of the inquiry the material is assembled and presented to provide documentation with respect to current practice and thinking which may be useful to State school officers as they attempt to discharge and implement the important responsibility which is theirs.

² Educational leadership, progress and possibilities. Department of superintendence. Eleventh Yearbook, 1933. p. 265.

Chapter 1

Standards and Qualifications for School Administration

BECAUSE THE PRESENT situation with respect to legal qualifications and certification requirements for various types of school administrators has been so thoroughly analyzed and recently reported upon by the Committee of the American Association of School Administrators and others, no attempt was made in this inquiry to bring this information together. Attention was directed, rather, to questions of how existing standards and qualifications have been determined, the nature and scope of these efforts and the extent to which the establishment of standards and qualifications has affected practice in the employment of administrative personnel. As background, however, for the discussion of responses to the questions raised in this inquiry a brief review of the general situation with respect to requirements and trends is in order. The Committee of Standards of the American Association of School Administrators provides the following summary of legal eligibility requirements for superintendents:

In July 1938, the minimum qualifications for city superintendents, or other local superintendents, over urban school areas, as prescribed by constitutional or statutory law in 45 States, the District of Columbia and Alaska, stood as follows:

1. Requiring no legal qualifications (5 States).
2. Requiring professional qualifications specified as:
 - (a) Teaching certificate only (10 States).
 - (b) Certificate in administration or supervision only (16 States and Alaska).
 - (c) Administrator's credential and teacher's credential only (1 State).
 - (d) Teaching certificate plus 4-year college training and defined experience only (1 State).
 - (e) Teaching certificate or college graduation only (2 States).
 - (f) Teaching certificate or defined experience only (1 State).
 - (g) Certificate in administration or supervision with less than 4 years' college training and defined experience only (1 State).
 - (h) Certificate in administration or supervision with college graduation only (1 State).
 - (i) Certificate in administration or supervision with defined experience only (1 State).
 - (j) Certificate in administration or supervision with 4 years' college training and defined experience only (2 States).
 - (k) Certificate in administration or supervision, college graduation, graduate work, and defined experience only (3 States).

- (l) Certificate in administration or supervision, college graduation, and graduate work only (1 State).
- (m) College graduation, a master's degree, and defined experience (1 State).¹

A review of the literature bearing on standards and qualifications makes it abundantly clear that fairly rapid progress has been made in developing standards and qualifications for superintendents, principals, and supervisors. As recalled by Reller:

... in 1906 in presenting a paper on *The Certification of Teachers* for the consideration of the National Society for the Scientific Study of Education, Dr. Cubberly pointed out the desirability of establishing distinctly higher educational and professional standards for administrators and supervisors. At that time, Wisconsin stood alone in this respect, issuing a county superintendent's certificate upon the passing of an examination given by the State board of examiners. This examination included all the subjects for the first-grade teacher's certificate, and, in addition, "school law and the organization, management, and supervision of district schools. To be eligible for the examination, the applicant for the certificate must have had at least 8 months' teaching experience in the public schools."²

In 1938 Goodykoontz and Lane reported "noteworthy indications of progress" with respect to provisions included in regulations governing the issuance of elementary-school principals certificates as follows:

- (1) A constantly increasing number of States which require certificates specialized for elementary-school principals; (2) the requirement that all principals in service meet the qualifications required for the certificate within a reasonable length of time after the State has established an elementary-school principal's certificate; (3) the tendency on the part of States to prescribe the essential professional training and experience in exact terms and without relying to any considerable degree on teaching certificates as a prerequisite for certification; (4) action on the part of States to discontinue the issuance of unconditional permanent certificates and grant renewals upon evidence of continuous cultural development and professional growth in addition to evidence of successful experience; (5) the requirement by States of successively higher minimum levels of scholarship as prerequisites for the principal's certificate.³

The recency of the development of standards and qualifications for all administrative positions as reflected in certification requirements is strikingly emphasized in the following paragraph from the AASA committee report:

It has been only within the past 4 years, however, that specialized certificates with distinct professional administrative requirements have been widely adopted. Twenty-five States have placed their present requirements for administrative certificates in force since July 1, 1934; 15 of these States

¹ Standards for superintendents of schools. A preliminary report of the Committee on certification of superintendents of schools. American association of school administrators. The National education association. Washington, D. C., The Association, 1939. p. 22.

² Reller, Theodore L. State certification for administrative positions. Philadelphia, Pa., University of Pennsylvania, 1933. 33 p. (Division of educational administration. School of education.)

³ U. S. Office of Education. The elementary school principalship. By Bess Goodykoontz and Jessie A. Lane. Washington, U. S. Government Printing Office, 1938. 43 p. (Bulletin 1938, no. 8).

have issued certificates now required of superintendents since January 1, 1937. Present requirements of local superintendents in Delaware, Georgia, Nebraska, New Mexico and New York have been effective since September 1, 1938.⁴

So much for background with respect to the situation as it now stands in the matter of State requirements for certification. As previously stated, this inquiry is concerned with questions of how the standards reflected in these requirements were determined, the nature of the cooperations involved, if any, and the extent to which these activities and enactments have actually affected practice on the part of employing officials.

The specific questions raised in this area and analysis of returns follow:

1. *Has your department made any conscious efforts toward the cooperative development of a philosophy of school administration as a guide to practice on the part of administrative personnel in the schools of the State?*

a. *If the answer to number 1 above is "Yes," has this development been based upon researches and cooperations involving one or several of the following groups?*

Teacher education faculty groups

Graduate student groups

Classroom teachers

Local school administrators

State administrators

Representative laymen

b. *Describe briefly the nature and results of these efforts.*

To the main question 29 of the 36 respondents gave an affirmative answer.

One State reported that "the question has been considered from time to time in a general way but no written specific statements have been made in regard thereto. Administrative functions under the same personnel have for many years become pretty well established." The descriptive accounts of these efforts indicate that there is general awareness of the fact that through the development of educational practices and policies, a philosophy of administration inevitably takes shape and tends to condition future policy and practice.

Researches and cooperations involving the groups indicated were reported and distributed as follows: Local school administrators, 26; Teacher education faculty groups, 24; State administrators, 21; Classroom teachers, 13; Representative laymen, 12; Graduate student

⁴ Op. cit., Standards for superintendence of schools.

groups, 9. It is clear from this distribution that the developmental activities reported upon by these State departments of education have involved a great number and variety of cooperations. It seems especially significant to note that nearly one-half of them have brought the layman into these studies and discussions, thus giving recognition to the importance of continuous social interpretation and lay participation in the total process of educational study and planning. There were 5 States in which cooperations with all groups listed were reported.

Altogether 24 of the 29 affirmative responses were amplified through descriptive statements and in several cases through impressive documentation. The many variations in approach and practice are apparent and in some cases are suggestively described in the statements submitted by the following States:

FLORIDA

Discussion under this point necessarily overlaps the discussion under many of the other points below; hence, most of the efforts we have made are broad enough in scope to deal with a number of phases of the problem.

(1) One of the earliest steps was through the work of the Florida School Code Committee. This committee consisted of representatives of prominent lay and professional organizations appointed by the Governor to study school laws and to propose a plan for improving school laws. Of course many of these laws related to administrative practices and procedures. Before the committee could formulate a definite plan for improving laws, it was necessary to agree upon a philosophy of school administration.

(2) One of the steps involved the preparation of the School Code, itself. Proposals for the School Code were discussed with principals, teachers, county superintendents, board members, trustees, and others, including laymen, throughout the State. This was all a part of the process of developing a philosophy of school administration.

(3) More recently, a number of handbooks on various phases of school administration have been developed, and these are now being discussed. These handbooks attempt to carry out the philosophy incorporated in the School Code.

(4) A year ago, the State Department of Education directed a survey of the schools of Dade County, which is the largest and most populous county in the State. This has been published and made available, not only to Dade County but to all counties.

During the past summer, the Florida Work-Conference on School Administrative Problems was organized, giving graduate students an opportunity to consider further the problems in these fields and to propose solutions. The main objective was the preparation of the handbooks to which reference is made above.

IOWA

Most of the work this department has done with reference to this question has been through direct county-wide meetings with boards of education and superintendents, in annual State-wide school board conferences, through meetings with school board officers and superintendents as we visit the various school districts, and in connection with a series of professional meet-

ings conducted each fall for faculty members and school board groups on a county-wide basis. In addition, from time to time we have set up in the State, educational commissions of one type or another on which representative laymen serve, thus keeping in close contact with the lay public through these efforts. For the most part the activities in which we have engaged along this line have been encouraging from the standpoint of the results obtained. We expect to continue work along these lines in the future.

MARYLAND

The cooperative development of a philosophy of school administration has been going on in Maryland for 25 years or more. The survey of the schools in 1916 by the General Education Board did a great deal to establish a sound policy of school administration in Maryland. As a result of that survey, many recommendations regarding administration were written into the law.

MICHIGAN

The philosophy of school administration has been developed as a part of the development of a total set of policies in the State curriculum study. In addition to such outcomes, we have asked a number of out-of-State education consultants to participate with us in conferences to discuss administration.

MINNESOTA

During the school year 1939-40 the State Board of Education adopted new requirements for the issuance of the superintendents' certificates. In this connection numerous meetings were held with representatives of the Minnesota Council of School Executives, which is a State-wide organization to which most superintendents belong. Representatives of the University of Minnesota also participated in these conferences. As a part of this program one of the city superintendents conducted a study as partial requirement for the master's degree at the University. This study served as a background for the final recommendations to the State Board of Education. This entire procedure, of course, involved a question of philosophy of education since standards cannot be adopted for training superintendents without considering this factor. A similar series of conferences is now being conducted with respect to the requirements for high school principals' certificates.

During the past two summers, members of this department have taught courses in summer school at the University of Minnesota. Among those which related to the philosophy of school administration were classes in State School Administration and Minnesota School Laws and Regulations taught by the deputy commissioner of education. These classes enrolled a large number of superintendents. Other courses were taught in the field of Agricultural Education, Education of Handicapped Children, School Libraries and Vocational Education . . .

This Department conducts each year in practically every county of the State, conferences with local school board members. A full day's program is provided and is designed to educate rural school board members with respect to their official duties.

MISSOURI

We have had a committee of administrators developing a statement of philosophy and purposes as a guide to our secondary-school curriculum program. This statement was discussed in 100 meetings throughout the State and over 320 school faculties evaluated it in tentative form before it was drafted in its present form.

PENNSYLVANIA

Many conferences were held prior to the development of administrative and supervisory certification requirements. Conferences included teacher education, faculty, administrative and supervisory officials, and State administration officers. From these conferences a philosophy of school administration was developed from which standards for the certification of school officials followed.

UTAH

The State Department has from time to time called together superintendents, high school principals, leaders in higher education, advanced students, and some classroom teachers, and presented to them the problem of building a philosophy and a program of education in Utah. At one time, about 1934, through this method we developed what we called a "Ten Point Program of Social Education in Utah," bearing particularly on secondary education. Last year the Legislature appointed a committee of fifteen to investigate the educational units of this State. Each division was asked to write a statement of its philosophy as of that date. In pursuance of this request, groups on each level were brought together and summarized their best thinking on philosophy of education for their division. These are available if desired.

VERMONT

One of the most successful means of developing a philosophy of school administration has been through the principals' discussion groups originated around 1938 by our Supervisor of Secondary Schools and continued through the cooperation of the State Coordinator for the National Association of Secondary School Principals. All public school principals were organized into discussion groups according to the district in the State most convenient for them to attend. Private and parochial school principals were invited and most of them attended.

Definite meetings were devoted to similar publications of the Educational Policies Commission and bulletins of the Secondary School Principals' Association relating to philosophy and general principles of administration. Other meetings were held and devoted specifically to practices and programs which principals wish to have discussed.

All superintendents and supervising principals are also organized into discussion groups or associations. This practice has been in operation since before 1920 and has proven a great source of professional improvement for experienced superintendents as well as younger members of the staff.

The School Directors or School Board Members have been organized into a few regional and one State Association. They not only consider general philosophy and principles of education but also consider desired legislation and practices that will improve the school boards and education in general.

Another agency starting since 1935, which has developed the policies of school administration has been the Professional Relations Conferences at the University of Vermont for the last two years and the stress laid on this topic in regional and State educational meetings. A definite continuing committee has been organized to make this a definite part of our Professional Conferences for each year.

- 2. Have specific efforts been directed in your State toward setting up qualifications necessary for administrative personnel?**
- a. If the answer to number 2 above is "Yes," please describe**

such efforts and their results briefly, with particular reference to the following:

- (1) *Extent and nature of the cooperations involved.*
- (2) *Extent to which such standards are made available to, and applied by, employing boards as a guide in the selection of administrative personnel.*
- (3) *Extent to which such standards are reflected in certification requirements for administrators.*

One State responded negatively to this question, one of the 5 States which at present require no legal qualifications for administrators. While it is true that in all other States reporting, specific efforts have been directed toward setting up qualifications for administrative personnel, the situation with respect to the reflection of these standards in terms of certification requirements and the employing practices of school boards is one of considerable variation. Having in mind the relative recency in many States of movements for certification for administrators, this situation is understandable. Again it can be said that this problem is a live issue in most of the States canvassed and that real progress is being made. Some of the varying degrees of progress and achievement are apparent in the statements sampled below.

CALIFORNIA

For a number of years the State Board of Education has set up standards which must be met by those seeking administrative credentials. Both the rules and regulations of the State Board of Education and the School Code make it necessary for an individual holding an administrative position to have met the qualifications and to have secured the school administrative credential. Higher qualifications are required for the city school superintendent than for the high school or elementary school principal.

CONNECTICUT

Standards for Superintendents have not yet been worked out except as specified in the certification regulations. The turn-over among Superintendents is not great in this State. The certification regulations are considerably in advance of the employing practices of local Boards. In other words, the certification regulations probably constitute a maximum requirement for many Boards.

DELAWARE

1. Standards for Superintendents are arbitrarily set by State Department.
2. Employing boards required to follow standards.
3. Certification directly follows standards.

FLORIDA

The School Code Committee recommended that all county superintendents should hold at least a college degree and should be trained in school adminis-

tration and supervision. This provision was proposed to be included in the School Code, probably be introduced as a separate bill.

Principals of all larger schools are now required to hold a certificate in administration and supervision.

A number of county boards have now adopted qualifications which go considerably beyond those required by the State.

IOWA

Certain qualifications from the standpoint of training and experience are required of all administrative personnel in the State. In the past these requirements have been 9 semester hours of graduate work with a minimum of two years of teaching experience. The training requirements, however, are being gradually increased. Beginning July 1, 1941, all candidates for the superintendent's certificate would be required to have a minimum of 15 semester hours of graduate work and beginning July 1, 1946, to have a master's degree.

These requirements are arbitrary in that all schools approved for tuition purposes must employ administrative officers who meet these requirements.

LOUISIANA

1. This Department, the State Board of Education, and the State Superintendent of Education have cooperated in setting up qualifications for parish superintendents, supervisors, and principals of schools. 2. These standards are required on the part of local school boards employing administrative personnel. 3. The standards are set up in the State-wide plan for the certification of teachers and are strictly observed by all parish boards of education.

Parish school boards throughout the State are required to observe the professional qualifications applicable to administrative personnel.

MARYLAND

The qualifications necessary for administrative personnel are required and followed in making appointments. All certificates are issued by the State Department of Education. Any county may have higher requirements.

In Maryland the by-laws passed by the State Board of Education have the force of law in respect to educational matters. Under this provision certification requirements may be and have been raised by the State Board of Education. There is a certification committee of county superintendents who recommend changes which, if approved by the entire group of superintendents, are presented to the State Board for approval or disapproval.

MISSOURI

Representatives of the State university, teachers colleges, and school administrators and teachers worked on committees to recommend changes to State Superintendent. State Superintendent adopted recommendations of advisory committees. The following committees cooperated:

- (a) Educational Conference—presidents and deans of all State and municipal teacher-training institutions.
- (b) Advisory Committee on Certification—
 - 2 teachers college deans.
 - 2 university faculty members.
 - 2 city superintendents.
 - 2 high school principals.
 - 2 members of state department.
 - 2 elementary school principals.

2. These standards are placed in the hands of all boards and must be followed if a school retains its accreditation.
3. Standards are incorporated in special administrators' certificates for superintendents, high school principals and elementary school principals.

MONTANA

Constitutional amendment was secured recently setting up qualifications for county superintendents.

State Board of Education maintains qualifications for administrative personnel through regulations in Handbook for Secondary Schools. These standards are in hands of administrators and school board members.

An attempt was made in the last session of the legislature to secure increased educational requirements for administrators in high school districts, but this effort failed, because further education of the public is apparently necessary.

VERMONT

The qualifications of administrative personnel have been very definitely improved by drawing up and publishing qualifications for being certified as principals, superintendents, and other supervisory fields. This has been something quite recent and the separate certification itself has been a recent innovation.

The Vermont Teachers Code has not only been printed and distributed but has been the subject of discussion and revision through our superintendents' and principals' conferences.

Not only have the qualifications in certification procedure been established in these fields but also a definite higher standard for administrators and normal school staff has been established.

WASHINGTON

The requirements for administrative personnel are mandatory. An administrator's credential is on a par with the teacher's certificate. An administrator not in possession of the proper credential is not entitled to his salary warrant. The requirements placed upon administrators are in addition to the requirements for teachers' certificates.

3. *To what extent do employing boards concern themselves with essential professional qualifications in selecting administrative personnel for the schools in your State?*

While this question seems to repeat the latter part of question 2a (2) above, it was included to give emphasis to the *quality* of current practice by employing boards in exercising their most important function, the selection of persons for leadership responsibility. To be sure a number of respondents replied to this question solely in terms of the extent to which employing boards conformed to certification requirements. Many others, however, indicated the extent to which employing boards do concern themselves with professional qualifications over and above those which are mandatory. The picture as presented in these statements again is an uneven one with very few states reporting that school boards tend to set up requirements beyond those legally required.

CALIFORNIA

Governing boards may employ only individuals holding appropriate credentials. As is probably the case everywhere, some governing boards show much more discrimination in selecting from available candidates than do other governing boards.

COLORADO

While the laws of Colorado have not set up special standards for administrative personnel, the boards of directors of the various districts whose function it is to employ its administrators, are very careful concerning their professional qualifications when making their selection.

CONNECTICUT

Few Boards have set up procedures for selecting an administrator. This is a matter on which we are working. Usually, the candidate possesses the certification requirements. This is perhaps the maximum requirement in many cases.

FLORIDA

There are a number of county boards in the State which have not yet adopted very definite standards or requirements relating to the professional qualifications for administrative personnel. However, such qualifications are being more widely adopted and recognized each year.

IOWA

Employing boards adhere strictly to the requirements specified. No exceptions are made to these regulations and practically all schools in the State maintain approved schools thus necessitating that they meet these requirements. Consequently, all boards, in employing administrative officers, concern themselves a great deal in practice with the selection of qualified personnel.

MICHIGAN

Our work in this area has been mostly through our school officers institutes where the importance of having a well-trained administrative head of the school is constantly stressed.

MINNESOTA

In general local school boards do not establish higher standards for superintendents than those prescribed as minimum standards by the State. In the selection of principals the larger high schools have been requiring considerably more than the minimum required by the State. Insofar as our office is consulted, professional qualities are seriously considered.

MISSOURI

A very small percent of employing boards disregard essential professional qualifications in employing administrators. Over ninety percent of the boards consult and follow the State Department of Education standards before employing an administrator.

NEBRASKA

Boards as a usual thing hold to higher requirements than the certification law prescribes, e. g., law requires bachelor's degree for administrative certificate. Many boards require at least a master's degree.

SOUTH DAKOTA

While employing boards, theoretically, are acquainted with the qualification requirements for administrators, administrators are sometimes employed without regard to these standards.

TENNESSEE

In practice, employing boards recognize State certificates as essential, official qualifications. The trend is to give increasing importance to character traits, personality, etc.

UTAH

Employing boards often fail to consider essential professional qualifications. During the past few years several men have been selected for administrative positions, only to find that they were not qualified by the State standards for such a position. In these events, they usually get immediately into school and attain the added qualifications. Cases are at hand in which they have been released because they were not fulfilling these standards.

WASHINGTON

The only concern, as far as we have been able to determine, of employing boards is to demand that the various administrators are in possession of the required credentials. We doubt whether most of the employing boards are much concerned with specific professional requirements. In our opinion, they are far more concerned with the successful administrative experience possessed by applicants.

WEST VIRGINIA

In 1939, 21 of the 55 employing boards in the State employed superintendents with a master's degree or higher qualifications. Some employing boards give superintendents a leave of absence in summer so that they can enter a graduate school. In such cases an assistant superintendent is placed temporarily in charge. All superintendents are employed for twelve months.

It is significant to note evidence in these quoted statements that in some states efforts are being directed to provide counsel and assistance to school boards with respect to the problem of selecting school administrators. In the main, however, efforts seem to be directed to making standards mandatory through certification laws. Such standards of course will always have to be conceived as minimal rather than maximal. It would seem that much more could be done than apparently is being done in the direction of making services available to employing boards that would very materially raise their standards of practice.

It is perfectly clear that the great majority of States now set up some minimum requirements related to training and experience of prospective school administrators. It is clear also that in the remaining States some progress is being made in that direction. These laws are obviously defensible as safeguards for the schools and the youth which they serve. It is generally agreed also that the standards set up by these laws must be progressively raised. They must ultimately provide guarantees that only the most competent and the

most literate, professionally, culturally and, socially, shall be trusted with leadership responsibilities in education. But laws are at best protective devices. They represent fixed points. They do not include within themselves the dynamics of progress. They must have behind them real moral sanctions. The profession itself must be ever ready and willing to set up and to make effective even higher standards for its members.

In the light of all this, State departments of education might well undertake to provide leadership in efforts which would be directed toward strengthening the hands of lay boards in the discharge of their essentially professional functions in relation to personnel. They might well concern themselves with the problem of making expert and disinterested counsel available to these boards in all personnel matters.

Specifically the following possibilities suggest themselves as worthy of study and consideration:

1. The development and acceptance of high standards and strong codes by professional associations.
2. The establishment of regional or State service groups representative of State, county and city administrators, schools of education and lay school officials for the express purpose of making professional personnel services available to school boards. These services might include counsel in setting up criteria for the selection of administrative, teaching and nonprofessional personnel. They might also include assistance and counsel in the development and use of more objective measures of professional competence, cultural literacy and personality factors. In States where school board associations are strong and active such services might well be cleared through a placement service operated by the association to serve member boards. The service group described above would in such cases be set up in an advisory relationship to the association agency. The purpose of all this is not to select personnel for local boards but to assist boards in the development of sound selection practices.
3. Availability of expanded services by State departments to local boards in personnel matters.

It is to be hoped that activities such as these may come to occupy an important place in the thinking and planning of all concerned in relation to this problem of developing standards and qualifications for the improvement of administrative services in the schools.

4. *Does your department undertake in any way to encourage objective self-evaluation of effectiveness on the job on the part of administrative personnel in the schools of the State?*

Twenty-two (or 63 percent) of the respondents gave an affirmative answer to this question. Of these, 17 filed statements descriptive of practices. The techniques developed by the Cooperative Study of Secondary School Standards were most frequently mentioned in these

statements. There were 11 such references. The statements which follow cover the range of activities reported:

IOWA

The supervisors from this office do encourage, through direct contact with administrative officers, objective self-evaluation of the effectiveness of their own work. To some extent they are encouraged also through the annual reports that school superintendents are required to make to this office each year. Illustrative of this point is the practice inaugurated this year of requiring all schools to submit a budget to this office for analysis. This is to become an annual requirement for approval and superintendents are being required to evaluate their own effectiveness in this connection through the suggestions and criticisms that are offered by this department relative to the degree of excellence of the budgets which they submit.

MARYLAND

The county superintendents meet frequently with the State Superintendent of Schools and certain practices in administration are discussed in detail. Naturally, in the course of these meetings, certain analyses are made of practices in the various counties. . . . If principals are included, the answer to this particular question is definitely "Yes," as the three High School Supervisors are working with these people constantly. In addition, during the past three or four years, the majority of the high schools of the State have been evaluated by means of the Evaluative Criteria, which in itself is largely a self-evaluative process. Generally, evaluation is carried on constantly by this group of administrators.

MICHIGAN

We feel that our Self-Survey of Instructional Progress, and our emphasis on evaluation of the curriculum, falls in this category.

MISSOURI

This department has made available check lists and administrative handbooks for evaluation. We are cooperating with the Association of Secondary School Principals in the use of "cooperative study" criteria. This program has just gotten under way this year. We require a comprehensive report from each high school district each year and a representative from the department visits each school each year.

By way of encouragement of objective self-evaluations of effectiveness on the job on the part of administrative personnel in the schools of the State, this department has promoted the use of the evaluative criteria developed through the cooperative study of secondary school standards and is now attempting to set up similar standards for the evaluation of elementary schools. Regional conferences with elementary principals have gone far toward the stimulation of self-evaluations on the part of elementary principals.

OHIO

The State Department of Education encourages the use of the evaluation of secondary schools developed by the Cooperative Study of Secondary School Standards and the use of, "A Program for Teacher Education in Ohio."

UTAH

On the secondary level, administrators are following the Cooperative Study Evaluative Criteria and in many cases ask neighboring principals and administrators to come and recheck their school and practices after their own evaluation.

VERMONT

The self-evaluation on effectiveness of the job is carried out through five different devices. One is the Superintendent's Monthly Report in which he records his visits to each school, his professional meetings and conferences, and special projects or other endeavors contributing to educational progress in his district. These reports of visits and activities have often been a very great help to the State Department when critical school directors, lay public, or legislators have attacked some school administrator or local school system.

Secondary schools have carefully studied the cooperative study of secondary school standards and have adopted some of the procedures suggested for evaluating their programs.

The rating of high schools through the standardization of the schools is definitely participated in by the high school principals and sometimes the superintendents. The State Supervisor, the principal, and the teachers work together in rating their own schools. Thus it becomes an instrument of self-evaluation of the school, the teacher, and the administrator. Another device for self evaluation has been the guidance program questionnaire and a study of high school graduates of 1940. Thus the principal has two opportunities to evaluate his own guidance program and in a broader sense, the effectiveness of his student personnel policies generally.

In addition to the use of techniques developed through the *Cooperative Study of Secondary Schools Standards*, apparently so generally in use in the States reporting, two of the techniques or approaches referred to in these statements seem to be especially promising, as reported by Connecticut and Michigan. The writer has had an opportunity to make some first-hand observations and inquiries with respect to both of these programs. No attempt will be made here to describe these programs in detail. They are cited only as promising approaches in relation to their possibilities as stimulants for objective self-evaluation on the part of superintendents and principals.

The Connecticut statement refers to "regional planning committee" activities. These activities are a part of a total program of evaluation and redirection of the Connecticut school system.⁵ The broader implications of this program will be discussed later in relation to State-wide programs for educational study and planning. Its importance at this point in the discussion is that the plan involves a large number of administrators, superintendents, and principals systematically and continuously engaged in evaluation studies which inevitably stimulate and encourage objective self-evaluation of individual effectiveness on the job.

The activities reported from Michigan relate themselves more directly to the question raised in this inquiry. In Michigan each superintendent files annually with the State department a *Self-Survey of Instructional Progress* as "a basis of cooperation between (each) public school district and the Department of Public Instruction." This is a most interesting and stimulating document which has been developed cooperatively. Among the major areas covered in this

⁵ Connecticut State Department of Education. Re-directing an educational program. Hartford, Conn. The Department, 1940. (Bulletin No. 1, January 1940.)

instrument are: Community School Development; Pupil and Teacher Personnel; Instructional Programs and Policies and their Evaluation; and Budget and Financial Data. The detailed breakdown under the first main section is reproduced here:

I. COMMUNITY SCHOOL DEVELOPMENT

A. School-Community Relations

Indicate by check mark the items which describe the relationship between school and community. Give concrete illustrations in the space allotted each item that you have checked. If the practice does not apply, do not fill in or give illustrations.

1. Members of the school personnel participated during past year in planned efforts to interpret the school to the general public and special groups. Illustration.....
2. Speakers from outside the community were brought into the community during the past year to aid in social interpretation. Illustration.....
3. The community has participated in a study of its educational needs. Illustration.....
4. The community is kept informed regarding the progress of the instructional program. Illustration.....
5. The community is informed regarding the financial affairs of the school. Illustration.....
6. The parents participate in study groups, visiting days, parent institutes, and other activities to learn about the work of the school. Illustration.....
7. Teachers are primary agents in a program of social interpretation.
8. The school plant is used by various community groups. Give illustrations or enclose descriptive material on policies and practices.
9. The school has served the community during the year by means of school projects. If so, enclose a brief descriptive account of such an activity.
10. Leaders in agriculture, business, industry, and the professions in the community were brought to the school during the past year to talk with pupil groups for guidance and instructional purposes.
11. The school staff utilizes the local or regional newspapers in interpreting the school to the community.
12. Community Council:
 - (a) A coordinating council has been organized in the community.
 - (b) Please enclose material listing or describing the functions of the council.
 - (c) Give the names, titles, and occupations of the officers of the council, denoting by asterisk the one to whom correspondence should be addressed.
 - (d) What projects has the council undertaken? Please enclose descriptive material.
 - (e) What agencies and organizations are represented in the council? Please enclose list.

- (f) In what ways do you consider the council to have been most effective?
Least effective?

B. Administrator—Board of Education Practices

Check, if the practice indicated applies to the local situation.

1. ----- The superintendent is considered as the executive and professional head of the school and attends board meetings.
2. ----- The superintendent plans the instructional policies with the board.
3. ----- The superintendent keeps the board informed concerning the progress of the school program and discusses educational policies with the board.
4. ----- The Superintendent assists the board in planning the budget for the coming year.
5. ----- The board purchases only such instructional supplies as are recommended by the superintendent.
6. ----- The board employs only such teachers as are recommended by the superintendent.
7. ----- The board has outlined definite policies pertaining to the duties and relationships of nonprofessional employees.
If so, attach a copy of the policies to this report.

C. Adult Education

1. Estimate the total cost to the school district of the adult education program (exclude building operation).
2. Of the total cost to the local school district, how much is reimbursed by the State or federal funds?
3. List community agencies carrying on some form of adult education activities.

| (a) Organized class work | Estimated number of adults reached |
|------------------------------|------------------------------------|
| ----- | ----- |
| (b) Incidental or occasional | ----- |
4. Please enclose copies of any material you have concerning the adult education program in your community, e. g., courses offered, informal activities sponsored, fees charged, age groups served, area served, by whom sponsored, etc. Statements suggesting how the adult education program may be improved on local, State, and national levels will be appreciated.

As previously noted the information provided through the medium of this document is requested as a basis for cooperation between each school district and the State department of public instruction and no effort is made to "rate" schools or school systems. It is not a scoring device.

5. *Describe briefly any activities carried on in your State in this whole area (I) which in your judgment have been valuable and effective from the point of view of developing standards for administration.*

About one-half of the respondents submitted additional statements at this point. For the most part these statements merely reempha-

sized activities previously referred to. Perhaps the most significant activity was reported from Missouri where in 1940 they developed and published a comprehensive administrators handbook.⁶ Four committees with a membership of nearly 50 administrators and college faculty members contributed to this handbook. As stated in the foreword—

This handbook for administrators has been prepared as a part of Missouri's program of curriculum development. The school curriculum necessarily includes all of the agencies of the school, administrative as well as classroom, since all of these agencies influence the school experiences of boys and girls. It is hoped that this bulletin may be of service in coordinating the administrative organization and procedures of schools with other curricular activities.

It is also the purpose of the State Department of Education to present to the administrators of the State a handbook which contains some useful guiding principles and desirable practices in school administration, as well as certain necessary regulations and standards for administering a school program on a State-wide basis. . .

The present handbook includes sections on State, general, and elementary-school administration as well as a section on secondary schools.

Among the other statements the following refer to activities which seem to be of value suggestively:

FLORIDA

The handbooks for county board members, county superintendents, trustees, and principals contain lists of suggested "Best Practices," as well as "Codes of Ethics." These should be very helpful in developing standards of administration.

It has been our policy to discuss all proposals with county board members, county superintendents, trustees, principals, and others at district conferences held in various parts of the State each fall and spring. These district conferences are distinctly procedures in developing better philosophy and standards for administration.

MICHIGAN

We feel that our emphasis on the community school has provided a core concept for the orientation of administration.

TEXAS

There is an active association of school administrators in Texas which has been effective in improving standards for administrators. This group has cooperated with state administrative organizations in developing and encouraging legislation.

UTAH

Three times a year the administrators of the State meet as a group. Once with the State Association each October; once by themselves, generally in March, and again, usually in June, in connection with the first week of summer school, at which time they discuss standards of administrative work, and other problems affecting their efficiency as administrators.

⁶ An administrators handbook for high school districts. Bulletin 2, 1940. Missouri at Work on the Public School Curriculum.

Chapter 2

In-Service Education of Administrative Personnel

IN THIS CANVASS, of leadership activities carried on by State departments of education and which have a bearing upon the improvement of administrative personnel the concept of the essential unity of the growth process has been kept constantly in mind. The inclusion of this section on in-service activities *per se* gives recognition to the fact that there are certain kinds of activities which are directed more specifically and consciously to the problem. This apparent dualism in our thinking and approach to the problem is understandable as we face the fact of the lag between practice and theory in our schools. It serves an important purpose also, within limits, insofar as it provides an emphasis upon the growth factor. It is only as instructional processes are planned and made effective by professionals who are themselves growing in competence and insight, that they can contribute to the ultimate purpose of the school, namely, pupil growth. In this section of the inquiry, therefore, attention is directed to those activities which are more consciously planned to provide opportunities and situations which contribute to the growth of administrative personnel.

As a preface to the analysis of returns it may be helpful to review and give emphasis to a few fundamental concepts in relation to this whole matter of growth in service. These have been stated with clarity and insight by Superintendent A. J. Stoddard.¹ That the lag between our best and that which is practiced in so many places is "so great as to be almost appalling" is a self-evident truth. It is equally obvious that "only through a *continuous* program of growth in service" can progress be made "in bringing together theory and practice." "That is, one cannot receive his training in one decade and then after a period of one or two decades go back to school and study again, and keep abreast of the developments within the teaching profession. It is only through a *constant understanding and adaptation* to the changing and enlarging body of knowledge and techniques involved in the profession of education that significant growth takes place." (The italics are mine.)

What, then, are the fundamental concepts which must be recog-

¹ Stoddard, Alexander J. The growth of teachers in service. Educational record, 20: 506-507, October 1929.

nized and applied in any program for in-service growth? They may be stated as follows:

1. *In any school or system of schools all professional workers, administrators and teachers must be growing together, if real gains are to be made. "It is tragic to find classroom teachers trying to grow in service when they are serving with a superintendent, principals, and supervisors who are not growing."*
2. *People do not grow in service because of something that is done to them by someone else. Real growth is the result of what people are able to do of, by, and for themselves. "In fact, there is something contrary to the dignity of teaching in a democracy in the idea that growth comes as a result of outside imposition." It is true of course that now and then such outwardly imposed programs result in some inward expression of a person's real self, and to that extent real growth may result. "It is a well-known psychological fact that the best growth takes place when the individual joins as a participant in initiating and planning the conditions that inspire the growth and continues to participate in all its processes." The devices used, lectures, conferences, institutes, workshops, etc., become, in cooperation, "an integral part of the process of dealing with the regular problems of the school and are so planned as to contribute to the solution of these problems."*
3. *Professional growth should be an on-going process that has no distinct parts, so that practically as well as theoretically the last days of service shall be the most efficient ones. Ways must be found to minimize distinctions between on-campus and off-campus activities through closer relationships between the schools and teacher education institutions.*
4. *Social and group motivations and drives must replace individualistic and egotistic drives. Just as better schools are finding more effective ways for challenging pupil learning, so far-sighted leadership is stimulating the development of the kind of environment in which administrators and teachers can participate in helping to provide situations in which they can grow and that are intimately connected with the job to be done.*

1. *Does your department undertake to provide any leadership consciously directed to stimulate and/or provide opportunities for in-service education for administrative personnel in the schools of the State?*

The great majority, 30 of the 36 respondents, answered affirmatively. These responses were documented with descriptive statements, many of which provided accounts in considerable detail. A great variety of activities was reported. These can be summarized in a rough order of frequency as follows:

Administrative conferences and discussion groups for superintendents and principals held annually or more frequently on a State-wide, county-wide, district or regional basis; curricular and instructional study programs, State-wide and local; study groups made up of superintendents and principals; self-evaluation plans involving superintendents, principals and teachers; through relations with graduate schools for special courses in administration; summer schools conducted by State department; State-wide cooperative

teacher education programs; schools for bus drivers, janitors, county superintendents; school visitation and conferences with administrators and school board members.

Altogether the picture is one of considerable activity. Among the most suggestive statements are the following:

IOWA

This department, during the school year, carries on rather extensive improvement of instruction programs which operate through the administrative personnel in reaching the classroom teachers. Most of the work that is done in graded and high school situations in connection with this program is handled directly by the local administrative officer although they make use of such materials as the department prepares in connection with this work. Most notable among these activities has been the concerted drive carried on by the State department in the field of reading both at the elementary and secondary levels.

LOUISIANA

The educational staff of the State Department of Education visits schools, calls on superintendents, supervisors, principals, and teachers. They stimulate these groups in the study of numerous educational problems concerning teaching, classroom supervision, and administration. Group meetings are called in various areas of the State which are attended by administrative and supervisory officers from surrounding parishes. The leadership and stimulation resulting from such conferences and group meetings have had a desirable effect in advancing the in-service education of the administrative officers as well as teachers.

MARYLAND

The State High School Supervisors are conferring constantly with the high school principals of the State in order to stimulate and provide opportunities for in-service education. Individual conferences, county, and regional meetings are held several times throughout the year for all the principals. This has been going on for 20 or more years. In addition, meetings of the attendance officers are held by the State Department representative in charge of attendance; conferences are held with the superintendents in the matter of transportation by one of the Assistant Superintendents who devotes part of his time to this problem; the High School Supervisors discuss occasionally in other meetings matters of administrative importance. The State Superintendent and staff discuss professional matters with the county superintendents.

MICHIGAN

Our administrative conferences for superintendents have been carried on experimentally for three years and are now on a routine basis. The following are the characteristics of this activity:

Initiative—local committees arrange and plan the meetings.

Team of consultants—in general, three consultants are present from the offices of the Department of Public Instruction, representing the Office of Administrative Services, Office of Instruction and Educational planning, and Office of Vocational Education. A consultant from an institution of higher education is also invited.

Attendance—superintendents and commissioners of the area.

Size of the conference—determined by local conveniences but not to exceed forty participants.

Nature of programs—the conferences deal equally with developments in the State program of education and administrative problems submitted by the participants.

Time—meetings begin at 10 a. m. and run through the afternoon. If other groups wish to participate an evening meeting can be arranged.

Other administrators and teachers usually participate in these conferences also. We also carry on regional conferences for county school commissioners. These are on an annual basis.

Mississippi

Twice each year a conference is arranged with all the school administrators of the State. This conference lasts one day and is held in eight different parts of the State on different days in order that all school administrators may attend without having to travel too far. At this conference the State Department of Education arranges to have a member of the department conduct a round table discussion of the problems in the field in which that member is a specialist. These conferences cover finance, transportation, vocational education, school buildings, agricultural high schools and junior colleges, adult education, rehabilitation and crippled children service, curriculum building, and teacher training. These subjects are discussed from the standpoint of the administrator. Naturally, problems of general administration come into the discussion also. The administrators themselves bring to these conferences questions and problems that have arisen in the performance of their tasks out in the field. By having these conferences twice a year, we are able to keep in close touch with the administrators and to help in directing their work.

Recently, we have established a summer school of one week for bus drivers. All drivers, with the county superintendents, were asked to attend for a week at State College. The programs here were given by experts in the care and maintenance of buses, safety, and the many other phases of pupil transportation which confront the driver of a bus and the administrator. This plan has been in operation only two years but has been highly satisfactory thus far.

Once each year we have a "school" of several days duration for janitors. Just one is held in the State. All janitors and their superintendents are asked to attend. Specialists in the various phases of janitorial service offer instruction for the janitors and for the administrators at this school.

We are beginning this year a "school" of one week for all county superintendents of education. These superintendents have arranged to meet with us at State College and study together the various phases of county school administration. Naturally, this school will cover about the same subjects discussed in the conferences mentioned in the first part of this letter. However, these problems will be discussed in this school from the standpoint of the county school administrator. This school should supplement and strengthen the work done in the conference.

Just recently, we have made a start in the setting up of an in-service teacher education program. This was done by having a one-week program at State College which was attended by representatives from senior colleges, junior colleges, county superintendents, local school superintendents, county elementary supervisors, classroom teachers, and separate district superintendents. This marks the beginning of a program in the State for training teachers already in service in a more effective and cooperative manner than has been done before. The purpose of this conference was the making of plans to help the colleges, with the aid and cooperation of county superintendents and the others represented, to institute a program for these teachers.

TEXAS

There is an annual meeting of State administrators sponsored by the State Department of Education which offers an opportunity for administrators to participate in creative educational activities. There are various district or regional meetings which also offer these opportunities. The State has 24 deputy State superintendents who reside in their respective districts and with whom the administrators have an opportunity to discuss educational policies.

VERMONT

Special assistance is given to beginning superintendents through various administrative devices by the Commissioner, the Deputy Commissioner, and the appropriate State supervisor since the State Department of Education assumes considerable power in selecting local superintendents for its privilege of recommending candidates to be considered. The State Department likewise assumes considerable responsibility in seeing that beginning or new superintendents may have help and that they may make a success of their jobs. Since Vermont is organized into large supervisory unions and since 53 out of 57 superintendents and supervising principals are in these large districts, it is much easier to be of direct assistance in our local administrative problems. During the last decade the number of superintendents and supervising principals has been reduced from over 90 to 57 by means of consolidating small units into supervisory unions of 30 or more teachers. At present there are only four districts not included in the consolidated supervisory unions.

2. *Are any activities carried on under State department leadership or stimulation which provide opportunities for practicing administrators to participate in creative educational activities with any of the following groups OUTSIDE of their own organizations?*

Teachers—pupils—parents—other lay groups—State Department of Education staff—other State department groups (such as State Department of Health).

There were 9 States which made no response to this question. The remaining 27 States checked the groups listed according to the following distribution: Teachers (20), pupils (7), parents (15), other lay groups (14), State Department of Education staff (22), other State departments (16). Five States checked all groups, 1 State checked only "other State departments" and 1 State checked only "teachers." These variations were in all cases consistent with the descriptive statements that were filed. These descriptive statements, with one exception, did not, however, reveal any reference to participations involving pupils, or give any clue to the nature of the "pupil" participations as reported through the check list. The State of Missouri referred to a "model State assembly for high school students." but provided no further information.

A word about student participation in creative educational activi-

ties seems to be in order at this point. That youth, both in school and out of school, should have a place in educational councils and be more actively involved in planning for their own growth is a valid extension of a concept previously emphasized as fundamental in developing programs for teacher growth. The report of the Evaluating Committee of the National Committee on Co-ordination in Secondary Education² in its proposal for a Community-Youth Council as a means of operating an educational program commensurate with the needs and obligations of youth makes the following pertinent observation:

It is unnecessary to make a case for the wisdom of having young men or women members of the Community-Youth Council. Representatives of the age group being served have not only some contribution to make to its deliberations, but a council concerned with youth should bring them actively into the planning for their own growth. These representatives should be selected from the elected youth leaders in the secondary schools, N. Y. A., C. C. C., or any of the agencies serving youth. In any event, youth representatives should be active in the Community-Youth Council. (The italics are mine.)

The writer's own experience as a recent participant in conferences on educational problems of youth, sponsored and conducted by alert youth organizations, has been a revelation with respect to the potential capacity of young people of secondary-school and college age to analyze and evaluate educational programs in relation to their own felt needs.

It is evident from the reports filed that considerable progress has been made in many States in broadening the base of participation in educational research, study, planning, and implementation and by so doing providing experiences which contribute to the professional growth of school people. It would appear, however, that little has been done thus far in attempting to give youth itself a place at the council table. By way of illustration, the State of Michigan has released a bulletin entitled *Building Better Citizens* which describes a *Cooperative Program for Michigan Communities* and outlines suggestions as to how the community can build a coordinated program in terms of "How the Community Can Help," "How Parents Can Help," "How School Officers Can Help." It lists the possible contributions of local schools, executive educational agencies, 50 State-wide agencies, and professional and lay groups, but *all of them adult* groups and agencies. There is no mention of a single youth group in this comprehensive and excellent program for cooperative planning and action for building better citizens. Youth-serving groups are represented, to be sure, and the accent throughout is on participation, on experi-

² Maxwell, G. L. and Spaulding, Francis T. The relationship of the Federal Government to the education of youth of secondary-school age. National association of secondary school principals of the National education association. Washington, D. C., The Association, 1941. 24 p. p. 12.

encing democracy, but apparently these experiences are to be planned for youth and adults, with adults doing all the planning except at the level of the classroom. Out-of-school youth is nowhere directly represented.

It would appear, therefore, that even in those States where extensive cooperations between professional and lay groups in fact-finding policy-making and planning have become the rule, with great values accruing to all participants, there is still room for even wider applications of the concept of full participation by all concerned at all levels and at all stages of the total process. There can be little doubt that through these extended and varied participations school people everywhere will be helped to grow in understanding of the school as a unifying factor in social development. Localism and professional isolationism are twin enemies of educational and social progress. Perhaps the most ambitious and unique program reported in this area is the so-called Connecticut plan previously referred to.

In a foreword addressed to members of citizens councils and educational committees, Commissioner Grace of Connecticut outlines problems with which the Connecticut plan¹ of cooperative study and attack is attempting to deal, in these words:

. . . The most intense debates in the future no doubt will ensue over the definition of the extent to which the services and functions of education shall be extended or re-directed.

No thinking citizen desires to return to the procedures and practices either in government or in education that prevailed in generations past. On the other hand, every citizen has a right to expect these social institutions to keep pace with changes in society. The simple process of adding services or of developing new functions either by legislative enactment or through social pressure to meet the exigencies of the moment does not necessarily indicate progress. Destructive criticism, unintelligent budget cutting, and false economy, however, will not solve the major problem. *A far-sighted policy of planning and of constructive action* should be the ultimate objective of all who seek to preserve these fundamental institutions . . .

To provide for such planning and action Connecticut has developed an organization of State-wide and regional citizens' councils and educational committees in order that the combined wisdom, experience and intelligence of citizens and educational practitioners may be used effectively in whatever development and re-direction of the educational program may be necessary in that State.

That many other States are equally aware of the need for, and the possibilities inherent in, varied and extended cooperations and participations is evident from the statements submitted in response to question number 2 above. It should be noted that a number of these statements relate, however, to participations involving State depart-

¹ Connecticut. State department of education. *Re-directing an educational program*. Hartford, Conn., The Department, 1940. (Bulletin No. 1, January 1940).

ment administrative personnel only, with no mention of local administrative personnel as being involved or encouraged to participate. Participations as reported may be enumerated in part as follows: Local study groups involving both lay and school people; State-wide research and planning activities; subject-matter conferences with colleges and universities; cooperations with State departments of health; State-wide cooperative programs in civic education; institutes at university centers; school evaluation programs; State commissions for democracy; State-wide teacher education programs; State advisory committees; and rural-school improvement projects. The following statements provide some further detail:

GEORGIA

Through local study groups, as indicated above, administrators participate in the study of problems of the education of teachers and laymen. We have been active in trying to give the parents and laymen a place in this study. Our State curriculum program has a permanent committee of laymen, and the Parent-Teacher Association of the State has published a bulletin in connection with our program to be used in local study groups.

IOWA

Superintendents have an opportunity to participate in creative educational activities through meetings stimulated by this department with school board groups and lay groups. Occasionally they also have opportunities to participate in teacher groups in connection with our improvement of instruction program through the fall tri-county meetings.

MARYLAND

At least once a year a representative of the State Department of Health meets with the superintendents to discuss certain aspects of the health program in the schools. Conferences of administrative personnel, with teachers, pupils, parents, and other lay groups are usually held under the direction and leadership of the county superintendents.

MICHIGAN

The following activities are relative: (1) work with the Michigan Advisory Commission on Education—a lay group, (2) work with the Michigan Council on Education—a coordinating organization for professional educational organizations, and (3) special study conferences like our teacher education conference at Mt. Pleasant which administrators, teachers, and college personnel study together.

MINNESOTA

The State Department of Education cooperates with the University in conducting a series of two-day subject-matter conferences. Each conference is concerned with a subject matter field, such as Mathematics, English, Social Studies, Sciences, Foreign Languages, etc. The meetings are attended by teachers and administrators. The Department also cooperates with the University in conducting institutes at the Center for Continuation Study at the University. These institutes run for a period of three to five days and often include teacher training personnel, school administrators, teachers and, sometimes, laymen. Institutes have been held in fields such as guidance, development, recreation, higher education, etc.

MISSOURI

Secondary school principal's discussion groups sponsored by association of secondary principals in cooperation with State Department. Over 130 meetings held this year with more than 13,000 teachers, administrators, and laymen in attendance.

Advisory committee of city school superintendents composed of 27 school administrators from all sections of the State. This committee meets with the State Superintendent five or six times each year to consider the State school problems. The members report back to administrators and teachers in their respective areas.

Annual meeting of state school board members where school administrators discuss problems of education with school board members.

Meetings of state department staff members with rural boards of education in each county each year. These meetings were held also for high school boards in 30 counties this year.

Annual model State assembly for high school pupils.

Series of radio programs over six stations sponsored by State Department and participated in by various schools over the State.

OHIO

Recently, the Department has been active in helping to organize the Ohio Commission for Democracy. Representative school administrators and members of the State Department of Education are on the Commission. This Commission works with parents and lay groups in promotion of community activities and relationships. A greater portion of the publicity for the Commission is cleared through the State Department of Education.

OREGON

This department has provided opportunities for practicing administrators to participate in creative educational activities with teachers, lay groups, and with the staff of the State Department of Education. This participation has been made possible through cooperative efforts in the development of administrative standards by research committees representing State and regional organizations of administrators.

TENNESSEE

The State Department of Education in cooperation with the Tennessee Congress of Parents and Teachers is promoting a project for the improvement of small rural schools. Teachers, pupils, parents and other agencies are participating in this project. The project is entering into its third year, and the results of the project are increasingly beneficial each year.

The State Department of Education, the State Department of Health, The University of Tennessee, and the Tennessee Valley Authority have jointly employed a Health-Coordinator to develop and foster a program of health education in the schools of the State. Three major activities have been undertaken: (1) The development of a teacher-training program in the teacher-training institutions; (2) a study of the causes, prevention and cure of tuberculosis; (3) and a study of the causes, prevention and cure for venereal diseases by the elementary and high school students of the State.

Guides for these studies have been prepared and distributed together with a kit of printed materials on tuberculosis.

The State Department of Education and the State Department of Conservation are cooperatively developing a program of conservation for the elementary schools of the State. The State Department of Conservation has made available to the field of conservation a vast amount of printed and visual material.

Chapter 3

Inter-Relationships Between State-Supported Teacher-Education Institutions and Public School Systems Contributory to Professional Growth of School Administrators

IN 1933 Dr. Charles H. Judd presented a provocative paper before the American Association of Teachers Colleges on *Next Steps in the Improvement of Teacher Training*.¹ He demanded among other things a "new relation to the public school system." During more recent years there has been a general and steady movement in the direction of progressive change in the content and method of teacher education. It has not been so clear that great progress has been made in the development of essentially new relationships between teacher-education institutions and the public schools. In the discussions that followed the presentation of Dr. Judd's paper, Prof. O. G. Brim made this very challenging statement:

May I say one thing with reference to the public schools of the State? You may train teachers; you may work until you are black in the face, or bald, but your service is fruitless unless you folks get hold of the school superintendents of the State and develop a new type of administrator. Our school superintendents are trained by our universities and arts colleges, and they are keeping your teachers from doing what you want them to do.

Dr. Judd pointed out that there had been "little or no commerce" between teacher-training institutions and the public-school system in the immediate neighborhoods of these institutions. His plea was that "somehow teachers colleges must find a way to overcome their isolation," that these colleges should "assume leadership in the production of new materials for the school curriculum and in the development of new methods of teaching," that for too long teachers colleges have been "satisfied to follow rather than to lead."

More recently the Commission on Teacher Education has initiated its program based upon a recognition of the "lag between what we discover and come to believe and what is actually done in practice," offering cooperation with actual groups at work on the problem in getting something done to take up this lag.² All reports to date indicate that real progress is being made in the direction of stimulating

¹ Judd, Charles H. *Next steps in the improvement of teacher training*. Twelfth yearbook. American association of teachers colleges, 1933. p. 25-31.

² Bigelow, Karl W. *Cooperation in the development of teacher education*. Eighteenth yearbook. The American association of teachers colleges, 1939. p. 86.

new relationships between school systems and institutions concerned with the education of teachers in the States and institutions included in the Commission program.

In this inquiry information was sought respecting progress generally in this direction through the following questions:

1. *Are supervisory services of teacher-education institutional staff members available to the public school systems in your State?*
 - a. *If the answer to number 1 above is "Yes," please describe briefly the arrangement in effect.*
2. *Are the services of administrative personnel in the public schools utilized in the education of teachers in the State supported teacher-education institutions in your State?*
 - a. *If the answer to number 2 above is "Yes," please describe the nature and extent of such arrangements.*
3. *Describe briefly any other activities carried on in your State in this whole area (III) which in your judgment have been valuable and effective in developing closer working relationships between State supported teacher-education institutions with the public schools of the State.*

There were 29 affirmative responses to question 1 and of these 3 offered qualifications such as "to a very limited extent," and "through advisory and conference activities only." Seven States made an unqualified negative response. It is apparent from the statements which are sampled below that in a considerable majority of the States represented progress is being made in terms of the availability and service of teacher-education staff members for cooperative supervisory services to the schools.

GEORGIA

A cooperative program of supervision has been worked out between the State school supervisors and the supervisors representing teacher education institutions in the University System. Two supervisors of the University System spend their entire time working with the supervisors of the State Department of Education, making surveys and carrying on other general advisory duties. In addition, the practice teaching program in the state is being carried on at present on an apprenticeship basis, in which supervisors from the teacher-education institutions spend considerable time with the student teachers in an actual teaching situation.

IOWA

All three of the State-supported teacher education institutions: Iowa State Teachers College, Cedar Falls, Iowa; Iowa State College at Ames; and the State University of Iowa, Iowa City, maintain extension services through which personnel is available to the schools of the State with reference to cer-

tain types of service. Extensive use has been made of this personnel in connection with the State department program of improving instruction in connection with testing services and in addition, the personnel of these various departments are subject to call on the part of the school administrators. Iowa State Teachers College is probably providing the most extensive service with reference to personnel, since they have a staff of five or six people whose full time is devoted to this work.

LOUISIANA

Instructors in teacher-education institutions are available to the public schools for meetings and conferences as planned and arranged by the State Department of Education or by local parish superintendents. Such services are frequently rendered and they undoubtedly contribute to the growth and better training of school administrators.

MICHIGAN

We try to arrange continuing consultant relationships between school districts and staff members and teacher educating institutions. A great many of these staff members are brought in through our annual county institutes for teachers.

MONTANA

In the community in which teacher training institutions are located, definite arrangements are made whereby the staffs of the teacher training institution give the services to the public schools.

Members of these staffs participate in educational meetings, parent teacher groups, and frequently give courses in communities throughout the State.

PENNSYLVANIA

Teachers colleges send staff members to counsel with personnel of school districts. Placement follow-up work; survey and clinical services.

TENNESSEE

Each State-supported teacher education institution sends into the public schools of the State a high school supervisor and an elementary school supervisor. These supervisors work in the field nine months of the year and at the college the remaining three months.

The University of Tennessee also makes available its Education Department for field service upon request.

One of the teacher-training institutions invites groups of elementary and high school teachers to attend workshop courses on the campus during the summer. Each group remains on the campus one week.

TEXAS

Supervisory services of teacher-education institutions are available to public school systems through:

- (1) State curriculum conferences.
- (2) Cooperative research projects.
- (3) Extension courses.
- (4) Administrative consultants.

Responses to question 2 followed practically the same distribution as for question 1, 30 affirmative (of which 4 were qualified) and 6 negative. Only 4 of these negatives came from the States which had replied negatively to question 1. The most common form of utiliza-

tion of administrators in the education of teachers seems to be through their engagement as instructors at summer sessions. This is reported as common practice in 20 States. Other activities are reported as follows: Participation at conferences in teacher-education institutions (5); teaching extension classes during the school year (3); participation in planning education courses and programs (3); administration of student-teacher programs (3); participation in special-assembly programs (1); and meeting with classes for special discussions (1).

The statements submitted in relation to questions raised in this area of inter-relationships between teacher-education institutions and the schools provide evidence that the importance of these closer relationships is recognized in many States. Progress in developing these relationships is uneven but encouraging.

Chapter 4

The Study and Implementation of Educational Problems on a State-Wide Basis as a Medium for Effective Participation on the Part of School Administrators

THE ANALYSIS of returns thus far has made it clear that professional growth on the part of administrators and teachers is largely conditioned by the extent to which situations and opportunities are provided for them to participate creatively in the study and implementation of problems which are of immediate and pressing importance to them. While these administrators and teachers are concerned primarily, and of necessity, with the continuing improvement of educational services in the local situations in which they are placed, they are also much concerned with the relationship of their efforts to problems of broader significance. A State department of education, therefore, is charged with the obligation to see that local and community efforts and achievements are coordinated and related effectively to the interests and needs of the people of the State as a whole. The question of centralization or decentralization of educational authority or control within a State is not involved here. Interest is centered, rather, upon the operating concept of the role and function of the State department with respect to the study and implementation of educational problems on a State-wide basis. Even in a highly centralized State educational organization from the point of view of statutory authority and control there is ample opportunity for the implementation of that control through cooperative rather than dictatorial means. Surely cooperative means are more to be desired both from the point of view of ultimate soundness and effectiveness of policy and program and from the point of view of their contributions to growth in understanding and professional competence on the part of those who administer and teach.

For these reasons it seemed appropriate to conclude this inquiry with questions directed toward these basic questions of State policy and procedure which so directly condition and give character to opportunities for growth in service for the total group of professional personnel within the State.

1. *What is the present status with respect to State-wide educational study and planning activities in your State?*

Undertaken and completed—In process—Projected for the future—A continuing process.

The inquiry form came back from 3 States with none of the items in this section (IV) checked. One of these States did, however, file a statement indicating that a survey had been completed. The distribution of responses to this question is interesting from the point of view of attitudes toward the problem of State-wide study and planning. These were distributed as follows:

| State-wide educational study and planning activities: | Number of States |
|---|------------------|
| Have been undertaken and completed..... | 3 |
| Are in process..... | 3 |
| Are projected for the future..... | 4 |
| Are in continuous process..... | 22 |
| No program reported..... | 4 |

2. *Are recommendations for legislative action on educational matters in your State based upon findings resulting from cooperations and researches involving participation by professional groups within the State?*

There were 31 affirmative responses to this question (2) with one qualified, "questionable—somewhat." There were 2 negative responses and 3 blanks.

3. *Describe briefly any activities carried on in your State in this whole area (IV) which in your judgment have been valuable and effective in developing a broader understanding of educational problems and wider participation by all parties concerned in their study and implementation.*

Among the statements filed in response to this invitation 3 were concerned with procedures related to question 2 above. These illustrate a number of different approaches and are reproduced here:

COLORADO

The Colorado Education Association works with members of the Legislature with reference to bills which concern education and which are introduced in the legislative session.

MINNESOTA

During each of the last several sessions of the Legislature the State Department has proposed a series of legislative bills. These have been introduced to the Legislature as committee bills, sponsored by the education committees of the House and Senate. Joint committees have been established by the

Minnesota Council of School Executives, the State Department of Education, and the Minnesota Education Association.

The research for legislative action has been largely conducted by the State Department of Education. The Minnesota Education Association has also conducted studies relative to such questions as teachers' salaries, school district indebtedness, taxation, etc. These have been conducted in cooperation with the Department of Education. The present interim committee on education is utilizing research studies made by a wide variety of groups and individuals.

RHODE ISLAND

Legislation is being prepared for submittal at this session of the Legislature. Work has been carried on by a group of teachers and public school officials, including school committee members as advisory assistants to the Commission.

A series of meetings, etc., proposed throughout the State for education of citizenry previous to legislative presentation of educational bills.

The entire educational law for the purpose of revision has been in the process of study for the entire year.

The Commission's work is to be continued and projected into the future. The Commission was appointed by one Governor and endorsed by a new Governor of a different administration, and recommendations included in his inaugural.

The remaining statements filed in response to this question (3) referred to, and in some cases described, a considerable variety of study and planning activities involving wide participations. These are sampled here:

CONNECTICUT

Previously cited, p. 108.

DELAWARE

Two types of educational problems have been thus studied (1) financing education and budgetary procedures and (2) problems involved in the records for a retirement system. The latter, however, has been worked out by a public commission employed for that purpose.

One of the most influential educational movements in Delaware is that carried on by the Delaware Citizens Association which sponsors the State P. T. A. It is not specifically concerned with administrative problems aside from that of financing. It publishes four times a year the Delaware Educational Journal, but this is likewise devoted to general educational problems and deals with administrative problems incidentally. The State Department cooperates with all these agencies, a member of the Department acting as editor of the School Journal.

Arrangements are now being made for a conference and a study which will constitute a follow-up program of the *White House Conference on Children in a Democracy*.

GEORGIA

For the next three years, a committee consisting of approximately fifty people, including representatives from lay groups, public schools, and privately and publicly supported colleges, will be studying through committees and conferences a State-wide program for the education of teachers. This study has been made possible through the sponsorship of the National

Commission on Teacher Education. This work is being carried on in Georgia through a committee known as the Georgia Advisory Committee on Teacher Education and Curriculum.

During the year 1940-41, a committee representing public schools, teacher education institutions, the State Department of Health, and laymen will be actively engaged in an integrated program of health education, including physical education, recreation, safety, and health instruction. This committee hopes to publish a bulletin which will be a guide to teachers and to teacher-education institutions in the development of this program. This bulletin will be off the press by May 1, 1941.

KENTUCKY

The Superintendent of Public Instruction is directing a study which will lead to the improvement of instruction in Kentucky. This program is of State-wide scope and is designed to involve the entire education personnel of the State. In September a conference on teacher education (pre-service and in-service) was held in Richmond, Ky. To this conference were invited representatives from the public school, from the private college, the public college, and the State Department of Education. One week was spent in thinking through the problems relating to the improvement of instruction. A report of this meeting will be published in the December Educational Bulletin published by this Department.

Following the conference at Richmond there are to be held regional conferences in eleven centers. To these conferences will be invited superintendents, principals from the public schools, and representatives from the institutions of higher learning. Each conference will devote itself to the examination of the problems involved in the improvement of instruction in particular school units and to the formulation of a program designed to meet some of the issues.

It is hoped that these regional conferences will be followed by the inauguration in many of the school units of a program for the improvement of instruction, to the end that they serve better the children in school. The staff of the Department of Education and selected members from the staffs of the state institutions of higher learning will be in the midst of the programs in the capacity of consultants and advisors. The role of the State Department in the total program will be one of leadership and stimulation. Each local problem will be built around the problems found in the district in question. The program is designed to continue over a series of years with State-wide and regional conferences following in general the pattern outlined above.

MARYLAND

During the past year a survey has been made of the State school system. This survey was largely a matter of self-analysis on the part of the entire school system, but particularly on the part of the county school administrators. A study was made of each county system in detail by the local county superintendent and his assistants, and reports were made to the Director of the Survey.

MINNESOTA

The Minnesota Education Association has recently established an educational policies commission. Its first meeting was held during the State convention. The last session of the Legislature appointed a committee on

education which is completing a study of the educational system of the State. It will have recommendations concerning school organization, school finance, teacher education, and changes in the school code.

OHIO

Through the Annual Fall Educational Conference sponsored by the Ohio State Department of Education in which college and public school administrators are involved and through close cooperation of the Research Department of the Ohio Education Association, the Ohio Department of Education is able to secure and promote State-wide participation in common educational problems.

This year more than twenty secondary schools are using the Evaluative Criteria for Secondary Schools.

There is also under way a State-wide study of the elementary schools involving curriculum material and standards for evaluation. Many school administrators are involved in each of these projects.

OREGON

State-wide educational study and planning activities have been continuous in this State for several years. Study groups composed of representatives of the State organization of city superintendents, the high school principals, and the elementary principals are working continuously on the administrative problems and plans for teacher education. Reports are made at the annual conferences and many recommendations are put into effect by the State Department of Education.

TEXAS

State committees on curriculum research and revision, State conferences on various school problems, and an active Texas State Teachers Association have all been effective in developing a broader understanding of educational problems and a wider participation by all parties concerned in a study of these problems.

VERMONT

In 1933 an educational commission was appointed by the Governor to study all educational needs for Vermont. The profession was very fortunate in having the very highest type of lay and professional people on this commission. Their recommendations are included in the publication *Vermont's System of Education, Report of the Vermont State Education Commission, 1934*. Due to their recommendations and the forward-looking policies of the State Department of Education and to the generosity of the State Legislature, the following supervisory services were established in the State Department of Education:

In 1935 the high school supervisor, the health and physical education supervisor, and research director. In 1936 the guidance director combined with research director and the school building draftsman. In 1937 the rehabilitation director; in 1938 the director of vocational education to coordinate the various vocational education activities; in 1939 assistant supervisors in agriculture, in home economics, and in trades and industries; in 1940 defense assistant supervisors in trades and industries, agriculture, home economics, and three full-time secretaries during these years. Superintendents and principals have participated in the educational commission studies and in the establishment of local services resulting from the State services.

Another result of the study of the Educational Commission was the increase and modernization of State aid to local schools. Likewise special studies have been made of the need and operation of State aid.

A special study of transportation in the last two years calling for the cooperation of school directors, supervisors, and State Department officials is illustrated by the enclosed materials. The object has been to increase the availability of transportation for school pupils.

Every high school principal and every teacher training institution cooperated with the State Department of Education in the study *A Planned Supply of Teachers for Vermont*. Through their participation in this study, they became more acquainted and more interested in the question of the supply and demand of teachers.

The status of 10 or a dozen two-year high schools in the State was studied in detail and reported on by the State Department of Education in cooperation with the local schools. The administrators were thus educated as to the needs of their schools in contrast with comparable four-year high schools. The result was the discontinuing of some two-year high schools and the improvement in the offerings of the remaining two-year high schools.

WEST VIRGINIA

A few years ago a curriculum project was undertaken as a cooperative project by college professors, superintendents, principals, departmental members, and teachers. The results of this study have been reviewed annually by a special committee. This process has kept interest alive, and provided necessary revision to keep the investigation professionally alive. At present the department is cooperating with a state retirement committee composed of teachers, superintendents, college professors, and laymen. The purpose of this study is the development of an actuarially sound retirement system for West Virginia.

4. *How would you characterize and describe the role and the function of the State department of education in your State under existing statutes and authorizations with respect to the study and implementation of educational problems?*

The current situation with respect to State department organization and practice in the field of instructional activity has been so well and so recently summarized by Moehlman and others¹ that interest was centered here in ways and means employed through State department leadership to stimulate and carry forward studies of educational problems. While Moehlman points out that there is little of the functional approach in the typical State department organization, the statements submitted in response to the question above do reveal rather generally a point of view which stresses responsibility for the improvement of the local operation of the education function. There seems to be general acceptance by the States responding of a broad responsibility for educational planning for instruction and a belief

¹ Moehlman, Arthur B. *School Administration*. New York, N. Y., Houghton Mifflin Company, 1940. p. 663-90.

Alexander, William M., *State leadership in improving instruction*, New York, N. Y. Teachers College, Columbia University, 1940. 193 p. (Contributions to Education, no. 820.)

that this responsibility should be limited to furnishing leadership and stimulation to the communities through local professional leadership. The "leader concept" is emphasized in these statements. Interpreted in the light of descriptions of practice it appears that the majority of the States represented believe in the cooperative method by which the ability and experience of the teaching profession are capitalized and thereby improved and strengthened. Moehlman's finding, that in the typical State instructional divisions are so organized as to be possible of coordination only through the office of the State superintendent, does of course impose a difficult condition in terms of the nature of the participations involved. In the light, therefore, of the generally expressed interest in implementing leadership through increasingly cooperative action it would appear that progress could be made in the development of more functionalized types of State department organization. A number of States have apparently developed functional organizations which are significant in revealing trends in this area. Their significance lies mainly in the fact that the emphasis in these States is upon State guidance programs rather than upon standardized State programs as an objective.

Nineteen of the States included in this study attempted to formulate a brief statement of their concept of the role and function of the State department with respect to the study and implementation of educational problems. The majority of these are reproduced here:

CALIFORNIA

For more than a decade the policy of the State Department of Education has been to assist local school administrators in meeting their problems. The State Department of Education publishes no official courses of study, nor does the State Department act as a law-enforcing agency. It is, of course, hoped by the State Superintendent that the members of its staff will be capable of leadership in meeting educational problems. Unless the School Code specifies otherwise, and it does so in only a few places, local authorities make the decisions which determine educational policies in their communities. The policy of the State Department of Education may thus be summarized as being cooperative, while at the same time it recognizes its responsibility of leadership. In legal matters the State Department calls attention to infractions of the regulations and of the School Code if such exist, while penal action lies with local complaints lodged with local district attorneys. Chief contacts with the schools are maintained through visits, through meeting administrators in conference groups, through field work by members of the State Department staff in local communities, through organized conferences attended by school administrators and the annual conference of school administrators, and through cooperation with the higher educational institutions of the State in planning conferences for administrators.

FLORIDA

By law, the State Department is designated to assist in "providing professional leadership and guidance and in carrying out the policies, procedures, and duties authorized by law or by the State Board or by him (State Superintendent) to attain the purposes and objectives of the School Code." The

State Department is definitely recognized as having responsibility for stimulating and, to some extent, directing the study and implementation of educational problems in the various fields.

GEORGIA

In 1937, through the cooperation of all the education groups in Georgia, a complete revision of the school laws in Georgia was effected. Practically all of the persisting laws were repealed and three new laws were enacted. These three laws set up a State Board of Education consisting of laymen; provided a law for the purchase and distribution of free textbooks, and set up a minimum term of seven months' school from State support. In the administration of these laws, the State Board of Education was given a great amount of discretionary power. There are very few statutory laws which govern administrative problems in the State.

MINNESOTA

During recent years a serious effort has been made to bring about a greater decentralization of school administrations within the State. Every effort has been made to utilize existing agencies and organizations rather than to create new and conflicting ones. Drastic curtailment of funds available to the Department has prevented the development of a complete and comprehensive organization of local study groups. The Minnesota school law permits the commissioner of education to call meetings of local administrators at such times and places as he deems expedient. There is nothing in the law which prohibits extension of local meetings or conferences. It should be noted that one of the activities of this department which has existed from early days is the conducting of teachers' institutes in each county of the State. These serve as a means of modifying policies in the field of rural education.

MONTANA

The office of State Superintendent in Montana is a constitutional office and is hedged by very little legislation. The degree to which the office shall function—in respect to the study and information depends largely upon inclination of the person elected to the office. The State Superintendent is the executive officer of the State Board of Education and ex officio that body's secretary. In practice, the State Board of Education is guided largely by the State Superintendent, especially in all matters relating to elementary and secondary schools.

OHIO

Present statutes give the State Department of Education in Ohio broad powers in the matter of administering school affairs. However, so far as the study and implementation of educational problems are concerned, the Department is not dictatorial, but instead proceeds upon a cooperative basis. Matters pertaining to curricula—both public school and teacher-education—general standards for secondary schools and teacher education institutions, certification requirements for all teaching levels, and other general educational matters not involving the administration of the financial program are all presented in open meetings in which college and public school representatives participate and in which decisions are arrived at through common agreement. The Department of Education then acts as the administrative agent.

PENNSYLVANIA

The State department is an agency to stimulate cooperative studies through representation of all interests concerned. The Department coordinates the work of the several groups involved in the studies.

SOUTH DAKOTA

The Department attempts to exercise leadership in education in this State. Its activities are limited, however, by a small staff and legislative appropriation.

TENNESSEE

The function of the State Department of Education in Tennessee under existing statutes and authorizations with respect to the study and implementation of educational problems is that of a service agency. The most effective work of the department is in aiding and supervising local school administrators, supervisors, principals and teachers with their educational problems.

Another recognized responsibility of the State Department of Education is to provide leadership and direction in administrative and instructional improvement, in schoolhouse planning, certification and other fields served by the Divisions of the Department, and to safeguard school expenditures and the welfare of the children of the State by seeing that the laws, rules and regulations of the State and the State Board of Education are faithfully kept.

TEXAS

The role and function of the State Department in Texas is to furnish leadership, guidance, direction, and inspiration in the study and implementation of educational problems. It has the personnel to furnish the leadership and finances to carry out the program.

UTAH

The State Department under existing statutes and authorizations is the constitutional head of education in the State and so recognized. Local administrators are constantly calling on the State Department to study and advise on local problems. At the time of this writing, there are pending four district surveys and one or two high school surveys which the State Department has been asked to make. We feel that the statute is ample and proper to give the State Department necessary leadership respecting the study and implementation of educational problems.

WASHINGTON

The State Department of Education has served mainly to coordinate the technical ability available in the colleges of education with the needs of the public schools. That has been necessary also because of the limited staff provided the State Superintendent. In testing programs, curriculum, speech clinics, evaluating programs, remedial work, the schools and the technical experts have been brought into conference and cooperation through the State Department of Education.

Chapter 5

Conclusions and Suggestions

AS IN PART I the general plan of analysis of returns in part II has been to present materials through which the State departments cooperating have described in their own words such activities and points of view as seemed to them relevant to the questions raised in the four sections of the inquiry. These statements in some cases have been summarized and certain general conclusions drawn. All have been freely sampled. Implications in the questions asked or growing out of the responses have been discussed and an effort has been made to clarify certain concepts. These discussions have been limited to those matters which seem to bear with reasonable directness upon the problems incident to the improvement of professional administrative personnel.

In this final chapter these analyses will be summarized by sections in terms of general *conclusions* supported by current practice, opinion, and experimentation; *the present situation* as revealed through analysis of responses; and finally, *suggestions and implications* related to possibilities in giving practical effect to the conclusions presented.

1. Standards and Qualifications for School Administration

Conclusions.—The development of standards for administration and the setting up of professional and legal qualifications for administrators are dependent upon the progressive development and acceptance by school officers, lay and professional, of a dynamic philosophy of administration. Such a philosophy emerges most surely out of cooperative policy-making and program-building activities, local and State-wide, which involve participations by all interested groups. The goal must be the development of progressively raised standards of qualifications which ultimately will guarantee that only the most competent and the most literate, professionally, culturally, and socially, shall be entrusted with leadership responsibilities in the schools. For the achievement of this goal State departments of education should exert very specific and conscious leadership.

The present situation.—It is clear from the responses made to this inquiry that among the State departments reporting there is a general awareness of the fact that through the cooperative development of policies in education a philosophy of administration inevitably takes form and tends to condition future policy and practice. In a substantial majority of the States represented professional and lay groups have been engaged in participations directed toward the development

of a philosophy of administration and resultant professional standards.¹ Specific efforts have been made to set up qualifications for administrative personnel in all but one State reporting. These efforts have resulted in varying degrees of progress and achievement. It appears, however, that in relatively few States have employing boards set up and enforced requirements in excess of the legal requirements established and in no State has this been done with uniform success. In two States some efforts have been directed toward helping boards of education to discharge their responsibilities in selecting administrators more carefully through the application of high standards of qualification. While more than half of the States report efforts designed to encourage objective self-appraisal of their effectiveness in practice by administrators it appears that major emphasis thus far has been given to the use of the techniques developed in the *Cooperative Studies in Secondary Education*. Two States report the use of techniques specifically designed to be of help to superintendents in self-appraisal of effectiveness and which invoke standards of administrative practice. Another State provides a unique opportunity for administrators to engage in evaluative studies involving the total range of educational problems and practice. Handbooks for administrators have been developed in 2 States and are in process of development in 2 others.

Suggestions and implications.—In order that proposals for leadership activities by State departments may be made effective in practice, suggestions are offered here for three courses of action which should parallel each other as parts of a continuous process.

1. *Efforts should be directed through cooperative study to the progressive development and acceptance by school officials of a body of professional standards of administrative policy and practice.*

These cooperations should not be confined to groups of practicing administrators but should involve all interested groups such as teacher education faculty members, graduate students in administration and education, classroom teachers, lay school officials, and other representative lay leaders. Each of these groups has a contribution to make and their participation would provide safeguards against the tendency of many administrators to view administration as a function apart and distinct from the teaching function.

These cooperations should be carried on under some definite plan. It is clear from the returns in this inquiry that in too many cases conference and discussion techniques are used somewhat indiscrimin-

¹ Part I, Ch. 6, p. 67.

inately as activities which in and of themselves have values whenever and wherever used. Too often there seems to be an easy assumption that inevitably any educational conference will have values and outcomes related to purposes and interests which may not appear on the agenda. And so it is said, for example, "you can't discuss administrative problems without bringing up matters of philosophy," or "inevitably our meetings and discussions deal from time to time with underlying philosophy." A body of professional standards of administrative policy and practice consistent with any defensible philosophy of administration cannot be developed through any such easygoing approach.

2. *Efforts should be continuously directed toward the establishment by legal enactment of defensible minimum qualifications as a mandatory prerequisite for the employment of persons in administrative positions in the schools of the State.*

A review of developments in this area, especially during the last few years, indicates that rapid progress is being made in this direction. There is still much to be done, not only with respect to the actual qualifications established quantitatively in terms of courses, degrees, and experience, but also qualitatively, with respect to procedures used to determine whether or not candidates for certification actually possess the competences, knowledges, and understandings implicit as necessary in the standards agreed upon.

It is not at all clear, or well established, that specific course requirements provide even reasonable assurance that individuals meeting these requirements have benefited from them and are therefore competent or literate, professionally. The question of whether or not requirements which are set up in terms of very specific subject-matter areas or courses place a compulsion upon schools of education to provide these preparations and thus tend to freeze into the professional education pattern certain prescribed emphases and content is one of great significance. Surely the need for a fully cooperative approach is very clear at this point.

3. *Efforts should be directed to provide assistance and counsel to lay boards in the discharge of their responsibilities for the selection of administrative personnel.*

While the efforts mentioned by 2 States through institutes for school officers and consultations with State department officials are commendable and worth while, the fact remains that generally boards of education are left very largely to their own resources in dealing with personnel matters. The fact that boards of education here and there do seek help and counsel from State departments and

from schools and departments of education in the universities would suggest a readiness for assistance which to date has not been fully capitalized. The point of the whole matter is that any effort to raise and invoke standards for administrative personnel breaks down if, at the point of employment and continuance in office, other and lower standards are applied. It would seem, therefore, that special efforts should be made to improve practice by employing boards. Activities suggested previously in this connection are summarized here as worthy of trial. (See p. 74, 95, and 96.)

The establishment of regional or State service groups representative of State, county, and city administrators, schools of education and lay school officials for the express purpose of making consultation and other services available to school boards in personnel matters.

These services might include counsel in setting up criteria for the selection of administrative personnel. They might also include assistance and counsel in the development and use of more objective measures of professional competence, cultural literacy, and personality factors.

In States where school board associations are strong and active such services might well be cleared through a placement service operated by the association to serve member boards. The service group described above would in such cases be set up in an advisory relationship to the association agency. The purpose of all this is not to select personnel for local boards but to assist boards in the development of sound selection practices.

II. In-Service Education of Administrative Personnel

Conclusions.—State departments of education should assume leadership in the development of activities which are rather specifically and consciously directed to provide opportunities and situations which contribute to the growth of administrative personnel. These activities should be conceived and directed to the over-all purpose of bringing together theory and practice in the field. Significant growth takes place as the result of constant understanding of, and adaptation to, the changing and enlarging body of knowledge and techniques involved in the profession of education. In order that these activities may contribute most effectively to professional growth it is important that imposition of programs be avoided, that individual participants join in initiating and planning the conditions and situations that inspire growth, and that they continue to participate in all of its processes. Professional growth should be conceived as an on-going process that has no distinct parts. Coordination with more formal programs carried on by teacher-education institutions should be affected so that distinctions between on-campus and off-campus activities may be minimized. Social and group motivations and drives should be developed through stimulations which will create the kind of environment of influence and activity in which administrators and teachers can participate in

helping to provide situations in which they can grow and that are intimately connected with the job to be done.

The present situation.—Thirty States report a great variety of activities more or less consciously directed to provide opportunities for growth for administrative personnel. These can be summarized in a rough order of frequency as follows: Administrative conferences and discussion groups for superintendents and principals held annually or more frequently, State-wide, county-wide, district or regional; curricular and instructional study programs, State-wide or local; study groups, superintendents, principals; self-evaluation plans, superintendents, principals; through relations with graduate schools for special courses; summer schools conducted by State departments; State-wide cooperative teacher education programs; schools for bus drivers, janitors, county superintendents; school visitation and conferences with administrators and school-board members.

Opportunities for administrators to participate in creative educational activities with groups *outside* their own organizations were reported by 27 States. The number of different groups checked, among the 6 listed, varied very much from State to State. Only 5 States checked all groups. The group checked by the lowest number of States (7) was the "pupil" group. Only one State specified the kind of participation involved with a pupil group.

Suggestions and implications.—Implicit or expressed in statements filed by the majority of the States is a conviction that professional growth on the part of administrators is most effectively stimulated through group participations in activities closely related to the challenges of the job as viewed locally or in terms of broad State-wide purposes and plans. In those States where progress seems most apparent it is clear that an effort is made to broaden materially the base of participation in educational study and planning activities to include all interested groups, lay and professional youth and adult. This trend makes relevant and important the first suggestion offered here:

1. *Increasing efforts should be directed to helping administrators materially to widen their contacts within and beyond the local situations in which they operate.*

This can be achieved most effectively by a leadership which will use every influence at its command to bring together into as many working relationships as possible other school administrators, teachers, pupils, college and university faculties, educational and professional agencies, organized lay groups, civic-minded individuals, and parents.

Among the groups mentioned some are less frequently involved in these participations than others, notably pupils, lay groups, and

parents, in that order. The returns filed in this study give definite support to the observation that school people generally have just begun to appreciate and act upon the possibilities for social interpretation through lay participation. No more profitable area is open for cultivation by school administrators from the point of view of real professional growth and resultant effectiveness of service. This serves to point up very definitely the second suggestion offered:

2. *Among the most pressing problems confronting public education today is the development of a community education program commensurate with the needs and obligations of youth of secondary school age. This very promising area of activity should receive very special attention as programs of cooperative study are planned.*

Here again reference is made to the report of the Evaluating Committee of the National Committee on Co-ordination in Secondary Education.³ Its proposals for organization through which it may be possible to achieve a comprehensive, unified youth program are worthy of careful consideration. One of the instrumentalities recommended is a Community-Youth Council. The proposed membership of such a council involves participations and relationships which should be significant and stimulating. The section of this report which outlines the responsibilities of the State in providing and operating a program of education is of special interest and pertinence at this time.

III. Inter-relationship between State supported teacher-education institutions and public school systems contributory to professional growth of school administrators.

Conclusions.—"Commerce" between teacher-education institutions and the public schools systems, especially in the immediate neighborhood of those institutions should be greatly expanded and intensified. Demonstrations of the kind stimulated by the Teacher Education Commission at present in a few States should be followed up and applied generally. The possibilities of exchange of services in instruction and supervision between the two should be intensively canvassed and materially expanded to include every phase of school operation, including the revitalized and expanded field of adult education. Teacher-education institutions should no longer anywhere operate in isolation but should accept the responsibility of leadership in the

³ Marwell, G. L. and Spaulding, Francis T. The relationship of the Federal Government to the education of youth of secondary-school age. National association of secondary school principals of the National education association. Washington, D. C., The Association, 1941. 24 p.

production and development of materials and methods. All that has been discussed and suggested in part I with respect to institutional programs and services for professional education is pertinent here. As previously stated the question of where responsibility rests for taking the initiative in setting in motion the processes of cooperation in any given situation can be answered best by assuming that it rests within that group or agency or institution where consciousness of need and urgency, and the will to do, is most acute. The important consideration is that once the process is under way, all concerned shall undertake to do their part in facilitating the process.

The present situation.—A considerable majority of the States reported progress in terms of the availability and service of teacher-education staff members for cooperative supervisory services in the schools. An equally large number reported the utilization of practicing administrators in the education of teachers. The most common form of utilization seems to be through their engagement as instructors at summer sessions. Other activities reported included the following: Participation in conferences at teacher-education institutions; teaching extension classes during the school year; participations in planning education courses and programs of professional education; administration and supervision of student teacher programs; participation in special assembly programs; and meeting with classes for special discussions and demonstrations.

Suggestions and implications.—The most obvious implications to be drawn from proposals to develop inter-relationships between teacher-education institutions and the public schools relate to the possibilities for the improvement of instruction in the schools served. These possibilities are apparently pretty well recognized. Implications relating to the problems of developing increasingly effective programs of professional education for teaching and administration have not been as generally understood or recognized. As shown in chapter I of part I there seemed to be, implicit in the statements filed by institutions, an assumption that teacher-education institutions have primary responsibility for the development of suitable programs for professional education. That assumption recently has been brought into question. Cooperation with individuals and schools served by these institutions is no longer sought solely for the purpose of verifying the soundness of program and evaluating the product. So it is suggested here that these cooperations continue to be expanded further to the point where programs of professional education for administration and for teaching represent the best thinking and planning of all participants in, and beneficiaries of, the total process. This calls for a new and vital kind of inter-relationship between these institutions and the public schools and their leadership personnel.

IV. The Study and Implementation of Educational Problems on a State-wide Basis as a Medium for Effective Participation of School Administrators.

Conclusions.—While administrators and teachers are concerned primarily with the continuing improvement of educational services in the local situations in which they are placed, a State department of education should be concerned with somehow seeing to it that local and community efforts and achievements are coordinated and related effectively to the interests and needs of the people of the State as a whole. This function should be implemented by cooperative rather than by dictatorial means. Cooperative means are more to be desired both from the point of view of ultimate soundness of policy and program and from the point of view of their contributions to growth in grasp and professional competence on the part of those who administer and teach. State departments, therefore, should exert leadership in the direction of continuous study and planning on a State-wide basis. This continuing process should be implemented through a type of organization which would mobilize and release the creative talents of the professional and the layman alike. Continuous fact-finding, experimentation, and evaluation should characterize the process. From the point of view of the lay participants it would be a challenging and improving experience in adult education. To the school people it would serve as a proving and growing ground; for education it would mark the beginning of the end of the lag between theory and practice which for too long has retarded educational progress.

The present situation.—Reports concerning the status of educational study and planning activities indicate that in 22 States these are looked upon as part of a continuing process. Among 9 other States these were reported as, "undertaken and completed" by 3, "in process" by 3, and "projected for the future" by 4. There was no program reported from 4 States. The great majority of States (30) reported that recommendations for legislative action on educational matters are based upon findings resulting from cooperations and researches involving participation by professional groups within the State. Descriptive statements filed reveal a considerable variety of activities in this area. There seems to be general acceptance by the States of responsibility for educational planning for instruction and that this responsibility should be limited to furnishing leadership and stimulation to communities through local leadership. A few States appear to have developed functionalized organizations which do not depend solely upon the office of the State superintendent of instruction for coordination. In these States the emphasis is upon State guidance programs rather than upon standardized State programs. The

emphasis is upon cooperation rather than upon directive supervision.

Suggestions and implications.—No attempt will be made here to suggest any precise pattern of organization for carrying forward the kind of studies proposed above. Organizational patterns and approaches as developed in Connecticut and Michigan have been referred to as worthy of study and consideration. It seems clear, however, that generally there are two possible approaches from the point of view of a State department. The total education program may be studied, evaluated, and consequently redirected by superimposing a program on the State or these same processes may be carried on through wide discussion of common problems and the development of a willingness on the part of school people and citizens alike to face facts realistically and act upon the facts. This involves a democratic procedure which gives promise of growth from the bottom up. Ways and means, therefore, should be found and developed which will provide for the following kinds of activity:

- Functional reorganization of State departments of education. The development of a research and planning program.¹ Wide discussion² of findings, conclusions and recommendations. Citizen education through discussion and study of many problems. A program of action cooperatively developed.

This program should be conceived as a long-term program rather than one based solely upon momentary situations. Such a program—

... at least has the advantage of growing out of the actual needs of the individual in society and the consideration of these needs by a multitude of people. It permits not only the growth of the teaching personnel to see and to meet needed changes, but also it assures that the lay population will have a greater knowledge of what goes on in the school. The ultimate goal is improved educational outcomes.³

¹ Op. cit. Redirecting an educational program, p. 19.

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Appendix A

Institutions Which Participated in the Study

| | |
|---|-----------------------|
| State Teachers College at Flagstaff..... | Arizona. |
| University of Arkansas..... | Arkansas. |
| University of California at Berkeley..... | California. |
| University of Colorado..... | Colorado. |
| Colorado State College of Education..... | Do. |
| University of Connecticut..... | Connecticut. |
| Yale University..... | Do. |
| George Washington University..... | District of Columbia. |
| University of Florida..... | Florida. |
| University of Georgia..... | Georgia. |
| University of Hawaii..... | Hawaii. |
| University of Idaho..... | Idaho. |
| Northwestern University..... | Illinois. |
| Indiana University..... | Indiana. |
| Purdue University..... | Do. |
| Ball State Teachers College..... | Do. |
| University of Iowa..... | Iowa. |
| Fort Hays Kansas State College..... | Kansas. |
| University of Kansas..... | Do. |
| Kansas State Teachers College at Pittsburg..... | Do. |
| University of Kentucky..... | Kentucky. |
| University of Louisville..... | Do. |
| University of Maine..... | Maine. |
| University of Maryland..... | Maryland. |
| Boston College..... | Massachusetts. |
| Boston University..... | Do. |
| Harvard University..... | Do. |

Institutions Which Participated in the Study—Continued

| | |
|---|-----------------|
| University of Michigan..... | Michigan. |
| University of Minnesota..... | Minnesota. |
| Mississippi State College..... | Mississippi. |
| St. Louis University..... | Missouri. |
| University of Missouri..... | Do. |
| Municipal University of Omaha..... | Nebraska. |
| University of Nebraska..... | Do. |
| New Jersey State Teachers College at Montclair..... | New Jersey. |
| Columbia University..... | New York. |
| New York University..... | Do. |
| Syracuse University..... | Do. |
| University of Buffalo..... | Do. |
| East Carolina Teachers College..... | North Carolina. |
| University of North Dakota..... | North Dakota. |
| University of Cincinnati..... | Ohio. |
| Western Reserve University..... | Do. |
| Oklahoma Agricultural and Mechanical College..... | Oklahoma. |
| Phillips University..... | Do. |
| University of Oklahoma..... | Do. |
| University of Oregon..... | Oregon. |
| Duquesne University..... | Pennsylvania. |
| Pennsylvania State College..... | Do. |
| Temple University..... | Do. |
| University of Pittsburgh..... | Do. |
| University of South Dakota..... | South Dakota. |
| Fisk University..... | Tennessee. |
| George Peabody College for Teachers..... | Do. |
| University of Tennessee..... | Do. |
| Baylor University..... | Texas. |
| Sam Houston State Teachers College..... | Do. |
| Brigham Young University..... | Utah. |
| University of Utah..... | Do. |
| Marquette University..... | Wisconsin. |
| University of Wisconsin..... | Do. |
| University of Wyoming..... | Wyoming. |

Covering Letter

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington, September 25, 1940.

MY DEAR SIR: It is the desire of the U. S. Office of Education to bring to the attention of graduate school faculties information concerning current practice and experimentation in the field of the education of school administrators, that is, of superintendents, principals, and supervisors. Your cooperation in filling out the attached schedule of information is therefore earnestly requested.

This is not to be a survey in the usual sense but rather an invitation to the institutions canvassed to share with other institutions their experiences which may serve as constructive leads and suggestions. The results of this canvass will be distributed in bulletin form to all those responding. In making use of the data collected in this inquiry no attempt will be made to evaluate practice as reported. For each institution responding there will be prepared an objective, positive statement of what is being attempted which may be of interest to others.

It is hoped that this inquiry may result in some interuniversity visitation and exchange of experience and ideas. As one dean of education put it recently, "I would go anywhere in the United States where there is an idea operating. I would want to study it and live with it." Another educator calls for a "new kind" of directory, high-spotting current, constructive practice in the field.

A franked envelope requiring no postage is enclosed for your reply together with a penalty label for mailing any pertinent publications.

Cordially yours,

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

Enclosures.

Schedule of Information

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington, October 1, 1940.

CURRENT ACTIVITIES, PRACTICES AND THINKING IN THE EDUCATION OF SCHOOL ADMINISTRATORS (SUPERINTENDENTS, PRINCIPALS, AND GENERAL SUPERVISORS)

GRADUATE SCHOOLS AND DEPARTMENTS OF EDUCATION

Schedule of Information

There are attached herewith a series of questions under five general headings. You are requested to respond to each of the questions as directed. Where the response is either "yes" or "no" we ask that you take the question quite literally and respond as objectively as possible. Qualifying statements may be made on a separate sheet with a number reference. Tabulation of returns on this type of question will not be set up by institutions but for the total group.

Responses to all other questions should be made on a separate sheet with a number reference as indicated for each question. Please attach these sheets to the original schedule form and return to the Office of Education by November 1, 1940.

Name of institution.....

Name and title of official reporting.....

Date

I. THE DEVELOPMENT AND IMPLEMENTATION OF A PHILOSOPHY OF SCHOOL ADMINISTRATION

1. Have systematic efforts been made in your institution toward the cooperative development and faculty acceptance of a philosophy of school administration?

Check: Yes No

a. Describe these efforts briefly. (Reply on separate sheet with number reference, I-1, a).

2. Has such effort resulted in basic agreements which offer a framework of objectives for the development of your education program for administrators?

Check:

Yes

Partially

No

3. Have these agreements been based upon researches and cooperations by the following groups?

Check for "yes"

Faculty members

Graduate students

Local administrators.....

State administrators

Representative laymen

4. Describe briefly any activities which you have undertaken in this area (I) which in your judgment have been of constructive value to you in providing a sound approach to curriculum and program planning in the education of school administrators. (Reply on separate sheet with number reference, I-4).
5. Please list descriptive and research materials and publications in this area (I) prepared at your institution and available for distribution or examination. Please furnish copies whenever possible. (List on separate sheet with number reference, I-5).

II. PREPARATION AND COMPETENCE OF GRADUATE TEACHING STAFF FOR THE RESPONSIBILITIES RELATED TO THE EDUCATION OF ADMINISTRATORS

1. Have any specific conclusions been reached in your institution with respect to what the most distinctive equipment of professional instructors in the field of education for school administration should be?

Check: Yes ---- No ----

2. What in general are the specifications, if any? (Reply on separate sheet with number reference, II-2).
3. A successful, large city, school superintendent proposes that professors of education should be "practicing" professors, analogous to members of medical school faculties; that they should be part-time employees of school systems from time to time.
 - a. Are any members of your staff so employed?

Check:

Yes -----

No -----

How many ----

- b. Comment briefly on this proposal. (Reply on separate sheet with number reference, II-3, b).

4. Describe briefly the success you have had in bringing academic and professional personnel in graduate schools into closer collaboration in their common responsibility for the education of school administrators. (Reply on separate sheet with number reference, II-4).
5. Describe briefly any activities or policies in this area (II) which have been helpful to you in relation to the selection of members of the staff and their work assignments. (Reply on separate sheet with number reference, II-5).
6. Please list descriptive and research materials and publications in this area (II) prepared at your institution and available for distribution or examination. Please furnish copies whenever available. (Reply on a separate sheet with number reference, II-6).

III. SELECTION AND GUIDANCE OF STUDENTS

1. Are systematic efforts made in your institution to identify and interest the more potentially capable persons in the work of administration?

Check: Yes ---- No ----

- a. Describe these methods briefly. (Reply on separate sheet with number reference, III-1, a.)

2. Are specific means in use in your institution for selecting the students most promising in such matters as general ability, scholastic achievement, health, personality, ability to grow, leadership, and professional interest?

Check: Yes ---- No ----

3. At what levels are your guidance procedures especially effective?

Check:

Undergraduate—admission

Undergraduate—lower

Undergraduate—upper

Graduate—masters

Graduate—doctors

4. Has any study been made at your institution of predictive measures of administrative ability?

Check: Yes No

5. Do you make use of any such measures in your guidance program?

Check: Yes No

6. Have specifications been developed at your institution for good administration?

Check: Yes No

7. Do you make use of such specifications in the development of curricular and guidance procedures?

Check: Yes No

8. Do you give recognition to the demonstrated competence of the student to plan his own program of study and activity as a criterion for admission to candidacy for advanced degrees?

Check: Yes No

9. Does your institution accept some responsibility for maintaining close contacts with former students from the point of view of aiding them in overcoming the difficulties of the job?

Check: Yes No

a. Describe briefly any procedures which you have developed for maintaining such close contacts with former students. (Reply on separate sheet with number reference, III-9, a.)

10. Describe briefly any activities which you have undertaken in this area (III) which have been of constructive value to you in the development of selective guidance procedures. (Reply on separate sheet with number reference, III-10.)

11. Please list descriptive and research materials and publications in this area (III) prepared at your institution and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference, III-11.)

IV. DEMONSTRATION, OBSERVATION, AND PRACTICE EXPERIENCE IN THE EDUCATION OF SCHOOL ADMINISTRATORS

1. Do you accept previous or concurrent experience in administration or supervision as adequate provision for closing the gap between theory and practice in your program for the education of school administrators?

Check: Yes No

2. Does your program make provisions for the actual performance of duties in real situations under the direction of skilled and experienced administrators and supervisors in the field through internships and other means?

Check: Yes No

3. Does your program specifically provide for experiences in participation, by students, in a variety of educational activities with teachers, pupils, parents, and other community members for the express purpose of helping them develop skill in working with other people?

Check: Yes No

4. Do you provide opportunities for administrators to equip themselves with standards and techniques for utilizing community agencies devoted to social and educational service so that they may know how and when to cooperate, when to withhold cooperation, and when students need protection?

Check: Yes ---- No ----

5. Describe briefly any activities which you have undertaken in this area (IV), which in your judgment have been of constructive value to you in developing an effective professional education program for administrators. (Reply on separate sheet with number reference, IV-5.)

6. Please list descriptive and research materials and publications in this area (IV), prepared at your institution and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference, IV-6.)

V. CONTENT AND ORGANIZATION OF PROGRAM

1. Does your program provide for the adequate education of administrators relative to the nature of children and the implications of such knowledge in the school program?

Check: Yes ---- No ----

Does your program provide for the study of the nature of adults and the implications of such knowledge, especially in public relations?

Check: Yes ---- No ----

2. Do you have teaching materials in use which synthesize the contributions of medicine, psychology, psychiatry, sociology, and education to our knowledge of the whole human being?

Check: Yes ---- No ----

3. Are opportunities for observation work and study at child development centers or clinics available to administrators in training at your institution?

Check: Yes ---- No ----

- a. Do you make systematic provisions for such observation and study?

Check: Yes ---- No ----

4. Describe briefly such provisions as have been made at your institution for the type of study referred to in 1-3, above. (Reply on separate sheet with number reference, V-4.)

5. Does your program make adequate provisions for the study of the nature of our democracy, the major social, economic, and political problems which confront our society, and the function of education in that democracy?

Check: Yes ---- No ----

6. Are the problems of education for economic well-being with the implications for vocational education, its content, organization, and administration, given any major emphasis in your program of education for administrators?

Check: Yes ---- No ----

7. Describe briefly provisions at your institution for the type of study referred to in 5-6, above. (Reply on separate sheet with number reference, V-7.)

8. Do you provide program opportunities particularly directed to meet the needs of practicing school administrators who have the master's

degree and who feel the need for further education, but who do not want or need the intensive specialization represented by the doctor's degree?

Check: Yes.... No....

- a. Describe these opportunities briefly. (Reply on separate sheet with number reference, V-8, a.)
9. Outline and describe briefly the amount, nature, and organization of the graduate work available at your institution for administrators in training. Interest here is centered upon the following items: (Reply on separate sheet with number reference, V-9, a, b, etc.)
- The concept of school administration which underlies the program.
 - The kind of students for whom the program is designed.
 - The basic aspects of the program.
 - The procedures utilized.
 - Other pertinent statements that would be of particular interest to prospective students.
10. Describe briefly one or more provisions or activities of any kind which have reached a point of development in your program which in your opinion would justify their characterization as valuable contributions in the field of education for school administrators. (Reply on separate sheet with number reference, V-10.)
11. What would you characterize as the most neglected area or areas in programs for the education of school administrators? (Reply on separate sheet with number reference, V-11.)

Bibliography for Part II

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- BIGELOW, KARL W. Cooperation in the development of teacher education. Eighteenth yearbook. The American association of teachers colleges, 1939. p. 86.
- Connecticut. State department of education. Re-directing an educational program. Hartford, Conn., The Department, 1940. (Bulletin no. 1, January 1940.)
- Educational leadership, progress and possibilities. Eleventh yearbook. Department of superintendence. The National education association. Washington, D. C., The Association, 1933. 265 p.
- EPLER, STEPHEN E. The teacher, the school, the community. The American council on education. Washington, D. C., The Council, 1941.
- JACKSON, CHARLES H. Next steps in the improvement of teacher training. Twelfth yearbook. American association of teachers colleges, 1933. p. 25-31.
- LUND, JOHN. If I were a superintendent of schools in these critical times. School and society, 53: 181-83, February 8, 1941.
- Professional growth and defense. School Life, 26:66-67, December 1940.
- MAXWELL, G. L. and SPAULDING, FRANCIS T. The relationship of the Federal Government to the education of youth of secondary-school age. National association of secondary school principals of the National education association. Washington, D. C., The Association, 1941. 24 p.
- MOEHLMAN, ARTHUR B. School administration. New York, N. Y., Houghton Mifflin Company, 1940. 929 p.
- MORT, PAUL R. and CORNELL, FRANCIS G. Guide for self-appraisal of school systems. New York, N. Y., Teachers College, Columbia University, 1937. 66 p.
- PERRIOTT, CHARLES. The community in the educational program. Lincoln, Nebr., University of Nebraska, 1936. Unpublished master's thesis.
- RELLER, THEODORE L. State certification for administrative positions. Philadelphia, Pa., University of Pennsylvania, 1933. 32 p. (Division of educational administration. School of education.)
- STODDARD, ALEXANDER J. The growth of teachers in service. Educational record, 20: 500-507, October 1939.
- STRAYER, GEORGE D., Jr. Centralizing tendencies in the administration of public education. New York, N. Y., Teachers College, Columbia University, 1934. 123 p. (Contributions to education, no. 618.)
- The Superintendent of schools and his work. Final report of the committee on certification of superintendents of schools. American association of school administrators. The National education association. Washington, D. C., The Association, 1940. 48 p.

U. S. OFFICE OF EDUCATION. Education of teachers as a function of State departments of education. By Benjamin W. Frazier. Washington, United States Government Printing Office, 1941. 119 p. (Bulletin 1940, no. 6. Monograph no. 6.)

— The elementary school principalship. By Bess Goodykoontz and Jessie A. Lane. Washington, United States Government Printing Office, 1938. 43 p. (Bulletin 1938, no. 8.)

— Professional education of teachers. By Benjamin W. Frazier. Washington, United States Government Printing Office, 1931. 40 p. (Bulletin 1931, no. 20. vol. 1, chap. XIV.)

Miscellaneous Materials Sent by State Departments

(Forms, blanks, and mimeographed and printed materials relating to the education of school administrators)

CALIFORNIA:

1941 Legislative Proposals Affecting Education. Bulletin of the State Department of Education, vol. X, no. 2, February 1941.

CONNECTICUT:

The organization and functions of the State department of education, Bulletin III, 1940.

Re-directing an educational program. A plan for the evaluation and re-direction of a school system. State department bulletin no. 1, January 1940.

FLORIDA:

Florida school code. Procedures in developing the school code.

Role of the county board and its members. State department bulletin.

Handbook. School plant operation and maintenance in Florida. Florida program for improvement of schools. Bulletin no. 13, September 1940.

KENTUCKY:

Educational leadership in Kentucky. Bulletin, January 1939.

Teacher education and certification, May 1940.

LOUISIANA:

Louisiana high-school standards, organization and administration. January 1937.

MICHIGAN:

State department of public instruction. Basic instructional policy for the Michigan curriculum program. Bulletin no. 314.

The consolidated school curriculum. By the Committee on the Evaluation of Consolidated School Curriculum, 1938.

Education of exceptional children. Bulletin no. 3016.

Functional evaluation of the curriculum. Bulletin no. 3002.

The Michigan Curriculum program. Bulletin no. 311.

Interpretations of the basic instructional policy. Bulletin no. 3017.

A partial appraisal of the Michigan curriculum program. Bulletin no. 3007.

MINNESOTA:

A study of teacher turn-over, supply, training, and assignment in Minnesota public elementary and secondary schools. December 1939.

MISSOURI:

- Bibliography of guidance and occupational information.
- Curricular offerings of Missouri high schools, 1937-38. Bulletin No. 2, 1939.
- Functions and suggested procedures for high school boards.
- Handbook: Uniform financial accounting system.
- Manual for rural school officers, 1938.
- Handbook: A handbook for the high school activity sponsor.
- An administrator's handbook for high school districts.
- A statement of philosophy, purposes, and design for the secondary schools of Missouri.
- Teaching combinations in Missouri high schools.

MONTANA:

- Handbook for secondary schools.
- High school report part B.
- High school rating card for Montana secondary schools.
- Official score card for graded elementary schools. Procedures formulated by State board of education for accrediting Montana graded elementary schools.
- Form: Report of elementary school district No. — Montana, to State board of education for school year 19— 19—.
- Standard or superior school rating card for Montana rural schools.

PENNSYLVANIA:

- Secondary school manual for Pennsylvania.
- Suggestions for the conduct of meetings of teachers.
- Suggestions for the evaluation of secondary schools.
- A uniform accounting system. Bulletin 115.

VERMONT

- Report of four regional guidance conferences.

WEST VIRGINIA

- Program of study for elementary schools.

Appendix B

States Participating in Study of the Education of School Administrators

| | | | |
|--------------|----------------|----------------|----------------|
| ARIZONA. | LOUISIANA. | NEW HAMPSHIRE. | VIRGINIA. |
| CALIFORNIA. | MAINE. | OHIO. | WASHINGTON. |
| COLORADO. | MARYLAND. | OREGON. | WEST VIRGINIA. |
| CONNECTICUT. | MASSACHUSETTS. | PENNSYLVANIA. | WISCONSIN. |
| DELAWARE. | MICHIGAN. | RHODE ISLAND. | WYOMING. |
| FLORIDA. | MINNESOTA. | SOUTH DAKOTA. | TERRITORY OF |
| GEORGIA. | MISSISSIPPI. | TENNESSEE. | ALASKA. |
| IOWA. | MISSOURI. | TEXAS. | |
| KANSAS. | MONTANA. | UTAH. | |
| KENTUCKY. | NEBRASKA. | VERMONT. | |

Covering Letter

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington, October 21, 1940.

MY DEAR SIR: It is the desire of the U. S. Office of Education to bring to the attention of State Departments of Education information concerning current practice and experimentation in the field of the education of school administrators; that is, of superintendents, principals, and supervisors. A bulletin is now in process of preparation covering current practice, trends, and opinion in graduate schools and departments of education. In order to complete the picture to include activities under State department leadership, your cooperation in filling out the enclosed schedule of information is earnestly requested. The results of this canvass, in bulletin form, will be distributed to all State departments.

In making use of the data collected in this inquiry, no attempt will be made to evaluate practice as reported. For each State responding there will be prepared an objective, positive statement of what is being attempted which may be of interest to others.

A franked envelope requiring no postage is enclosed for your reply.

Cordially yours,

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

Enclosures.

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Schedule of Information

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington, October 18, 1940.

CURRENT ACTIVITIES, PRACTICES, AND THINKING IN EDUCATION OF SCHOOL
ADMINISTRATORS—SUPERINTENDENTS, PRINCIPALS, GENERAL SUPERVISORS

STATE DEPARTMENTS OF EDUCATION

Schedule of Information

There are attached hereto a series of questions under four general headings. These questions have been discussed informally with a number of State superintendents and staff members who have agreed that they point to issues and problems which have a real bearing upon the job of improving administrative personnel. They relate to activities in many cases which are still in the experimental stage and which have been undertaken in a few States only. Our purpose in asking them is simply to identify the States where this type of experimentation is being carried on and to make information concerning them available to all States. If your answer is "No" to any given question, we would be glad to have your comment on the value and practicability of the activity referred to. Our whole purpose in this inquiry is to be of help to State departments in this important business of improving school administrative personnel in every possible way. We shall be especially interested in your account of the activities carried on in your State under each of the four general areas.

We would ask you to respond to each of the questions as directed. Where the response requested is either "Yes" or "No," we would ask that you take the question quite literally and respond as objectively as possible. Tabulation of returns of this type of question will not be set up by individual States.

All other questions should be answered on separate sheets with a number reference as indicated following each question. Please attach these sheets to the original schedule form and return to this Office on or before November 1, 1940.

Name of State

Name and title of official responding

Date

I. STANDARDS AND QUALIFICATIONS FOR SCHOOL ADMINISTRATION

1. Has your department made any conscious efforts toward the cooperative development of a philosophy of school administration as a guide to practice on the part of administrative personnel in the schools of the State? Check: Yes.... No....

a. If the answer to number 1 above is "Yes," has this development been based upon researches and cooperations involving one or several of the following groups? Check for "Yes":

Teacher education faculty groups.....

Graduate student groups.....

Classroom teachers.....

Local school administrators.....

State administrators.....

Representative laymen.....

- b. Describe briefly the nature and results of these efforts. (Reply on a separate sheet with number reference, I-1, b.)
2. Have specific efforts been directed in your State toward setting up qualifications necessary for administrative personnel?

Check: Yes.... No....

- a. If the answer to number 2 above is "Yes," please describe such efforts and their results briefly, with particular reference to the following:

1. Extent and nature of the cooperations involved. (See I-1, a, above.)
 2. Extent to which such standards are made available to, and applied by, employing boards as a guide in the selection of administrative personnel.
 3. Extent to which such standards are reflected in certification requirements for administrators. (Reply on separate sheet with number reference, I-2, a.)
3. To what extent do employing boards concern themselves in practice with essential professional qualifications in selecting administrative personnel for the schools in your State? (Reply on separate sheet with number reference, I-3.)
4. Does your department undertake in any way to encourage objective self-evaluation of effectiveness on the job on the part of administrative personnel in the schools of the State?

Check: Yes.... No....

- a. If the answer to number 4 above is "Yes," please describe such activities and indicate any outcomes which you consider valuable. (Reply on separate sheet with number reference, I-4, a.)
5. Describe briefly any activities carried on in your State in this whole area (I) which in your judgment have been valuable and effective from the point of view of developing standards for administration. (Reply on separate sheet with number reference, I-5.)
6. Please list descriptive and research materials and publications dealing with problems in this area (I) prepared in your department and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference, I-6.)

II. IN-SERVICE EDUCATION OF ADMINISTRATIVE PERSONNEL

1. Does your department undertake to provide any leadership consciously directed to stimulate and/or provide opportunities for in-service education for administrative personnel in the schools of the State?

Check: Yes.... No....

2. Are any activities carried on under State department leadership or stimulation which provide opportunities for practicing administrators to participate in creative educational activities with any of the following groups OUTSIDE of their own organizations?

Check for "Yes":

Teachers.....

Pupils.....

Parents.....

Other lay groups.....

State Dept. of Education staff.....

Other State department groups.....

(Such as State Department of Health)

EDUCATION OF SCHOOL ADMINISTRATORS

- a. Describe any such activities as you may have checked under 1 and 2 above. (Reply on a separate sheet with number reference, II-2, a.)
3. Describe briefly any activities carried on in your State in this whole area (II) which in your judgment have been valuable and effective in relation to the in-service education of administrative personnel.
4. Please list descriptive and research materials and publications dealing with problems in this area (II) prepared in your department and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference II-4.)

III. INTER-RELATIONSHIPS BETWEEN STATE SUPPORTED TEACHER-EDUCATION INSTITUTIONS AND PUBLIC SCHOOL SYSTEMS CONTRIBUTORY TO PROFESSIONAL GROWTH ON THE PART OF SCHOOL ADMINISTRATORS

1. Are supervisory services of teacher-education institution staff members available to the public school systems in your State?

Check: Yes..... No.....

- a. If the answer to number 1 above is "Yes," please describe briefly the arrangements in effect. (Reply on separate sheet with number reference, III-1, a.)

2. Are the services of administrative personnel in the public schools utilized in the education of teachers in the State supported teacher-education institutions of your State?

Check: Yes..... No.....

- a. If the answer to number 2 above is "Yes," please describe the nature and extent of such arrangements. (Reply on separate sheet with number reference, III-2, a.)

3. Describe briefly any other activities carried on in your State in this whole area (III) which in your judgment have been valuable and effective in developing closer working relationships between State supported teacher-education institutions and the public schools of the State. (Reply on separate sheet with number reference, III-3.)
4. Please list descriptive and research materials and publications dealing with problems in this area (III) prepared in your department and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference, III-4.)

IV. THE STUDY AND IMPLEMENTATION OF EDUCATIONAL PROBLEMS ON A STATE-WIDE BASIS AS A MEDIUM FOR EFFECTIVE PARTICIPATION ON THE PART OF SCHOOL ADMINISTRATORS

1. What is the present status with respect to State-wide educational study and planning activities in your State?

Check for "Yes":

Undertaken and completed.....

In process.....

Projected for the future.....

A continuing process.....

2. Are recommendations for legislative action on educational matters in your State based upon findings resulting from cooperations and researches involving participation by professional groups within the State?

Check: Yes..... No.....

3. Describe briefly any activities carried on in your State in this whole area (IV) which in your judgment have been valuable and effective in developing a broader understanding of educational problems and wider participation by all parties concerned in their study and implementation. (Reply on a separate sheet with number reference, IV-3.)
4. How would you characterize and describe the role and the function of the State department of education in your State under existing statutes and authorizations with respect to the study and implementation of educational problems? (Reply on separate sheet with number reference, IV-4.)
5. Please list descriptive and research materials and publications dealing with problems in this area (IV) prepared in your department and available for distribution or examination. Please furnish copies whenever possible. (Reply on separate sheet with number reference, IV-5.)