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TEACHERS COLLEGE OF EMPORIA
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JULY, 1940

EMPORIA, KANSAS

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STUDIES IN EDUCATION NUMBER
(Twentieth of the Series)



THE COUNTY SUPERINTENDENT AND
RURAL SCHOOL SUPERVISION

By **Ralph M. Edwards**



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EDITOR'S INTRODUCTION

Shall it be "Snoopervision"? Pseudo-vision? Supervision? The question is a pertinent one, and in the monograph which follows Ralph Edwards, county superintendent of Stafford county, has said *supervision*.

The first-named term is without doubt a term of opprobrium. It represents the old-time viewpoint which looked only for the bad, which peeked through the partly closed door; which was at best but poorly done inspection, and which finally always put the emphasis on the "super" rather than on the "vision." It is going, but it is not gone.

The second-named term, *Pseudo-vision*, is much less known to school people. It masks under a cloak of respectability. It is commonly found among school administrators who have every intention of being honestly helpful to teachers. It is represented by the administrator who gives many school-wide tests, but does nothing with the results; by the person who lectures to teachers untrained in the measurement technique on standard deviations, probable errors, quartile deviations, and regression coefficients, knowing as he does so that no one understands him. He papers his office with graphs and charts which are meant to impress visitors, but which do nothing to increase the school's general efficiency. He forgets that supervision exists for children primarily, and that the child is the unit of supervision. He visits teachers at work, but no one profits. With him the machinery of supervision hums merrily on, but there is nothing going through the machine.

The third type is truly *supervision*. It exists for the improvement of instruction that children may profit. It is marked by its democratic atmosphere. Coöperation and unity of purpose are key words in its vocabulary. It is active and dynamic rather than reactionary and oftentimes tradition bound. It hasn't found the answers, but is ever seeking for them. Always true supervision recognizes the human element as being significant—both for teachers and pupils. True supervision makes mistakes, as it is based primarily on a philosophy of experimentation. It recognizes that the best preparation for tomorrow is a good today.

Mr. Edwards here presents a long-range attack on the problem of improving rural teachers in service. There is nothing startling in what he has done and is doing, but he does offer more than an indication that something can be done about improving the efficiency of the rural school teacher.

EDWIN J. BROWN, *Editor*.

PREFACE

When in July, 1935, the writer first assumed the duties of the office of county superintendent of Stafford county, Kansas, he had long been aware of the limitations of the office as it exists under statutory decrees. For that reason he was not surprised that he found it impossible to accomplish within a year's time the several constructive measures he had purposed to accomplish in relation to the improvement of instruction.

As time went on the necessity for a supervisory program revealed itself, but the press of other duties crowded out any appreciable amount of time which could profitably be given over to it. Visits, required by law, were apt to become superficial and perfunctory with the chief emphasis upon the state standardization score card. Care was advisable in offering the merest suggestion to teachers. The political nature of the office tended to create an over-caution on the part of the superintendent, especially since he was not acquainted with the attitude of teachers and communities toward any program of teacher-improvement.

The need was acute and clearly seen—but "how?" became the question. In the summer term of 1937 at the Kansas State Teachers College, Emporia, the county superintendent was enrolled in Doctor Brown's course, *The Principal and Supervision*.* One day a suggestion was thrown out, the potentialities of which could not be overlooked. This idea was planted as a seed which later blossomed and bore some fruit. In the fall of 1938 a plan was inaugurated, designed to meet the problem at hand.

The following pages attempt to describe what was done and the attendant results. In the main the author is reporting a study made in his own county. He claims the privilege of the research worker to draw conclusions and to make certain recommendations. It is too much to expect many immediate results from the study; nevertheless, certain values have grown out of the program, which while they cannot all be proved conclusively, or concretely, do indicate some very wholesome possibilities in a long-range program of teacher supervision.

* The same person later directed the study.

CHAPTER I

INTRODUCTION

THE NATURE OF THE STUDY

Most writers in the field of school supervision and administration delegate the major portion of the superintendent's time to administrative, clerical and supervisory tasks. One authority places so much value on the supervisory function as to say, "The purpose of the superintendent's work is to get the best results from the school system. To do this it is necessary to strive for the improvement of teachers in service."¹

It appears after a close study of the status of the county superintendent working without assistants that it is quite difficult if not impossible for him to approach a real and effective supervision of instruction. Some of the factors contributing to the situation are mentioned by Cook and Monahan:² extent of territory to cover; large number of schools, far apart; schools remote from the superintendent's office; burden of office work; short tenures; lack of helpers; inexperienced and variously trained teachers; minimum education requirements of the office with political requirements and interests often superseding the educational qualifications.

Studies by Duggan³ and O'Brien⁴ disclose agencies of supervision carried on by county superintendents in Kansas. One revealing disclosure of these studies is stated by O'Brien:⁵

" . . . a striking lack of agreement among the county superintendents as to the relative emphasis upon individual items (practices) . . . (yet) . . . it is still apparent that there is a dominant tendency to place relatively high in rank those items which seem in general to be concerned with supervision of instruction."

A further examination of these agencies will reveal the fact that practically in every instance the particular device employed is legally required by law.⁶ It is possible that such devices are used only perfunctorily with no realization of their possibilities.

In Kansas the status of the county superintendent in relation to supervision can be traced to custom and tradition and more particularly to weaknesses inherent in the statutory conception of the office. The office was created under pioneer conditions for a pioneer day, with duties in keeping with needs and concepts of the time. After three score years they remain, with minor

1. Julius Boraas and George A. Selke, *Rural School Administration and Supervision* (Boston: D. C. Heath and Company, 1926), p. 109.

2. Katherine M. Cook and A. C. Monahan, *Rural School Supervision*, U. S. Bureau of Education Bulletin (Washington, D. C.: U. S. Government Printing Office, 1919:48), p. 18.

3. Thomas Emery Duggan, *A Survey of County Supervision in Kansas*, unpublished Master's thesis (Pittsburg, Kan.: State Teachers College, 1935).

4. F. P. O'Brien, *The County Superintendent of Schools as Supervisor of Instruction*, Bulletin No. 27 (Lawrence, Kan.: University of Kansas, June 1, 1926).

5. *Ibid.*, p. 9.

6. W. T. Markham, Editor, *Kansas School Laws, Revised 1937* (Topeka, Kan.: Kansas State Printing Plant, 1937), sec. 323, 655 [72-204, 1401, *Revised General Statutes of Kansas, 1935*].

changes, on the statute books. The duties are none the less specific and quite clearly enumerated.

Only once is there a definite reference to the supervision of teaching. This is the provision⁷ made for the annual visit to schools, which reads:

"It shall be the duty of the county superintendent of public instruction to visit each school in his county at least *once each term of six months*,* correcting any deficiency that may exist in the government of the school, the classification of the pupils or the methods of instruction in the several branches taught; to make such suggestions in private to the teachers as he shall deem proper and necessary to the welfare of the school. . . ."

The very wording of the section is all but archaic and harks back to the early functions of the inspector. The intent of the law seems to make the visit inspectorial rather than supervisory.

The county superintendent in Kansas seems to have adhered, in this as in other matters, to the traditional practices of early days. Several causes may contribute to this, doubtless one of them being that the superintendent's attempt at "constructive supervision and the effect of his efforts in that direction are closely related to his experience."⁸

From these observations arises the problem of the relationship of the county superintendent to the schools under his supervision and the teachers who conduct them.

The purpose, therefore, of this study is to help in finding answers to the following questions presented by the problem:

1. What does supervision mean to the county superintendent, and how can he do it?
2. What techniques can a busy man, without supervisory assistants, employ in the long-range supervision of classroom activities, and what specific services can he render his teachers?
3. What is the effect of such long-range supervision upon the work of the teacher?
4. Are there any specific improvements which a county superintendent can add to his already stipulated, though perfunctory, supervisory activities?
5. Is the county superintendent doomed to be a mere keeper-of-records, a glorified clerk, a collector of statistical data, and a political hand-shaker; or can he be, in contrast to this traditional concept of him, a professional leader offering a worthy contribution to the neglected field of rural school supervision?

A BRIEF HISTORY OF RURAL SCHOOL SUPERVISION

Hinsdale points out that "The power to supervise the school or schools, lodged by law in the town committee or district board, is the primal cell from which the school superintendency has evolved."⁹

"The present idea of supervision," adds Cook and Monahan, "has come as an evolution, not from the function of teaching but from that of the school committee or board."¹⁰

7. *Ibid.*, sec. 323.

* Italics by writer.

8. F. P. O'Brien, *op. cit.*, p. 9.

9. Quoted by Katherine M. Cook and A. C. Monahan, *op. cit.*, p. 7.

10. *Loc. cit.*

It is interesting to trace the origin and development of the idea which goes back nearly a hundred years (about eighty years in its present conception), and to see how the functions of boards were gradually delegated to smaller and smaller units until they were finally delegated to paid officers, the superintendents.

Cubberley,¹¹ Suzzallo,¹² and Cook and Monahan¹³ have traced this transfer of power from the people to special representatives in the schools. In Massachusetts the authority was first vested in the town itself, then was delegated to the selectmen, and in 1789 to the school committee, who later selected one of their own body as supervisor of common schools, and still later were permitted to engage for this work someone not a member of the committee.

The first step making possible professional supervision for rural communities was taken in 1888, when a law was passed in Massachusetts providing for supervision in smaller towns by permitting them to join in sufficiently large numbers to engage a supervisor to devote all his time to the schools.¹⁴

The idea of state supervision and the office of state superintendent had developed rapidly during these decades—in fact, much more rapidly than that of rural or city supervision. Cole¹⁵ points out that the spread was from the cities, and that the ideas filtered into the rural areas.

The origin and growth of the idea of local supervision for county and township schools is more difficult to trace than that of state or city. It began, as was stated, in Massachusetts with the committee. Its earliest attempts were confined to the management of funds and other material services. Later came the idea of visitation and even the examination of teachers and pupils. The almost literal adoption of the duties of the early committees by later township and county supervisors shows the evolution of the office.

New York led the way in 1814, providing inspectors of common schools in each township. As early as 1824, civil commissioners in Missouri were required to appoint "visitors to the schools once in three months to examine teachers, grant licenses, and exercise general supervisory powers."¹⁶ These places, ten years later, were taken by three trustees with similar duties. In 1825, 1827, 1828, 1829, 1834, 1839, respectively, Ohio, Vermont, New Hampshire, Michigan, Pennsylvania, and North Carolina passed legislative acts providing for supervisory educational officers.

Next appears the county superintendent as a regular county official. Cubberley¹⁷ shows that the county superintendent and his functions are an evolution arising from an increasing need for state oversight and control. "The office," he says, "first began about 1830, became common by 1860, and may be said to have become definitely established by 1880."

The early duties of the county superintendent were chiefly clerical, as Cubberley¹⁸ says:

11. Ellwood P. Cubberley, *State School Administration* (Boston: Houghton Mifflin Company, 1927), chapters 6, 8, 9.

12. Henry Suzzallo, *The Rise of Local School Supervision in Massachusetts*, Teachers' College Contributions to Education, No. 3 (New York: Teachers' College, Columbia University, 1906).

13. Katherine M. Cook and A. C. Monahan, *op. cit.*, pp. 7-8.

14. *Ibid.*, p. 8.

15. William E. Cole, *Status of Rural Supervisors of Instruction in the United States*, (Ithaca, New York: New York College of Agriculture, Cornell University, 1930), p. 1.

16. Cook and Monahan, *op. cit.*, p. 12, cite Boone, *Education in the United States*.

17. Ellwood P. Cubberley, *op. cit.*, pp. 208-11.

18. *Ibid.*, p. 209.

"Everywhere he was given statistical and clerical duties to perform, and his duties were for long very similar to those of a county clerk, auditor or recorder. It was made his business to record and to approve changes in the district boundary lines; to apportion the income from school lands and funds, and the proceeds of taxation, to settle disputes in and between the different districts; to oversee the accounts of the school district officers; to require statistical reports from them; and to compile statistical and financial reports to be forwarded to the state school authorities."

Cubberley¹⁹ continues:

"The county superintendent of schools has thus evolved into a general county overseer of education, representing the county on the one hand and the state on the other . . . In all functions which have been transferred to him from the districts or townships, the unit of school administration has become the county, instead of the district or the township."

New York was the first state to appoint a county superintendent of schools. Established in 1841, the office was abolished in 1847 due to its unpopularity, only to be revived eight years later. During the years 1841-'47 a township superintendent remained, who held much the same position as the committee in Massachusetts, "superintending the schools, affording information, and making regulations relative to the various branches of instruction, to disciplinary matters, etc." ²⁰

Other states followed with somewhat widely differing plans until it became the common practice. Among the new states providing for the office, Kansas took the lead in 1859, shortly before her admittance as a state²¹ in 1861. Other states following in order, but with interims, were: Florida, Mississippi, Virginia, Illinois, Colorado, Louisiana, California, Nevada, North Dakota, South Dakota, Wyoming, Montana, Iowa, Alabama, Oklahoma, Arizona, and New Mexico.

In recent years a changing conception of the place and work of the county superintendent has been evident. Cubberley²² says:

"Everywhere, at first, the county superintendent was to a very large degree a clerical and statistical officer, representing the state in the carrying out of a state purpose, and serving as a means of communication between the state on one hand and the school districts on the other. His duties were simple and required no professional skill . . . Unlike other county officers his functions are only in part clerical and routine; and if he is to render the highest service, he must be a professional leader rather than an office clerk. It might almost be said that his real effectiveness as a county superintendent is determined by how far he is able to subordinate office routine to real professional leadership."

Again he says:²³

" . . . a new demand has arisen that the whole nature of county supervision shall be changed. The inadequacy of paper examinations and of the yearly or half-yearly visits of superintendents has become evident, and the need of strengthening the authority of the superintendent in dealing with the district boards of trustees has been felt with new force. It has been demanded

19. *Ibid.*, pp. 210-11.

20. Katherine M. Cook and A. C. Monahan, *op. cit.*, p. 12.

21. John M. Matzen, *State Constitutional Provisions For Education*, Teachers' College Contributions to Education, No. 462 (New York: Teachers' College, Columbia University, 1931), p. 77.

22. Ellwood P. Cubberley, *Public School Administration*. (Boston: Houghton Mifflin Company, 1929), p. 49.

23. Ellwood P. Cubberley, *State School Administration*. (Boston: Houghton Mifflin Company, 1927), p. 213.

that the yearly visit shall be replaced by close and adequate professional supervision, and that the work of the country schools shall be improved and enriched and placed on a footing with that done in the schools of the towns and cities. To do this, trained and efficient supervisors, as well as educational reorganization and additional funds, will be necessary, and these new demands have given an added impulse to the movement, which has manifested itself in a number of states, to change the whole nature of the county superintendency by taking it out of politics and placing the office on a professional instead of a political basis."

The paid supervisor or "helping teacher" has become a familiar worker in several states, *e. g.*: Massachusetts, Connecticut and the other New England States, New York, Delaware, Maryland, Wisconsin, Pennsylvania, Utah, Alabama, New Mexico. Gaumnitz²⁴ reports progress in this direction in spite of serious setbacks, both prior to and during the depression. "Such supervision," he says, "is now widely recognized as a need rather than a frill." He shows reason why such school supervision is needed in rural communities even more than in urban communities.

Among the states not yet providing county supervisors is Kansas, although two rural-school supervisors are appointed by the state superintendent, with duties more general than specialized.

Kansas is sharing the changed conception of the county superintendent's work, not as a result of statutory action, but as a result of changed attitudes and practices on the part of some of the county superintendents who have begun to see the rich potentialities of their office.²⁵ These superintendents have been willing to go beyond the law and contribute more than is expected of them by giving a new interpretation to their duties as enumerated in the statutes.

There are in process of formation legislative proposals²⁶ which are designed to clear the way for efficient supervision in the rural schools of the state.

PREVIOUS STUDIES

Published reports of rural-school supervisory programs are not numerous. Outstanding among available ones is the twenty-year-ago study conducted by Pittman²⁷ in Brown county, North Dakota, and published in 1921. His purpose was to answer the question, "Does supervision of teaching pay; in what ways and under what conditions?" He was also interested in the effect of supervision when done according to the zone plan. For the purpose of his experiment the control-group method was employed, a testing program being

24. W. H. Gaumnitz, *Status of Rural School Supervision in the United States in 1935-'36*, U. S. Office of Education Pamphlet (Washington, D. C.: U. S. Printing Office, 1937 : 12), pp. 1-2.

25. *E. g.*, Use made of demonstration teaching by Superintendents Madison Coombs of Republic county and Harold C. Fisher of Douglas county; project in connection with college extension course by former Superintendent Ferne Maurer of Cowley county; supervisory visits and laboratory type of institute employed by Superintendent S. L. Sondergard of Saline county; zone meetings for curriculum study used in Morris county by Superintendent Geo. R. Johnson; adoption of uniform work books in Douglas county by Superintendent Harold C. Fisher.

26. The legislative committee of the State Teachers' Association has adopted a three-point program for the legislative session of 1941 as described in Bulletin No. 1—"Proposed School Legislation for 1941"; Bulletin No. 2—"The School Retirement Bill"; Bulletin No. 3—"Kansas Needs a State Commissioner of Education"; mimeographed report, "Study Discussion Report on High School Tuition—Transportation," all published by Kansas State Teachers' Association, Topeka.

27. Marvin S. Pittman, *The Value of School Supervision Demonstrated with the Zone Plan in Rural Schools* (Baltimore: Warwick and York, 1921).

introduced to measure the results of teaching in the supervised and unsupervised groups.

The results reported by Pittman were positive and significant:

(1) The advancement of pupils in supervised schools was 194 percent as far as those in the unsupervised schools; (2) the value of supervision equals \$45,102.15 per year; (3) teachers did four times as much professional reading as in the previous year, and the supervised teachers read more than the unsupervised teachers; (4) pupils made more progress and greater gains; (5) community social life was promoted; (6) positive gains were made in subjects supervised without interference with progress of subjects not especially supervised. A noteworthy conclusion was that to get the best results from supervision the attention of *all* must be centered upon the particular phase which is emphasized.

In 1932 a project was organized in Cowley county, Kansas,²⁸ in connection with a college extension course in Educational Measurements. The problem was to promote improvement of instruction in arithmetic with major attention given to diagnostic and remedial work. Accompanying the study was a supervisory program of visits, personal conferences, circulars, and county teachers' meetings. Teachers became acquainted with various tests and gained the ability to use them and to make other tests of their own. Objective evidence through pupil results showed the realization of the specific aim, the improvement of instruction in arithmetic.

Another plan used in connection with a college course is reported by Margaret Lingenfelser.²⁹ This plan was used in Fairview Rural School, near Clemson College, Clemson, S. C. Student teachers spent two hours in the college classrooms, observed teaching in Fairview school three hours, then for thirty minutes held conferences with room teachers. Group and individual conferences were held in afternoons. Eleven objectives were adopted, among which were:

1. To demonstrate to student teachers how to get coöperation of parents and pupils.
2. To have a typical rural school.
3. To work slowly so children could see need for all changes in the school.
4. To teach the student teacher when and how to ask for materials and how to take care of them.
5. To show student teachers how to meet the needs of the pupils and the community.
6. To let each student teacher observe each step in the development of a unit so as to see the center of interest.

The report of the study is mainly descriptive, but in the discussion of aims and objectives comments are made which indicate definite results in the achievement of the aims.

Cressman³⁰ describes a campaign type of supervisory program used in Chester county, Pennsylvania. The usual plan was to emphasize one major

28. Flora E. Holroyd, *A Supervisory Project in Education Measurements*, Educational Monograph No. 1 (Pittsburg, Kan.: Kansas State Teachers College, 1932).

29. Margaret Lingenfelser, "A Rural School Experiment in Connection with a College Course in Rural Education," *Journal of the N. E. A.*, 29:25, January, 1940.

30. George R. Cressman, "A County Supervisory Campaign For the Improvement of Instruction in Reading," *The Elementary School Journal*, 31 : 370-8, January, 1931.

and one minor subject each year, the minor subject being the major of the preceding year. In the supervision of reading the *Brueckner Judgment Test of Teaching Skill* was employed in evaluating lessons taught. Mimeographed copies of lessons, impersonally described, were distributed to teachers at regular group meetings, twenty to thirty teachers composing a group. Each teacher rated the lesson as excellent, good, medium, poor or failure. Chief results were: (1) lessons rated higher in the latter part of the year; (2) a definite need was shown for recognition of what constitutes a good lesson or poor lesson; (3) teachers learned to exercise careful discrimination; (4) the necessity of a definite and justifiable purpose for each teaching procedure adopted was shown.

Dr. Cora De Boer³¹ conducted a study in Kane county, Illinois, for the purpose of discovering pupils in specific need of help in the subject of reading in the rural schools. A reading supervisor was placed in complete charge of the work. The plan included the use of reading-readiness tests for the first grade; reading tests for grades II, III; partial batteries for other grades; group intelligence tests for upper grades; and specialized tests for children with educational handicaps. Results: (1) attitude of teachers toward supervision changed from a defensive one to one of eagerness; (2) method of teaching reading definitely changed in several schools; (3) increase in flexibility of the school curriculum; the child allowed to work where able, not kept strictly in a certain grade; (4) status of each child known by the supervisor.

Annie Hoppock³² reports a plan used in Warren county, New Jersey, in which teachers organize in small groups "to report, share, plan, and observe accounts of successful projects," mimeographed and distributed. The purpose was not to develop a course of study but to "develop the kind of teacher who, using all help available, intelligently plans the best possible program for the children." In this plan teachers made use of their rural environment. Children planned and managed many of the projects. A common device used was the field trip.

Anne Holdford³³ reports an experiment in directive supervision by the county supervisor in Wake county, North Carolina. The extremely large number of teachers and short school terms made it impossible to contact teachers sufficiently. The group center plan for teachers' meetings was adopted. Coöperation of the high-school principals was obtained by means of proving that the elementary schools were not keeping up their end of the load in comparison with high schools. Each year a program was agreed upon for improving some phase of the work of the schools. Testing programs and demonstration lessons were featured. Principals studied time allotment in their work of supervision and thus time was saved. Results of the Wake county experiment show that principals carried out the supervisory programs and developed initiative. The teachers did the work, but the principals directed it. The supervisor was consulted only on major points.

31. "An Experiment in the Supervision of Rural Schools," *The Elementary School Journal*, 39 : 87-8, October, 1938.

32. Annie Hoppock, "Learning To See, To Hear and to Understand," *Journal of the N. E. A.*, 28 : 248, November, 1939.

33. Anne Holdford, "An Experiment in Directive Supervision," Katherine M. Cook, Editor, *Improvement of Instruction in Rural Schools Through Professional Supervision*, U. S. Office of Education Bulletin, 1929 : 12, pp. 28-31.

Lena Latkin,³⁴ used a "Ten-School Plan" for rural supervision in Pulaski county, Arkansas. Ten schools were selected for intensive work during a three-month period, especially to help "young inexperienced teachers and old in-rut teachers." Community projects were stressed and the need for high-school standards was demonstrated during the first six weeks, and during the last six weeks of each school year general "get-together" visits were planned. The usual supervisory agencies were utilized, *e.g.*, monthly letters, libraries, testing, reading circle, supervisory visits. A substantial gain was noted in the raised standards of teaching.

Another county-wide plan for supervision³⁵ is reported from Guilford county, North Carolina. A program including educational conferences, county-wide teachers' meetings, group meetings of teachers, supervisory visits, office conferences and the organization of Parent-Teacher Associations was adopted after certain guiding principles had been developed. Among the appreciable results, measured statistically, was the increase of pupil promotions: "Teachers are teaching children, not books."

SCOPE OF THE STUDY

This study undertakes the task of trying out a long-range program of supervision among one- and two-teacher schools only, in a rural county not densely populated. An idea of the size of the job is given in the fact that in an area of 792 square miles there were at the time of the study 75 one-teacher districts, only 64 of which were maintaining school, and 3 two-teacher districts. These schools average 14 miles in distance from the superintendent's office, with an average of 4 miles between schools. The teachers were variously trained with ranges in training from no training to a complete college course. A large percent of the teachers were inexperienced in teaching or had little experience. The average teacher turnover in a period of four years was 55.32 percent, meaning that 55.32 percent of the teachers changed jobs from year to year. This included an average of 32.49 percent of teachers leaving the rural schools entirely to go out of the county, or to enter marriage, or to enter teaching in towns in the county.

Chapter II shows in tabular form the status of teachers and general information concerning the county and its schools.

METHOD OF PROCEDURE

In this study the method of procedure has been to set up a tentative supervisory program for rural schools to meet the problem previously discussed.

As the problem was studied it became obvious that any attempted plan must be a long-range one, simple and easy to set up, one which a busy man could manipulate alone, without the benefit of supervisory helpers. It was not known how rural-school teachers, unaccustomed to a definitely planned supervisory scheme, would react. Then, too, the teachers were located in variously scattered areas, some of them almost isolated from the supervisor's office.

No thought was given to measuring results in learning nor was there a plan for a testing program. There were no available funds for such an enterprise;

34. Lena Latkin, "The Ten-School Plan for County Supervision," *Proceedings of the N. E. A.*, 1927 : 531-3.

35. Nettie E. Brogdon, "A County-Wide Plan for Supervision," *Proceedings of the N. E. A.*, 1929 : 517-20.

neither was there sufficient time nor an adequate corps of helpers. Doubtless a testing program would have added validity to the program. The entire proceeding was an experiment more extensive than intensive.

PURPOSES AND AIMS OF THE PROJECT

The purposes and aims of the project were stated as follows:

To give, within the limited range of the county superintendent's time, supervision which will:

1. Aid the teacher in handling immediate schoolroom problems successfully.
2. Give the teacher a clearer conception of teaching aims and techniques.
3. Encourage professional reading.
4. Acquaint teachers with new and improved methods of teaching.
5. Foster a better professional spirit and a desire on the part of the individual teacher for improvement in performance and results in her work.
6. Tend to strengthen and improve the relations between superintendent and teachers.
7. Test the reactions of teachers to such supervision.
8. Pave the way for a more inclusive and intensive type of supervision in the county.

AGENCIES USED IN THE PROJECT

Pursuant to the nature of the problem and the desired ends, a program was planned including the following features and devices:

1. Monthly bulletins and occasional supervisory letters.
2. Distribution of educational literature.
3. Reports and other checks on professional reading.
4. The teachers' professional institute.
5. Scheduled schoolroom visits by county superintendent, with conference following.
6. Personal consultations, conferences and interviews with teachers aside from visits.
7. County teachers' meetings.
8. Group meetings of teachers for study and discussion of teacher problems.
9. Demonstration lessons.
10. Questionnaires by which to gather certain information and to check general reactions of teachers.
11. Subjective devices for measuring general results.

A few of the adopted agencies have been provided for by law;³⁶ notably, the county superintendent's visit, reports on professional reading, the professional institute, and county teachers' meetings. In setting up the machinery for this experiment, however, the thought was "to go beyond the law"; to attempt more than the statutes prescribe and more than is usually expected of the county superintendent; and to make a broader and more effective use of the prescribed supervisory duties than a perfunctory execution of them.

36. W. T. Markham, Editor, *op. cit.*

SOURCES OF DATA

This study is limited to what was done by a county superintendent in a program of rural-school supervision. Hence, the sources of materials gathered are restricted to the confines and limitations of the project reported and to the supervisory agencies and devices made use of in carrying on the program. The sources may be divided roughly into two categories:

- (1) *Subjective data*, consisting of observations and judgments of the county superintendent, and, more or less—
- (2) *Objective data*, consisting of items of information gathered through or by means of:
 - Questionnaires.
 - Occasional supervisory letters.
 - Bulletins.
 - Educational literature distributed.
 - Regular reports received from teachers:
 - first week's report.
 - monthly reports.
 - supplementary report (5th month).
 - professional readings.
 - Reports from group meetings.
 - Reports from committees.
 - Notes taken from:
 - classroom visits.
 - group meetings.
 - demonstration lessons.
 - conferences, interviews and conversations.
 - Institute records and proceedings.

TYPES OF DATA

- The following types of data were gathered over a period of one school year:
- Criteria and measures by which teachers desire their work rated.
 - Reading lists recommended to teachers by county superintendent.
 - Types and amounts of professional reading.
 - What county superintendent did when visiting schools.
 - Attitude of teachers toward supervision.
 - Rank of supervisory agencies and devices in degree of importance.
 - Tabulations of conferences: number of and subjects discussed.
 - Notes taken from: classroom visits (with reproduction of certain lessons taught); personal conferences; demonstration lessons and subsequent discussion; group meetings.
 - Mimeographed lesson helps.
 - Opinions of teachers on:
 - kinds of supervision preferred.
 - kinds of teachers' meetings preferred.
 - kinds and number of group meetings preferred.
 - what they expect of supervisors.
 - professional attitude of teachers and outlook on their jobs.
 - what they think of the supervisory program.

- Institute programs.
- Investigations, experiments tried out by teachers.
- Outstanding projects carried on in rural schools.
- Questions teachers ask the supervisor.
- What teachers do in the classroom.
- List of good and bad practices observed while teaching school.
- A follow-up program of supervision for the schools studied.
- How a county superintendent can best use his time.
- Items of information concerning teachers:
 - training.
 - certification.
 - experience.
 - salaries.
- Items of information concerning schools:
 - enrollment.
 - grades taught per teacher.
 - extent of territory supervised.
- Copies and samples of:
 - demonstration lesson plans.
 - classroom lesson plans.
 - supervisory letters.
 - bulletins.
 - teaching units prepared by teachers at Institute and in groups.
 - examination questions prepared by groups.
- Calendar of supervisory activities.
- Reports on professional reading.
- Teaching hints and other pedagogical helps.
- Inspirational items in bulletins.
- Lists of:
 - teachers' problems.
 - work-books recommended by teachers' committees.
 - educational literature distributed.
 - methods and devices used by teachers in classroom.
 - questions discussed in forums.

DEFINITIONS OF TERMS USED IN THIS STUDY

Throughout this study the term *supervision* is thought of as the function and activities of the county superintendent, or other school authority, in directing the work of teachers toward the end of improving the technique, effectiveness and outcomes of the teaching process, and at the same time contributing to the development of a wholesome attitude on the part of teachers toward supervision and their work as teachers.

Long-range supervision is used to describe that type of supervision which is directed from a central office by means of bulletins, letters, circulars, etc., and with limited opportunity for personal contacts.

Throughout this study the term *rural-school* is applied to all one- and two-teacher schools in the open country or in unchartered villages.

By the term *study group* is meant a unit or small group of teachers in a

given limited territory who meet, under the direction of the supervisor, for the purpose of study and discussion of some phase of their work as teachers.

The terms *bulletin*, *circular*, and *supervisory letter* denote communications designed to make announcements, to give directions or to make suggestions to teachers, and duplicated in such a manner that identical copies can be had simultaneously by all those persons for whom they are designed.

Demonstration teaching, in this study, is limited to demonstration lessons taught by a teacher for the benefit of a group of fellow teachers.

PRESENTATION OF DATA

It is the plan of this study to present an accurate and detailed description of what one county superintendent did in an effort to establish for the rural schools of the county an effective plan of teacher supervision. Each agency or device used is described and its attendant results noted; tabular presentation is made of certain factual material; conclusions have been drawn and recommendations made in the light of what was revealed in the study. A bibliography is furnished, listing works which deal with almost every phase of supervision as it relates to the office of county superintendent, including, in addition to general works, reports on supervisory projects, various supervisory devices and plans, methods of measuring teaching weaknesses to be corrected in teaching.

CHAPTER II

THE PROGRAM IN ACTION

In the previous chapter a brief outline of a rural-school supervisory project was presented. In this chapter the manner in which the plan was carried out and the results accompanying the work are discussed.

PREPARATION

Three problems were confronted in the inauguration of the experiment: (1) the problem of ascertaining what had been accomplished in the field; (2) the problem of devising a workable plan to meet the needs; and (3) the problem of conservation of time in order to administer the plan.

These problems marked the importance of three very necessary steps. In regard to the importance of the first, Pearson¹ says:

"The first step in beginning supervision is to know just what others have thought and done on the subject . . . to become saturated with the subject, and to have principles and standards on which to depend when facing the real situation."

Planning is described by Burton as the fundamental principle of supervision. "Too often," he says, "there is no evidence of a definite, well-organized plan for supervision, setting forth objectives . . . and outlining methods of attack."² He quotes John M. Foote as saying, "A supervisor without a program has no point of departure and no destination"; and Dr. F. G. Bonser, who said, "It is impossible to estimate the worth of supervision unless there is a program definite enough to measure."

Burton³ further sets forth three elements possessed by a good supervisory program:

1. A set of clearly stated definite objectives.
2. A clear-cut outline of the means, devices and procedures to be utilized in the attainment of the objectives.
3. A clear-cut outline of the criteria, checks, or tests to be applied to the results of supervision in order to determine the success or failure of the program.

In *The Principal and His School*, Cubberley remarks that the measure of a principal's interest in supervision is the means he employs to find time to do such work.⁴ This dictum should apply as well to the county superintendent.

1. Cora Pearson, "Rural School Supervision from the Viewpoint of the County Supervisor," Katherine M. Cook, Editor, *Improvement of Instruction in Rural Schools Through Professional Supervision*, U. S. Office of Education Bulletin (Washington, D. C.: U. S. Government Printing Plant, 1926 : 12), p. 11.

2. W. H. Burton, "The Making of Supervisory Programs," *Elementary School Journal*, 26 : 264-72, 367-75, December, 1925, January, 1926.

3. W. H. Burton, "The Value of Supervisory Plans and Programs," Katherine M. Cook, Editor, *op. cit.*, p. 33.

4. Ellwood P. Cubberley, *The Principal and His School* (Boston: Houghton Mifflin Company, 1923), p. 432.

ent. Studies on this subject have resulted in a more equitable distribution of the supervisor's time, as Devers⁵ has pointed out.

In projecting this study a survey of available materials was followed by the formulation of aims and objectives, and the determination of means by which to attain them. These have been enumerated in the previous chapter. The results of the literature survey appear in certain phases of the adopted program and in the bibliography.

Reporting the status of the rural teachers is not the purpose of this study. The following data is presented to illustrate how devising a supervisory program to fit the needs of the teachers was no easy task. Since the majority of the teachers were serving with a minimum of preparation and experience, the plan was devised for that group in particular.

Table I presents general information concerning the area covered by this study, types and number of schools, number of teachers, etc.

TABLE I
GENERAL INFORMATION CONCERNING STAFFORD COUNTY, KANSAS, AND ITS
RURAL SCHOOLS, 1938-1939

Total population of county.....	10,574
School census in one- and two-teacher districts.....	1,621
Total square miles in the county.....	792
Number of one-teacher districts.....	75
Number of one-teacher districts not maintaining school.....	11
Number of one-teacher districts maintaining school.....	64
Number of two-teacher districts.....	3
Total number of teachers in one and two-teacher schools.....	70
Number of male teachers.....	10
Number of female teachers.....	60
Number of married male teachers.....	5
Number of married female teachers.....	11
Average annual teacher turn-over.....	55.32%
Average distance of each school from county superintendent's office.....	14 miles
Average distance between adjoining schoolhouses.....	4 miles
Total enrollment in one-teacher schools.....	720
Total enrollment in two-teacher schools.....	82
Average enrollment in one-teacher schools.....	11.25
Average annual salary of teachers in one-teacher schools.....	\$612.00
Average annual salary of teachers in two-teacher schools.....	\$741.66

Read table thus: The total population of Stafford county, Kansas, was (1939) 10,574; the school census showed 1,621 pupils.

Table II shows that a large number of the one-teacher schools had small enrollments. Large schools were the exception. The table is so arranged as to show comparisons in enrollment per teacher in one- and two-teacher schools.

5. Ora Devers, "A Study of the Time Distribution of Rural Supervisors," Katherine M. Cook, Editor, *op. cit.*, pp. 48-52. (See, also, U. S. Bureau of Education Bulletin, 1927 : 15.)

TABLE II
ENROLLMENTS PER TEACHER IN ONE- AND TWO-TEACHER SCHOOLS

Teachers in one-teacher schools.	Number of pupils enrolled per teacher.	Teachers in two-teacher schools.	Teachers in one-teacher schools.	Number of pupils enrolled per teacher.	Teachers in two-teacher schools.
1.....	3	.....	5.....	14	.....
2.....	4	.....	3.....	15	.....
3.....	5	.....	2.....	16	1
5.....	6	1	3.....	17	.....
5.....	7	.....	1.....	18	1
5.....	8	.....	1.....	19	.....
9.....	9	.....	1.....	20	.....
2.....	10	1	1.....	21	.....
3.....	11	1	1.....	22	1
6.....	12	.....	2.....	23	.....
3.....	13	.....		

32 schools have 10 or less pupils.
Four schools have over 20 pupils.
Average enrollment, 11.25.

Read table thus: 1 teacher in one-teacher schools had 3 pupils enrolled; 2 teachers had 4 pupils.

Table III shows the number of teachers in one- and two-teacher schools and the amount of salary received per month. This table is so arranged as to indicate comparisons in salaries in one- and two-teacher schools. The teacher receiving the largest salary was superior in ability, and was far in advance of her contemporaries in training and experience. Other data indicated, however, that in general, *the schools of the county paid salaries according to the districts' ability to pay, rather than according to the merits of the teachers employed.*

There was no common standard in the training of teachers, as is shown in Table IV. One-fourth of the teachers had little or no college preparation. A perusal of the table would seem to indicate that the teachers of the county ranked low in their professional preparation.

Table V deals with the kinds of certificates held. The certification of teachers as revealed in this table seems to parallel the professional preparation as shown in Table IV. There is justification for the conclusion that teachers and boards of education were content with minimum requirements for the teacher's profession.

The teachers were not only short on preparation but were also short on experience. Table VI indicates that only seven teachers, or ten percent of a total of seventy, had more than ten years' experience; forty-two, or sixty percent, had less than five years' experience.

TABLE III

MONTHLY SALARIES OF TEACHERS IN ONE- AND TWO-TEACHER SCHOOLS

Teachers in one-teacher schools.	Salary per month.	Teachers in two-teacher schools.	Teachers in one-teacher schools.	Salary per month.	Teachers in two-teacher schools.
1.....	\$125-129	.....	2.....	90-94	1
0.....	120-124	.....	7.....	85-89	.....
0.....	115-119	.....	13.....	80-84	3
1.....	110-114	.....	21.....	75-79	1
0.....	105-109	.....	10.....	70-74	.....
2.....	100-104	1	5.....	65-69	.....
1.....	95-99	.....	1.....	60-64	.....

\$60-125 or 65.....	Range.....	\$75-100 or 25
\$78.80.....	Median.....	\$83.33
\$76.50.....	Average.....	\$71.66
\$75.50.....	Mode (crude).....	\$82.50

Read table thus: One teacher in one-teacher schools received \$125-\$129 per month; no teacher received \$120-\$124.

TABLE IV

TEACHER PREPARATION IN COLLEGE SEMESTER HOURS

Teachers in one-teacher schools.	Total number of semester hours.	Teachers in two-teacher schools.	Teachers in one-teacher schools.	Total number of semester hours.	Teachers in two-teacher schools.
2.....	130-139	.....	21.....	60-69	1
0.....	120-129	.....	0.....	50-59	1
0.....	110-119	.....	3.....	40-49	.....
2.....	100-109	1	8.....	30-39	.....
1.....	90-99	.....	0.....	20-29	2
1.....	80-89	1	7.....	10-19	.....
3.....	70-79	.....	16.....	0-9	.....

0-138 or 138.....	Range.....	25-106 or 81
41.66.....	Median hrs.....	.....
42.14.....	Average hrs.....	60.83
60-69.....	Mode (crude).....	.....

Read table thus: Two teachers in one-teacher schools had 130-139 semester hours; no teacher had 120-129 hours.

TABLE V
CERTIFICATION OF TEACHERS IN ONE- AND TWO-TEACHER SCHOOLS

TYPE OF SCHOOL.	Certificates issued by State Board of Education.						Teachers' colleges.			County.	
	Life.	3-year renew. (life) degree.	3-year renew. (3 years) 60 hrs.	Perma- nent elemen- tary.	Normal training.	2-year elemen- tary 30-60 hrs.	Life 60 hrs.	3-year 30 hrs.	1st grade.	2d grade.	State issued on 1st and 2d.
One-teacher	3	1	1	4	1	10	7	11	6	17	3
Two-teacher	1	.....	.....	.....	.....	2	1	2	.....	.....	.....
Totals	4	1	1	4	1	12	8	13	6	17	3

Read table thus: Three teachers in one-teacher schools held life certificates issued by state. Seven teachers held life (60 hrs.) issued by Teachers Colleges.

TABLE VI

PREVIOUS EXPERIENCE OF TEACHERS IN ONE- AND TWO-TEACHER SCHOOLS

Teachers in one-teacher schools.	Years' experience.	Teachers in two-teacher schools.	Teachers in one-teacher schools.	Years' experience.	Teachers in two-teacher schools.
10.....	No experience	1	0.....	11 years	.....
11.....	1 year	.....	1.....	12 years	1
11.....	2 years	.....	1.....	13 years	.....
5.....	3 years	.....	1.....	14 years	.....
1.....	4 years	2	1.....	15 years	.....
4.....	5 years	1	2.....	16 years	.....
3.....	6 years	.....	0.....	17 years	.....
3.....	7 years	.....	0.....	18 years	.....
2.....	8 years	.....	0.....	19 years	.....
3.....	9 years	1	1.....	20 years	.....
4.....	10 years	.....		

Read table thus: Ten teachers in one-teacher schools had no previous teaching experience; eleven teachers had one year of experience.

Teacher changes presented another difficulty in the way of effective supervision. Not only were tenures short, but an appallingly large percentage of turnover was recorded annually. Table VII shows the changes over a four-year period and the percentage of teachers affected by them. It is to be noted that on the average less than one-half of the teachers kept their positions from year to year. Many teachers found new situations in other rural schools of the county, but nearly one-fourth left the rural schools (1) to enter grade schools, (2) to serve in other counties, (3) to attend college, or (4) to retire from the profession.

According to Fillers,⁶ the annual turnover of teachers in America is greater than that of any other country in the world and greater than in any other calling. The percentage is from 30 percent to 40 percent. "Filling vacancies with inexperienced people," he says, "presents a serious problem." The figures in Table VII indicate that the situation in Stafford county, Kansas, is comparable to the general picture.

ORGANIZATION OF TIME

The third problem was the organization of time. Some headway had been made in that direction during the three years prior to the beginning of the supervisory project.

It has been demonstrated that unforeseen incidents and unavoidable circumstances could upset a time schedule and render it uncertain. Delays and interruptions were caused by:

1. Prolonged or occasional severe weather.
2. Bad road conditions.
3. Early callers who consumed sufficient time to delay the start on a day's visits.

6. H. D. Fillers, "Supervision," *American School Board Journal*, 74 : 44, February, 1927.

TABLE VII
TEACHER TURNOVER IN ONE- AND TWO-TEACHER SCHOOLS

	1935-'36.	1936-'37.	1937-'38.	1938-'39.	Average for four years, 1935-'39.
Total number of teachers	76	74	73	70	73.25
Number of teachers in same position succeeding year.....	41	25	33	32	32.75
Percentage of teachers holding same position succeeding year.....	53.95	33.77	45.26	45.72	44.67
Number of teachers not in same position succeeding year.....	35	49	40	38	40.50
Percentage of teachers not in same position succeeding year.....	46.05	63.23	54.74	54.28	55.33
Number of teachers leaving rural schools of county succeeding year.....	22	26	21	26	23.75
Percentage of teachers leaving schools of county succeeding year.....	28.90	35.12	28.76	37.18	32.42

Read table thus: In 1935-'36, seventy-six teachers were employed in the rural schools; 41, or 53.95 percent of them held the same position the next year; 35 or 46.05 percent of them did not hold their position the next year; 22 or 28.90 percent of them left the rural schools of the county the next year.

4. Seasonal busy periods.
5. Unexpected problems demanding immediate attention.
6. Car repairs and other transportation emergencies.

The proportional value of the various office functions had been partially realized. At no time, however, had there been a careful study of the distribution of time among the duties of the office. The following list of activities gives some idea as to how the usual day was spent at the office when no schools were visited:

1. Getting the mail on the way to the office.
2. Attention to correspondence:
 - Dictating letter, etc.
3. Answering telephone calls.
4. Receiving callers:
 - Board members.
 - Teachers.
 - Applicants for jobs.
 - Business men.
 - School superintendents and principals.
 - Professional callers from outside the county.
 - School patrons.
 - Salesmen.
 - Other callers for brief business or to exchange greetings.
5. Attention to special cases:
 - Teachers.
 - Pupils.
 - Parents.
 - Board members.

6. Planning visits, programs, meetings, or—
7. Collecting and editing bulletin material.
8. Going over reports.
9. Keeping records.

The office day, normally closing at 5 o'clock, often was extended to 6 o'clock because of interruptions or callers arriving at closing time. Regular office hours could not be maintained during the busy spring season, when callers came at all hours, even to the superintendent's home.

Certain general information had been gained and certain procedures and habits had been formed. Among these were:

1. Acquaintance with:
 - The roads of the county, their relative positions and conditions.
 - The best routing of schools for economy of time in visiting.
 - The quickest way to a given school.
 - The school buildings themselves, their general condition, equipment, etc. (This item ultimately reduced inspection to a minimum.)
2. Organization of the office:
 - The office desk.
 - The storeroom.
 - The files.
 - Printed forms.
 - General routine and habit of doing things.
 - Use of desk calendar and date-book.
3. Systemization of calls:
 - Made difficult by
 - Political nature of office.
 - Taxpayer preferring to talk with elected officer--not deputy or clerk.
 - Callers expecting the privilege of "visiting."
 - Time saved by
 - Meeting callers in outer office when possible.
 - Standing for brief business and brief calls.
 - Using some means of indicating close of interview.
 - Learning which callers were habitual long "stayers."
 - Curbing superintendent's tendency to indulge in "visiting."
 - Turning routine calls over to secretary.

In order to lay out a suitable time schedule, a rough estimate was made of the time previously given throughout the year to various duties. Then a more satisfactory distribution was set up as a desirable pattern. Table VIII shows the two contrasted time programs. It must be understood that the accuracy of the previous distribution cannot be verified or certified. The figures were only approximately arrived at. According to the table the desired program devoted less time to office routine and more time to supervisory activities. This arrangement was made possible by assigning more responsibility to the office clerk.

In order to conserve time the following devices were resorted to:

1. More details were left to the clerk who was made deputy and whose title was officially changed to *secretary*.

2. The office was closed at 5 o'clock, or as soon thereafter as possible, excepting during March and April. The superintendent then could work an hour alone and undisturbed when necessary.
3. The program of supervision was limited.
4. All problems, projects and programs were outlined in detail before introduced.

TABLE VIII

ESTIMATED ACTUAL TIME DISTRIBUTION CONTRASTED WITH A DESIRABLE TIME SCHEDULE FOR THE SUPERINTENDENT

ACTIVITY.	Approximate percent of time.	
	Used prior to adoption of program.	Desired for program.
School visits (including travel).....	17	20
Special or extra visits (by call or other reason).....	5	5
Office work: Conferences, committee meetings, correspondence, clerical duties, planning and organization, reports, callers.....	58	35
Professional study.....	0	5
Teacher supervision other than school visits: Conference, circular letters, group meetings, planning, etc.....	3	20
Educational conferences: Visits with other county superintendents, state or regional committee work.....	5	5
Social activities: Addresses, school entertainments, P. T. A., clubs, church, county teachers' meetings, track meets, etc.....	12	10
Totals.....	100	100

Read table thus: Seventeen percent of the superintendent's time was used for school visits, including travel; 20 percent was allotted by the desired schedule.

5. Calls were considerably systematized, yet too little progress was made in that direction.
6. Less attention was given to what people might say or think of certain courses of action; less worry resulted.
7. Visits were announced and better scheduled. In order to gain time the office was not visited on days when long tours were scheduled.
8. More duties were given over to teachers in planning meetings, contests, track meets, etc.
9. Busy seasons were anticipated and an attempt made to schedule no important work for such times.
10. An increased use of circular letters and bulletins.

The first step toward the realization of the plan was taken when the problem was outlined to the teachers during the institute. Through their cooperation the plan was set in motion during the first month of school. A calendar of activities was drawn up for the major supervisory events of the

year's work. Pittman⁷ suggests that colleges announce in advance a catalogue of events—why should not a supervisory district?

TENTATIVE CALENDAR OF EVENTS

1938

August

22-26 Institute

September

15 Group 8

20 Group 6

21 Group 1

27 Group 2

28 Group 4

29 Group 5

October

1 County Teachers' Meeting

4 Group 3

5 Group 7

18 Groups 2, 4

19 Groups 1, 6

20 Groups 5, 8

November

2 Group 3

3 Group 7

15 Groups 2, 4

16 Groups 1, 6

17 Groups 5, 8

December

1 Group 7

7 Group 3

15 Groups 5, 8

20 Groups 2, 4

21 Groups 1, 6

1939

January

4 Group 3

5 Group 7

17 Groups 2, 4

18 Groups 1, 6

19 Groups 5, 8

28 County Teachers' Meeting

February

1 Group 3

2 Group 7

15 Groups 1, 6

16 Groups 5, 8

21 Groups 2, 4

March

1 Group 3

2 Group 7

10 Spring Music Festival

15 Groups 1, 6

16 Groups 5, 8

21 Groups 2, 4

31 Track meet

7. Marvin S. Pittman, *The Value of School Supervision Demonstrated with the Zone Plan in Rural Schools*. (Baltimore: Warwick and York, 1921), p. 19.

Tentative Calendar of Events (*Continued*)

1939	
April	
1	County Teachers' Meeting
15, 22	Diploma Examinations (8-month schools)
May	
12, 13	Diploma Examinations (9-month schools)

The various supervisory agencies used will next be described.

BULLETINS, CIRCULARS, AND SUPERVISORY LETTERS

During the three years previous to the adoption of a supervisory plan circulars had been employed as supervisory agencies, assuming three forms: An annual school directory, a monthly bulletin or news letter (called *The Stafford County School Journal*), and occasional circular letters. All these were continued during the project, with an effort to make them more effective as supervisory instruments.

Purposes and aims considered in issuing circulars were:

1. To provide a medium for making administrative announcements.
2. To provide for teacher supervisory helps in meeting classroom problems.
3. To acquaint teachers with new developments in education.
4. To conserve time in answering routine questions raised by teachers.
5. To unify the work of the teachers.
6. To improve *esprit de corps*.

In order to increase the value of circular letters and bulletins and to make them a satisfactory means of furthering educational progress attention was given to:

1. Time intervals in distribution.
2. Form and appearance.
3. Facilities for preservation and use.
4. Some means of checking up on the teachers' reading and use of them.
5. Content: types and possible interest and value to teachers.

THE SCHOOL DIRECTORY

A *County School Directory* was published annually about November 15. It was mimeographed on twenty-pound paper, 8½" x 11", comprising usually about eighteen pages (nine sheets), including a colored cover with a simple design. Stapled in three places at the left, it opened bookwise. Letter guides were used in reproducing the title page.

Contents of the *Directory* fell roughly into eight categories:

1. Information concerning school districts:
 - Number and name.
 - Valuation as of November 1.
 - General levy.
 - Bond levy (if any).
 - School officers.

2. Information concerning district officers:
 - Name.
 - Position held.
 - Date of expiration of term.
 - Appointment indicated, if not serving by election.
3. Information concerning teachers:
 - Number of district.
 - Teaching address.
 - Certificate held; by whom issued.
 - Number of semester college hours.
 - Number of years previous experience.
 - Number of pupils enrolled (if in one- or two-teacher school).
 - Grades or subjects taught (if in graded system).
4. Information concerning county superintendent's office:
 - County superintendent (same as for teachers, except enrollment).
 - Name and address of secretary.
5. Summaries of county school statistics:
 - General:
 - Number and kinds of districts.
 - Number of teachers according to type of district served; male, female.
 - County population.
 - School census, according to types of districts.
 - Enrollments:
 - By types of schools.
 - Per teacher in one-teacher districts.
 - Number of grades per teacher (one-teacher districts).
 - Teacher salaries.
 - Teacher certification.
 - Teacher preparation.
 - District valuations (one-teacher districts).
 - District levies (one-teacher districts).
6. Other school information:
 - Classification of elementary and high schools.
 - Members of North Central Association.
 - Names of school janitors.
 - Names of secretaries to administrators.
7. Official directories:
 - National officials.
 - State officials.
 - County officials.
 - State Teachers' Association.
 - State Board of Education.
 - County Teachers' Association.
 - County School Officers' Association.
8. Selected quotations.

Teacher salaries were not published in the county school directory for three reasons: (1) it was considered unfair to teachers unless salaries of employees

of other units of government appeared, which seemed not to be advisable; (2) to discourage unprofessional and unethical use of such data by teachers and others; (3) other superintendents have discontinued the practice.

THE MONTHLY JOURNAL

The first of its kind in the county and among the first in the state, the *Journal* was issued the first of each calendar month, mimeographed on twenty-pound paper, 8½" x 14". After much experiment with papers and inks, those were chosen which gave best results in appearance and neatness of the completed job. The form and arrangement of the *Journal* were meant to attract the eye. Use was made of letter guides, colored ink, insets, script, traced or drawn illustrations, attractive covers, and a variety of arrangement of copy. The number of pages ranged from twelve to sixteen (six to eight sheets).

Special attention was given to the covers, colored paper forming the background for an appropriate design. The cover design was chosen for possible use by the teachers for calendar patterns or designs for special days, *e. g.*, Christmas, Washington's Birthday, Lincoln's Birthday, Kansas Day, Thanksgiving Day. During one year the colored covers consisted of a series of calendars representing the flower symbols for the respective months. A brief history of the month, its origin and customs, appeared elsewhere in the issue devoted to that month.

Appearing regularly or periodically were the following departments: "The World of Books," brief reviews and lists of books received; "Gleanings From Far and Near," interesting educational items; "The Month and Its Message"; "For Your Notebook," a calendar of coming events; "Over the County," which recorded school news, an ever-popular feature. The last-named department reported general county school news, news from the districts; outstanding school projects, activities or methods; news of entertainments and parties; original poems and short compositions by pupils; excerpts from school publications in the county; personal items, *e. g.*, honors received by schools, teachers, or pupils; marriages of teachers, births in teachers' families, etc.

The content of the *Journal* was varied, as is shown in Table IX, below. A further breaking down of the subject matter would indicate a large number of items which need not be summarized for this study. Announcements will be found to take up over thirty percent of the space. Many of these announcements were of a supervisory character and for that reason might well be classified under supervisory helps.

For purposes of preservation and filing each year's issues were identified by a volume number and serial number, *e. g.*, Volume I, No. 1, Volume I, No. 2, each volume comprising eight or nine numbers. "Fibercote" covers were furnished each teacher for the filing and protection of these bulletins.

Copies of the *Journal* were sent to all teachers and principals in the county, the State Department of Education, the State Teachers' Association, the teachers' colleges of the state (Departments of Education), a selected number of city school superintendents and other school men in Kansas. Copies were sent regularly to individuals in Illinois, Missouri, Nevada, and West Virginia who requested that their names be put on the mailing list.

TABLE IX

CONTENTS OF THE MONTHLY JOURNAL AND THE PERCENT OF SPACE APPROXIMATELY GIVEN TO EACH TYPE OF MATERIAL USED

TYPE OF MATERIAL.	Approximate percent of space occupied.
Administrative announcements.....	15
Announcement of organizations and meetings; State Reading Circle, N. E. A., State and County Teachers' Associations, Club contests, etc.....	8
Other announcements.....	8
County school news.....	20
Other educational news.....	4
Book notes.....	4
Illustrations.....	10
Seasonal material.....	7
Inspirational and general information.....	3
Supervisory helps including reprints from educational literature and supervisory letters from state department.....	21
Total.....	100

Read table thus: Administrative announcements occupied approximately fifteen percent of the *Journal* space annually; announcements for various organizations occupied approximately eight percent of the space.

In order to ascertain to what degree the teachers read the *Journal* check-ups were made by means of:

1. Questionnaires and blanks to be filled out and sent to the office.
2. Notation of inquiries from teachers, answers to which had already appeared.
3. Degree to which suggestions were carried out.
4. Response to articles on debatable or other subjects of interest and designed to solicit comment.
5. Attention given to listing of materials available at the office, if called for.
6. Requests by teachers for more information concerning matters mentioned.
7. Questions by the county superintendent in conversation with teachers: "Did you see _____ in the *Journal*?" "What did you think of _____?"
8. Expressions received from teachers in thanks for or approval of certain items.

Results were assuring and wholesome and indicative of the value of such an organ for long-range supervision. The *Journal* became popular, especially among teachers in the rural schools, who seemed to derive more pleasure and profit from it than did teachers in graded schools. Yet there was evidence that grade and high-school teachers were interested in certain features, as reprinted professional material, inspirational material and announcements of

general interest. From readers who were not teachers in the county complimentary messages were received with many expressions of appreciation.

When results are summarized they show evidence that:

1. Bulletins and circulars are valuable agencies in long-range supervision.
2. The *Journal* took the place of or supplemented the county superintendent's visit and individual conferences.
3. Economy of time was achieved:
 - The number of routine inquiries were reduced, by subjective measurement, about ninety percent.
 - Explanations and announcements were made to groups rather than to individuals.
 - Everyone received identical information simultaneously.
 - Teachers became careful not to ask questions already taken care of in the *Journal* and watched for announcements.
4. Certain ideas were promoted much better than would have been possible by means of the occasional spoken word.
5. A friendly atmosphere was created; teachers were made aware that the office desired to be helpful.
6. Teachers used certain suggestions to advantage in the schoolroom and ceased the use of some questionable practices.
7. Teachers looked forward to the *Journal* and expressed concern if it were not received at the expected time.
8. Some helpful suggestions were made by teachers.
9. A feeling of unity among the teachers was achieved.

OCCASIONAL CIRCULARS AND SUPERVISORY LETTERS

In addition to the monthly *Journal* occasional circular letters were issued to various groups, such as superintendents and principals, rural teachers, board members, committees, study groups, study group leaders, all teachers, rural-school graduates, examining boards. This section will deal with circulars sent to teachers.

The circular letter was used:

1. When it was necessary to save time at teachers' meetings by omitting announcements.
2. When it was necessary to release urgent information not available for issues of the *Journal*.
3. When the information was not of interest to all teachers, but only to certain groups.
4. When the information concerned some special subject which was not suitable for the *Journal*.

The circulars were of the following types and purposes:

1. Preparatory letter, to get ready for:

Supervisory activities.

Events of general interest:

Track meet, music festival, pupil examinations, teacher examinations.

2. Promotion letters outlining:
 - Educational campaigns.
 - Other projects:
 - Dental clinics, crippled children's clinics, study groups, track meet, music festival.
3. Outlines of units of instruction, including duplication of supervisory letters from the state rural-school supervisor.
4. Administrative announcements.
5. Follow-up letters.
6. Routine letters.

All circular letters were numbered serially as, Cir. 1-E, Cir. 2-E, etc. The sizes varied; usually they were 8½" x 11". It was found that a standard size is more effective, especially for filing and for the purpose of uniformity.

Results attained indicated that such letters are useful. The more frequent contact made with teachers kept them alert for the latest communication from the supervisor; the regularity of the monthly bulletin was not interfered with; much valuable time was saved; particular groups of teachers were more effectively contacted.

PROFESSIONAL READING

To keep abreast of the most recent advances in education teachers should be informed. Other professional workers are judged in part by their reading and study. It should not be too much to expect those engaged in educational pursuits to have the same criterion applied to them. Concerning the reading of professional literature Brown observes that "there is likely no single activity which brings larger returns."⁸

When plans were laid for the present study, one of the aims was "to encourage professional reading." There was evidence that the teachers had been doing very little, if any, reading, aside from one or two schoolroom magazines and the books for teachers listed by the State Reading Circle. The latter is explained by the renewal requirements for first-grade county certificates.

The first-grade county certificate, throughout its existence in Kansas until 1937, was renewable from time to time, subject to certain requirements. Among the requirements was the performance of professional work as outlined by the county superintendent.⁹ Universally the superintendents expected reports on professional reading, books for which purpose were those selected for teachers by the *Kansas State Reading Circle*, a service department of the State Teachers' Association. In time Reading Circle Reports became a perfunctory duty, especially for teachers seeking certificate renewals or teachers desiring a higher professional rating. The reading requirement applied, by practice and custom, to all teachers under the supervision of county superintendents. This practice continued even after county certificates were abolished.

By subjective proof it was evident that the teachers had not profited greatly from such a desultory custom. It was found that they seldom, if ever, purchased books for their own private libraries. Instead they preferred to use public libraries or, at most, to pool their resources for group purchases.

8. Edwin J. Brown, "Suggestion and Its Relation to Supervision," *American School Board Journal*, 83 : 41-42, September, 1931.

9. W. T. Markham, Editor, *Kansas School Laws, Revised 1933* (Topeka, Kan.: State Printing Plant, 1933), section 106 [72-1330, *Revised General Statutes of Kansas, 1923*].

In order to increase interest in educational literature the requirement for reading was retained and enlarged with the following aims in view:

1. To awaken rural teachers to the value of professional literature.
2. To increase the amount of professional reading among rural teachers.
3. To achieve visible returns in educational interest and growth.
4. To produce teachers better informed in professional matters.
5. To make the report on reading more than an idle exercise.
6. To encourage each teacher to build a private professional library and to purchase more books.
7. To stimulate the reading of the better professional periodicals.

For the accomplishment of these ends several means were used:

1. A written report of reading. There was provided each teacher a copy of La Plant's report form¹⁰ to be filled out and filed with the county superintendent. These were checked and filed and ultimately returned to the teacher for future reference.
2. Provision for *Reading Circle* work in study groups.
3. Materials in the monthly *Journal*:
 - "The World of Books."
 - "Have you Read—————?" (called attention to magazine articles, pamphlets and books).
 - Occasional announcement of books received, with brief comments.
 - Excerpts from books and magazines.
 - Suggested reading lists.
 - Promotion of *Reading Circle* sales.
4. Magazine and book display at office.
5. Magazine and book display at institute.
6. A bookshelf from which books were checked out to teachers who needed help or encouragement. (A record kept of date and person to whom checked out.)
7. A "bait shelf" as suggested by Brown,¹¹ purposed to attract teachers.
8. Suggestions given in conferences with teachers.
9. Distribution of educational literature, *e. g.*:
 - State courses of study.
 - Textbook manuals.
 - Materials from State Department.
 - Other materials.

Sample book lists appear below.

Have you read—

"Some Reflections on Ideas," by Paul W. Terry, in *School and Society*, January 20, 1940?

"The Challenge of Democracy to Education," *Survey Graphic*, October, 1939 (a 100-page number devoted to the above subject)?

"Missing: A Literature of Power," by Clarence Seidenspinner in *The Christian Century*, December 20, 1939, p. 1571?

The Kansas Program for Improvement of Instruction, Bulletin No. 6?

10. Frank La Plant, *Report of Reading Circle Books for Kansas*, uncopyrighted booklet, published privately at Minneapolis, Kan.

11. Edwin J. Brown, *op. cit.*

The Kansas Teacher for March is a meaty number and illustrates the value of *The Kansas Teacher*. If you haven't done so, read the following articles:

"My Philosophy of Teaching Reading to Beginners," p. 15.

"Manuscript Writing for Better Primary Work," pp. 16-18.

"Help With the Problem Child," p. 14.

And don't neglect the editorials!

Good Books for Summer Reading:

Professional:

Weeks, *Literature and the Child*: Silver Burdett Company.

Harrison, *Reading Readiness*: Houghton Mifflin Company.

Stone, *Better Primary Reading* and *Better Advanced Reading*: Webster Publishing Company.

Brown, *Problems in Classroom Management*: Houghton Mifflin Company.

Mikesell, *Mental Hygiene*: Prentice-Hall, Incorporated.

Wofford, *Modern Education in the Small Rural School*: The Macmillan Company.

Breed, *Education and the New Realism*: The Macmillan Company.

Fiction and Other Works:

Selected Letters of Edwin Arlington Robinson: The Macmillan Company.

Stenger, *On a Darkling Plain* (a beautifully written novel about a young man grown old in war): Harcourt Brace & Co.

Nelles, *A Liberal in Wartime, The Education of Albert de Silver*: W. W. Norton & Co.

Fagerburg, *Is This Religion?* (a much discussed book): The Judson Press.

Brown, *America's Yesterday* (the civilization of the Incas): J. D. Lippincott & Co.

Webb, *Divided We Stand* (treats of the crisis of a frontierless democracy): Farrar and Rhinehart.

Sweeney, *Harvest of the Wind* (a Kansas story): The Caxton Printers.

Results obtained were not startling, but were encouraging. In general it was shown that teachers can be induced to increase the amount of their reading from year to year and that a commensurate gain can be made in professional attitude. Some of the more or less concrete evidences of the worthwhileness of the plan were:

1. A slight gain was registered in the amount of professional reading done by teachers.
2. Public libraries in the county reported more books checked out by teachers.
3. More books were checked from the county superintendent's office than in the preceding year.
4. Teachers asked for informational material.
5. Magazine articles were reported at a few group meetings.
6. Written book reports showed more careful reading than formerly was shown.
7. Most of the teachers welcomed the return of their book reports for future reference.
8. Excerpts published in the *Journal* solicited some comment.

9. A few more book purchases were noticeable among teachers.
10. A larger number of teachers subscribed for teacher magazines.
11. The more capable teachers read more than did the other teachers.

The results mentioned above were not measured objectively, but were based on subjective evidence and on testimony of the teachers themselves. Near the close of the school year 1939-'40, an informal questionnaire passed among the teachers indicated that over 75 percent had derived benefit from the *Reading Circle* books; about 10 percent said they did not; 15 percent of the teachers did not express an opinion. Indications were that during two years nearly 30 percent of the teachers found themselves reading more professional books. About 20 percent of them were reading more nonprofessional books. A still larger increase in magazine reading was recorded, with about 33 percent of that increase in favor of magazines of a professional nature. The number of books read per teacher did not bulk large, however. Yet, slight as the increase was, it indicated a movement in the right direction. The most recurring reason for not reading was "lack of time." Small salary was the reason given for the nonpurchase of books, several teachers saying, "can't afford it."

THE PROFESSIONAL INSTITUTE

When in 1876 the Kansas state legislature first enacted laws governing the school system of the state, provision was made for conducting a *Normal Institute*.¹² The institute grew as a popular educational enterprise, the statute continuing with few changes until 1939 when a bill¹³ was passed making the institute optional rather than mandatory. A broken, but continuous session, rather than a consecutive one, was made possible.

Two years earlier the passage of a new certificate law,¹⁴ removing authority from the county superintendent to issue certificates, had been passed. Automatically, the status of the institute was changed. As it was conceived in early days the institute was a training school for teachers seeking a county certificate by examination. For a period ranging from one to four weeks, instruction was offered in the various subjects to be included in the examination which closed the session. By shifts in practice and custom the *Normal Institute* gradually became popularly known as the *Professional Institute* where lectures were given on the subject of teaching and in the subject-matter fields. It next became an informal convention whose chief purpose was inspiration. At present it is possible to make the institute an administrative instrument for purposes of organization and supervision.

The institute held during the project herein reported was of the laboratory or work type. Designed as a clear-cut departure from the out-moded pattern, it was less inspirational and more informational. Both factors, however, had a part. A capable instructor was engaged to conduct the experiment. Members of the institute were divided into five groups according to their grade-group interests, namely: first grade, second grade; third and fourth grades; fifth and sixth grades; seventh and eighth grades. Each group elected a com-

12. Franklin Corrick, Editor, *General Statutes of Kansas, Revised, 1935*, (Topeka, Kan.: State Printing Plant, 1936), section 72-1401-1408.

13. W. A. Stacey, Editor, *Kansas School Laws, Revised, 1939*, (Topeka, Kan.: State Printing Plant, 1939), section 704 [72-1401, *Revised General Statutes, 1935.*]

14. W. T. Markham, Editor, *Kansas School Laws, Revised 1937*, (Topeka, Kan.: State Printing Plant, 1937), sections 98-106.

mittee chairman who led the group in working out, under the instructor's guidance, a teaching unit for the first assignments in the Social Studies Program. The group prepared an outline for developing the unit, set up a list of materials and references, and offered suggestions for presenting the material. A mimeograph was available to the groups for the duplication of the completed outlines. Group sessions were held each morning and afternoon. On the last two days of the institute each group reported its work and copies of the units were placed in the hands of every teacher.

The circuit plan was used for bringing other instructors and lecturers. Five prominent educators of the state appeared before the teachers, a professor of psychology, a professor of education (formerly a county superintendent), a city school superintendent, the director of a college rural education department, and the state elementary school supervisor.

A third feature was the selection, by committees, of work books to be recommended for use in the county in English for grades 3-8 and number work in the primary grades. The committee examined samples of work books furnished upon request by various publishers, and submitted a list of those recommended for the county. During the year many schools voluntarily made use of the suggested materials.

Figure 1 reproduces the daily schedule of classes.

FIGURE I

DAILY SCHEDULE, STAFFORD COUNTY PROFESSIONAL INSTITUTE, AUGUST 21-25, 1939

Hour.	Monday.	Tuesday.	Wednesday.	Thursday.	Friday.
8:00 to 8:40	Mr. Tebow	Mrs. Cain	Dr. Mikesell	Mr. Blair	Mr. Stonecipher
8:40 to 9:20	Co. Supt.	Mr. Gramstead	Co. Supt.	Dr. Ulrey	Co. Supt.
9:20 to 10:40	Miss Hendrickson SOCIAL STUDIES LABORATORY				
10:40 to 10:50	GENERAL INTERMISSION				
10:50 to 11:20	ASSEMBLY PERIOD FOR FUN AND FROLIC				
11:20 to 12:00	Mr. Tebow	Dr. Riedel	Dr. Mikesell	Mr. Blair	Mr. Stonecipher
12:00 to 1:00	NOON INTERMISSION				
P. M.	SOCIAL STUDIES LABORATORY				

The success of the institute was reflected in the attendant interest and results:

1. Teachers were interested, a large number of them back at work each afternoon during a hot week.
2. Favorable response of the teachers to the new plan was almost unanimous.
3. Requests by the teachers that the same type of work be continued in the regular group meetings for the year.
4. Six teaching units were prepared for the first unit of the year.
5. Teachers learned how to cooperate and to share.
6. Teachers learned more about the preparation of lesson plans.
7. A better correlation of textbook materials and the social studies units was effected.
8. The teachers received a better conception of the relation of geography to history.

SCHEDULED CLASSROOM VISITS

One of the general duties of the county superintendent in Kansas is that of visiting the schools under his supervision.¹⁵ This section of the law has been previously quoted with the suggestion that the school visit as legally described is designated for inspection rather than for supervision.

A recent study¹⁶ points to a perfunctory use of this instrument. The visits are made, evidently, as a matter of routine in fulfillment of a prescribed duty and are unplanned and unannounced. A few county superintendents have sensed the value of the school visit and are making it of some value to the teacher. Duggan's study¹⁷ shows that, of 74 county superintendents reporting, only 11 deemed the school visit as of sufficient importance to rank it first among their duties. Certainly it has not been as fruitful of good as it might be. There are, doubtless, good reasons for this, among them the following:

1. The visitation law seems to emphasize inspection rather than supervision.
2. The legal duties of the county superintendent are largely clerical and leave little time for actual supervision.
3. Only one or possibly two visits annually can be made.
4. Shortness of the visit makes for superficiality.
5. Little time can be taken for conference at the close of the visitation period.
6. Consecutive lessons in the same subject cannot be observed.

Classroom visitation during the progress of this study was meant as a supervisory agency, although it could not altogether escape the inspectorial element. "Inspection," Pratt¹⁸ says, "can be useful. Its weakness is superficiality. It does not permit a thorough-going analysis." Aims set up were:

15. W. T. Markham, Editor, *op. cit.*, section 323 [72-204 *General Statutes of Kansas, Revised, 1935*].

16. Ralph M. Edwards, *Supervisory Practices of County Superintendents in Kansas*, unpublished study, 1940.

17. Thomas Emery Duggan, *A Survey of County Supervision in Kansas*, unpublished Master's Thesis (Pittsburg, Kan.: State Teachers College, 1935).

18. O. C. Pratt, "Technique of Visitation and Conference with Teachers," *American School Board Journal*, 80 : 49, 129, March, 1930.

1. To approach as nearly as possible the supervisory type of visit for direct help to the teacher.
2. To arrive at some conclusions as to the effectiveness of the instruction offered in each school.
3. To encourage the pupils.
4. To help the teachers to understand what is expected of them in the classroom.
5. To create a friendly, receptive attitude on the part of teachers to supervision.
6. To use inspiration and suggestion as means of stimulating teachers to their best efforts.
7. To help remedy defects in instruction.
8. To find a common ground of understanding between supervision and supervised.

It was determined to avoid:

1. Mere inspection.
2. The military attitude.
3. Petty criticisms.
4. The dictatorial element.
5. The appearance of "snoopervision."
6. Breaking into the recitation without invitation.
7. Demonstration teaching by the supervisor.
8. Mechanical organization and statistical data.
9. Looking for too many things.
10. Causing uneasiness on the part of teachers and pupils.

Each teacher was visited twice a year, once in the fall or early winter and once in the spring. The second visit served as a check on the first. Visits averaged one hour at each school and when possible a full period was used. Consistently the second visit was scheduled at a different period in the day from that of the first visit. Stormy days were not used for the tours, nor were extremely windy days, although weather would sometimes change during the course of a day already begun. It was realized that inopportune times can be chosen for visits, for example, days when the teacher has a headache or is otherwise ill; days succeeding harrowing days which come to even the best-controlled schoolrooms; days when the pupils are below par in performance and behavior.

Every precaution was taken not to spoil the day for teacher or pupils. The September number of the *Journal* carried this announcement:

"Do not interrupt your work when the county superintendent comes into your room. It is his habit to drop in quietly and informally and it is hoped that the technique produces the minimum of confusion. He will likely not knock—and will sit in a place not conspicuous. Please don't feel 'jittery.' The visits are friendly calls designed to help you and your pupils. Feel free to discuss your school problems. Whenever possible some advance notice of the visit will be sent you. It will help if you can have ready your register, library record and plan book, if you keep one. This will save time and interruption."

The announced visit was decided upon (1) because of its use by a large number of elementary school supervisors; (2) because it causes less confusion and embarrassment for the teacher, and (3) it offers better opportunity for the

school to appear at its best, and every supervisor wishes to see a school at its best.

Schedules were not published because of the hindrances and delays in keeping schedules. The announcement, sent to the teacher, read somewhat as follows:

"Dear _____:

"If weather permits I plan to visit your school during the week of October 10, likely on Thursday morning. Unless your daily schedule has been changed, I will expect to see your work in the subjects _____ and _____.

"Sincerely yours,

_____, Co. Supt."

In a few instances certain subjects were requested taught regardless of class schedule, and at other infrequent times a special invitation was received from the teacher to see special work.

Steps taken in preparation for a day's visitation were:

1. Arrangement of schedule of schools to be visited.
2. Sending of announcement of visit.
3. Review of notes taken on previous visit.
4. List of anticipated suggestions.
5. Collection of materials to be delivered.

Following is a summary of what the county superintendent did while visiting schools:

1. Checked ground, outbuildings and condition of schoolhouse, outdoor flag display.
2. Checked items observable at entrance.
3. Entered quietly and cheerfully without knocking, nodding a greeting.
4. Found seat at back of room where the whole room could be under observation.
5. Made necessary check-up on *Score Card for Elementary Schools*.
6. Checked to see if previous suggestions had been carried out; progress noted.
7. Observed decorations and samples of work displayed.
8. Observed pupils and teacher.
9. Observed the recitation, taking brief notes (not stenographic), unobtrusively. Notes were kept for future reference.
10. Looked for "atmosphere."
11. Talked briefly to school when invited.
12. Played with the children at recess or noon intermission whenever circumstances permitted.
13. Held a brief conference with the teacher.

Talks to the school were planned:

1. To give some word of inspiration or encouragement to the children.
2. To illustrate some desirable citizenship trait.
3. To "get over" to the teacher certain points in an indirect way.
4. To send indirectly through the pupils some message to the parents.
5. To open to the children's minds, by means of stories, the realm of books.
6. To demonstrate unostensibly a better handling of subject matter than the teacher made use of in a lesson observed.

Playing with the children, on a number of occasions, furnished an explanation of some schoolroom problems, especially the problem of uninterested children. It helped to win the confidence and good will of the pupils and indicated the strength or weakness of teachers as playground directors. Pittman believes that "the children in the schools may be used very efficiently as one of the agencies in supervision."¹⁹ They can be made aware of their standing which in time lends quality to their attendance. The playground helps to win their confidence.

The conference with the teacher at the close of the visit was necessarily short, as a rule, because:

1. The time was limited.
2. The teacher was unprepared for it because of incessant and insistent duties.
3. The presence of children interfered with free discussion of problems.
4. The best results could not follow a superficial conference.

Only problems of immediate importance were discussed. The larger problems *were left for a later time at the office*. It was found that teachers themselves knew when defects in their method or manner were apparent and they approached the question before the superintendent did. With the way thus opened it was easier to offer suggestions.

Recitations were checked by the following items and questions listed on an improvised score sheet, not the most adequate, yet of great assistance to the superintendent.

1. Appearance and physical comfort of the room.
2. Devices used by the teacher.
3. Type of lesson.
4. Questions: type; well-worded? significant?
5. Movements of children about room.
6. Major strength of the recitation.
7. Major weakness of the recitation.
8. Is there a learning situation?
9. Are the pupils busy? happy? interested? Are they thinking?
10. Is the teacher happy? interested? enthusiastic?
11. Is the work for the day planned?
12. Is there an aim:
Teacher? Pupils?
13. Is there economy of time?
14. Does the teacher love children? understand them?
15. Does the teacher know subject matter? the laws of learning?
16. What children are given most attention? least attention?
17. Are children permitted or encouraged to make contributions? ask questions? volunteer information?
18. Is the recitation socialized?
19. Does the teacher make wise use of blackboards?
20. Is there a purpose and is it realized?

In addition to the checking, notes were taken. The most recurring items were placed from time to time in the *Journal* under such headings as: "From

19. Marvin S. Pittman, *op. cit.*, p. 28.

the Superintendent's Notebook," "I Notice in the Schools," "Gleaned from School Visits," etc. Once during the year some of these were discussed at group meetings. From time to time teachers expressed their interest in the items. Frequently the teachers would ask, "Did this have reference to me?" The following is a partial list of observations noted:

1. Good lesson plans—interesting explanations by teacher.
2. Pupils have no conception of directions on map or globe.
3. Teacher begins: "Yesterday we studied about _____. Now what is our lesson today? Yes, we study about _____, don't we?" (Poor beginning for recitation.)
4. A practical out-of-class exercise suggested in arithmetic—a good chance for motivation of drill, but teacher says, "Well, we will skip that." Pupils' interest killed.
5. Teacher attempting to teach latitude and longitude to pupils too young or otherwise not prepared to receive it. Doubtful if this teacher knows subject matter.
6. Weekly oral reading lesson from library books, each child choosing story he has been reading. Good audience situation.
7. Teacher sits all the time. In sixth-grade reading one continual question by teacher: "Who?"—"Who?" Too much dependence on textbook—constantly in teacher's hand and her eyes glued to it. Languid asking and answering of questions from exercises in text.
8. Pupils have rest period first fifteen-minute period, afternoon session. Pupils look up items upon which in doubt or which they wish to verify. No haphazard guessing.
9. Observance of special days at opening exercise.
10. Textbook work only. No color or background furnished by teacher. No plan.
11. Dictation lesson. Teacher dictates too fast, using long sentences.
12. (A graded schoolroom.) Noisy. Inattention. Two or three girls conversing during class period. Teacher knows subject matter. Poor control.
13. Children raise hands too much. Work interrupted by questions from pupils. Pupils ask teacher pronunciation of words when old enough to know how to use dictionary.
14. (Graded room.) Good silent reading lesson. Combines test of and drill in speed and comprehension while holding attention of pupils. Results wholesome.

In general, the aims of the visitation program were realized. A one hundred percent improvement in teaching technique and teaching outcomes could not be expected. Net results, while not overwhelming, were assuring. If future gains hold up proportionally as well with a continuation of the project, and there is ample reason to believe they will, the success of the experiment will be demonstrated. The inspectorial element was persistently present, but was kept in the background much better than in preceding years.

The following weaknesses were noted in the visitation setup:

1. A more adequate set of standards for rating teaching skill and scaling lessons was needed.

2. Teaching outcomes were not objectively measured.
3. An adequate remedial program could not be maintained in the rural school.
4. A testing program is a need of the schools.

Some of the concrete results appearing were:

1. Teachers assumed a friendly attitude toward the superintendent.
2. Teachers prepared in advance of the visit questions they wished to take up with the superintendent.
3. Teachers invited and welcomed suggestions.
4. Teachers and pupils during supervisory visits went about their work naturally and normally.
5. The return visit found many defects corrected and suggestions followed.
6. Much aimless teaching found, and poor lesson planning, but—
7. There was evidenced a new interest in classroom procedure and a new approach to the recitation and better planned lessons.

Equally important were the results for the superintendent. He learned:

1. To study teachers and pupils for their reactions.
2. To study the teacher's needs before making suggestions.
3. That criticism must be particular rather than general—that definite things must be looked for.
4. That teachers generally teach by intuition rather than plan.
5. *What* to look for.
6. *How* to plan a visit and to execute it.
7. What rural teachers expect from the supervisor during visits.

It was found that teachers expect:

1. Friendly classroom visits.
2. Opportunity to mention some of their problems.
3. Attention to work displayed in the room.
4. Careful attention to the lesson.
5. Advice concerning their:
 - Teaching procedures.
 - Discipline.
6. Commendation for good work.
7. Statement of weakness in the work (if adroitly mentioned).
8. Social contact with the children.
9. Concrete suggestions—not general.
10. Opinion concerning their ability as a teacher.

They do not want:

1. Classroom demonstration by the superintendent.
2. Fault-finding criticisms.
3. Petty suggestions.
4. Teacher-rating cards.
5. Too many suggestions at one time.

General conclusions may be stated as follows:

1. The county superintendent's visits to the schools can be made more useful to the teacher than they have been.
2. Routine inspection and the resulting superficiality can be reduced to a minimum, although not avoided completely.

3. Rural teachers can grow in service as a result of no more than two well-planned visits.
4. Teachers welcome supervisory visits.
5. The visit may be an instrument for building morale.
6. Visits should be followed by conference.

PERSONAL CONFERENCES

The necessity for follow-up conferences after visits has been mentioned. "Supervision of the best type," Pratt believes, "is impossible without visitation, and its final phase, the conference, is the fruitage of the visit."²⁰

The teacher's own classroom is commonly considered the most ideal place for conference. It is familiar to the teacher and does not give rise to thoughts of "being called on the carpet." In the case of the county superintendent's visits to rural schools several factors make an effective conference all but impossible. As a result, as has been stated, such conferences were brief, and extended consultations were left for a later time at the office. These were in most instances voluntarily sought by the teachers, who came with definite problems and questions. Teachers were encouraged and urged to seek these interviews.

Schoolhouse and office conferences were conducted on the following lines:

1. A friendly atmosphere and a professional attitude was maintained.
2. Attempt was made to obtain all the facts, with a frank statement by the teacher concerning her attitude toward a given problem and her plans.
3. The teacher was led to comment upon her work, to suggest her faults and her major strength.
4. Educational principles were pointed out wherever they applied.
5. Suggestions were offered—not orders given.
6. The superintendent was willing to confess his own ignorance or inability or puzzlement.
7. Adverse criticism was not offered unless something could be suggested in the way of improvement.
8. Faults were approached indirectly to avoid negation.
9. Attempt was made to give specific rather than general suggestions.
10. The conference closed when all was clear to the teacher.
11. The policy was to send the teacher away with a word of encouragement and commendation.
12. A brief record was kept concerning the nature of the conference, and filed in an envelope captioned, "Conferences."

From the record of interviews is compiled the following list of general subjects discussed in the order of their frequency:

1. Administration, management and records.
2. Methods for presenting subject matter, especially:
 - Reading.
 - Arithmetic.
 - Social Studies, etc.

20. O. C. Pratt, *op. cit.*

3. Special types of pupils:
 - Slow or retarded children.
 - Physically or mentally handicapped children.
 - Children from underprivileged homes.
 - Bright children.
4. Discipline.
5. Use of devices, such as:
 - Blackboard.
 - Maps.
 - Globes, etc.
6. Certificate and plans for college.
7. Poorly prepared lessons on part of children.
8. Use of plan books.
9. Jobs.
10. Personal problems:
 - Relations with parents of children.
 - Finances.
 - Marriage.
 - Gossip about the teacher.
 - Religious problems.

The office conferences were valuable to the teachers if the ever-increasing number of them can be considered sufficient evidence. No week passed by without a number of such interviews. The personal touch seemed to accomplish what a group conference could not do. Even teachers from far corners of the territory came for help. Results were seen in the subsequent work of the teachers. In a number of instances the welfare of some boy or girl was the question and the future of that child made brighter as the result of the teacher's interest. There is good reason to rank the conference, especially when linked with visiting, as first among supervisory agencies for the county superintendent.

COUNTY TEACHERS' MEETINGS

It is the duty of the county superintendent "to encourage the formation of associations of teachers and of educators for mutual improvement . . ." ²¹ Accordingly the County Teachers' Association was aided and encouraged in its work and included in the supervisory program. Its value as a supervisory agency was limited. Meetings were held three times a year at regular intervals, and planned by an executive committee. Some were all-day meetings; some were scheduled for either afternoon or evening. All meetings were well attended.

Various types of meetings were held, including:

1. Departmentalized meetings with general sessions to open and close.
(Local talent sometimes used.)
2. Meetings with special speaker or speakers.
3. Dinner meetings:
 - With special speaker.
 - Without special speaker.

21. W. T. Markham, Editor, *op. cit.*, section 323 [72-204].

4. Entertainment:
 - Motion pictures.
 - Outstanding musical organizations.
5. Open forums and discussions.
6. Demonstration teaching and presentation of school work. (Local talent used.)

The meetings were designed:

1. To bring before the teachers outstanding educators and authorities in other fields.
2. To acquaint teachers with new trends in education; trends in world affairs; different viewpoints on current questions.
3. To give information on:
 - Problems of interest to teachers, especially proposals for school legislation, viz., Teacher Retirement, etc.
4. To provide social contact with other teachers.
5. To encourage local school people to share with their fellows any method or experience they could pass on to them.
6. To furnish inspiration and professional idealism.

In order to provide a teachers' meeting for immediate supervisory purposes the group meeting was organized. This was proposed as the chief feature of the supervisory program. It is discussed in the next section.

THE GROUP MEETING

The idea of group meetings was borrowed for the purpose of this study from the study-group plan adopted by a number of county superintendents in Kansas. The feature which distinguishes the present plan from the others is its purpose. For the most part the group plan heretofore employed had as its aim the promotion of one of the following: (1) study of *Reading Circle* books, (2) program of the legislative committee of the State Teachers' Association, or (3) the state program for curriculum revision. In contrast to this, the present plan is for guidance in the improvement of teaching. Supervisors in city schools have opportunity to meet groups of teachers for consultation. The county superintendent is not so well situated.

The well-planned teachers' meeting is instructional. "At the teachers' meeting the supervisor does group teaching,"²² says Simpson. This writer further declares the teachers' meeting to be analogous to the classroom recitation, and that it should be a skillful teaching activity.

The group meetings were planned:

1. To give proper attitude toward teaching to those not possessing it.
2. To do what the classroom visit cannot do.
3. To meet needs and interests of the group.
4. To utilize work-conference type of meeting.
5. To make clear the necessity for improvement in teaching.
6. To make improvement within reach of every teacher.
7. To help the teacher analyze her own teaching.
8. To help the teacher to see evidences of improvements.

The seventy teachers were divided into eight groups. Assignments to

22. J. Jewell Simpson, "The Teachers' Meeting as an Instrument of Supervision in a County Unit System," *Elementary School Journal*, 27 : 175-186, November, 1926.

groups were determined by the locations of the schools and distances to be traveled. The groups, therefore, were not of equal size, but approximately so. Attendance was not compulsory, but expected. Teachers in the most isolated schools were not able to participate. At the first meeting a permanent leader was chosen and a permanent monthly meeting date set. The county superintendent was present for the first meeting and at least two others. It was the duty of the chairman to direct the activities of the group, to preside at meetings, and to report each meeting to the county superintendent, listing the names of teachers in attendance, the nature of the work, and plans for the next meeting. Six meetings were scheduled for each group, to begin at 3:00 o'clock p. m., children being dismissed except pupils of the host teacher when a demonstration lesson was to be taught. Meetings usually were rotated among the schools comprising the group area. Five groups maintained good average attendance, while three others, due to distances or lack of interest, did not do so well. A file was kept for the records of each group, including: names of teachers in the group, with a record of their attendance; minutes; copies of lesson plans used; transcripts of lesson reports, etc. Supervisory letters were sent from the office addressed either to the leader for her guidance or to the group as a whole.

SAMPLE SUPERVISORY LETTERS

To Leaders of Study Groups:

Enclosed is a copy of suggestions I am sending to all teachers who are in the study groups, also a few stamped envelopes for your use in sending group reports to this office.

At the January meeting be sure to have at least two teachers chosen for the demonstration lessons—three if you want three such meetings. Ask the teachers to make a list of criteria by which they wish their work judged. Please send me the names of those in attendance.

You will note I am suggesting a discussion of Miss Hare's* letter No. 3, for your January meeting. It appears in the *January Journal*, mailed from this office December 27.

If at all possible I will attend the meetings for the remainder of the year.

Please accept my sincere thanks for the work you are doing as a leader of your group. I appreciate very much your interest and effort.

Sincerely yours,

County Superintendent.

To Teachers in Supervision Study Groups:

GREETING:—I trust that the new year has begun well for you and that the remaining four months of rural school work will be even happier and more effective than the past four months have been. To be sure we all have learned some new things about teaching. If we have not, we should be heartily ashamed of ourselves. I find among our teachers a sincere desire to make improvement and congratulate you upon your willingness to work and learn.

Let me urge you to attend the group meetings. Some of you, I know, are handicapped by lack of conveyance and distance is quite an item for many teachers. Therefore, a few of you may not always get to the meetings.

We are ready now for the second phase of our group work. I make the following suggestions for—

JANUARY MEETING

1. Be prepared to study and discuss together the third letter from the State Department of Education. It appears in our *Journal* for January, which was mailed from this office December 27. Connect this with the work you are doing.

* State Rural School Supervisor at the time.

2. Copies of bulletin No. 4, *The Kansas Program for the Improvement of Instruction*, went forward to group leaders some time ago. If there is anything in the bulletin which you still feel should be discussed, bring it up at the meeting.

3. In February and March each group will participate in demonstration lessons. At your January meeting have some one selected for the two demonstrations. Experienced teachers will perhaps be the most logical ones to choose, since some of our beginners may be timid!?! , but wouldn't it be great if some of our "new" teachers *would* volunteer?

REMEMBER: Demonstration lessons are not "for show." They should be a regular sample of the day's routine, and therefore should be no cause for extra work or worry or "fret." The lesson will be conducted in the teacher's own schoolroom and with her own pupils in the social studies. This may mean a rearrangement of the daily program for that day.

There will follow a period for discussion. Every teacher come prepared for this. The county superintendent will be there (if nothing prevents) and will help all he can.

The demonstrating teacher should prepare in advance a brief plan of the lesson: Its aim and objective, means used to realize the aim, sources, any device or method to be employed, statement of assignment and anything which will be necessary for the visiting teachers. Copies of these should be available for each visiting teacher.

4. At your January group meetings, I am asking that you prepare a list of criteria by which you wish your classroom teaching judged.

Some questions to ask yourself—

- Do I accomplish the aims of the lesson?
- Is there evidence of learning on the part of the pupils?
- Is the room neat and orderly?
- Do I make good use of the blackboard?
- Are the questions clear and significant?
- Do they lead to new knowledge?
- Is there merely a teacher-pupil situation or an audience situation?
- Do I use skill in motivating work?
- Is there economic use of school time?
- Do I secure and hold interest?
- How much and how well do pupils participate?
- Do I give attention to individual needs?
- Have I prepared myself for the lesson?

Good Luck
and
A Happy New Year

Sincerely yours,
County Superintendent.

WHAT WAS DONE AT GROUP MEETINGS

Activities carried on at the meetings varied from time to time and from group to group, including:

1. Study based on:

Professional books of the *Reading Circle*:

Hildreth: *Learning the Three R's*.²³

McGaughy: *An Evaluation of the Elementary School*.²⁴

Bulletins No. 4 and No. 5, *State Program for the Improvement of Instruction*.

Unit Program for the Social Studies (Kansas Course of Study).

Supervisory letters from the State Supervisor of Elementary Instruction.

2. Forums on classroom problems.

3. Making of teaching units in the social studies.

4. Special reports and magazine articles.

5. Exchange of ideas on special assignments; e. g., Handcrafts.

6. Talks by the county superintendent:

Criticism based on schoolroom observations.

Suggestions on teaching the social studies, based on book by Wesley.²⁵

7. Demonstration teaching by the teachers.

8. Conferences on demonstration lessons.

Some explanation is in order concerning the demonstration lesson, since it was the chief innovation.

DEMONSTRATION LESSONS

Demonstration lessons were taught by teachers in their own classrooms, with their own pupils, for the benefit of visiting teachers. This type of demonstration lesson is considered most practicable.²⁶ All lessons were centered about the social studies program. Procedures consisted of these steps:

1. At an earlier date, teachers in each group set up common criteria by which they desired their teaching criticised.

2. An observation outline—very brief—was sent to the teachers of the group by the supervisor in advance of the lesson.

3. As the teachers gathered for the lesson a copy of the teacher's plans for the lesson was distributed. Teachers were not asked to prepare elaborate statement of plans.

4. The lesson was presented, followed by—

5. A discussion of the lesson.

It was impossible to take stenographic notes of the proceedings, but a rough record was kept of what went on.

23. Gertrude Hildreth, *Learning the Three R's* (Minneapolis: Educational Publishers, Incorporated, 1936).

24. J. R. McGaughy, *An Evaluation of the Elementary School* (Indianapolis: The Bobbs-Merrill Company, 1937).

25. Edgar Bruce Wesley, *Teaching the Social Studies* (New York: D. C. Heath and Company, 1937).

26. Cassie R. Spencer, "The Demonstration Lesson as an Agency in Supervision," *Elementary School Journal*, 26 : 619-26, April, 1926.

Following is an exact copy of criteria adopted by one of the groups by which the teachers would like their work to be examined in the classroom demonstration.

1. Am I exact and accurate about my plan, aims and assignments?
2. Do I stress preparation for class work?
3. Do I secure and hold the interest of my pupils?
4. Do I make good use of blackboard?
5. Do I make assignments so that pupils must do much thought work rather than all memory work?
6. Do I carefully check all written work?
7. Do my pupils coöperate with me and I with them?
8. Does a sympathetic understanding exist between teacher and pupils?
9. Do I make the best possible use of library materials?
10. Do I encourage pupils to do extra reading and bring in materials not required in assignments?
11. Do I stress creative work?
12. After making well-organized plans do I follow them carefully?

Reproduced below is a sample list of points prepared by the county superintendent for observation of a given lesson.

POINTS FOR OBSERVATION

1. Interest of the children.
2. Preparation of the teacher.
3. Steps in progress of the lesson.
4. Choice of method to attain aim.
5. Accomplishment of aim.
6. How teacher works for:
 - interest.
 - acquisition of facts.
 - desirable traits.
7. Assignment.
8. Benefit to the observer.

Here follows a lesson plan submitted by one of the teachers and taught by her for a group of teachers:

- I. The aim of the lesson:
 - a. To learn about the commerce of Holland.
 - b. To find out about the cities of Holland.
- II. Assignment:
 - a. Read about the Dutch traders and Dutch cities in your geography.
 - b. Read in the book "The Little Dutch Tulip Girl" to find information about the cities of Holland.
 - c. Oral Report—The Hague.
Oral Report—Storks.
- III. Procedure:
 - a. Discussion of the industries of Holland. (Review.)
 - b. Make chart of imports and exports on board.
 - c. Sketch Rhine river on class map.
 - d. Oral reports.

- e. Discussion of other cities of Holland.
- f. Locate cities on class map.
- g. Assignment for next day.

Near the close of the school year 1939 a questionnaire including various subjects was sent to the teachers. Replies to the questions having to do with the group meetings are summarized below:

- Number of questionnaires sent out, 70.
- Number of questionnaires returned, 48.
- Number of questionnaires not returned, 22.

(Those not returning questionnaires were largely in the group of teachers not planning to teach the next year.)

The activities favored for group meetings, with the number of votes cast for each, were as follows:

- Study of *Reading Circle* books, 15.
- Preparation of teaching units in social studies, 34.
- Forum, discussion, exchange, 40.
- Demonstration lessons, 28.
- Talks and reports on school methods, 19.
- Book reviews, 7.
- Discussion of observations during classroom visits, 21.
- Curriculum study, 3.
- Others, 4.

Forty-five teachers were in favor of continuing the groups, three did not reply; twenty-one expressed willingness to purchase *Reading Circle* books, twenty-four did not reply. The majority of the teachers were in favor of groups containing ten or twelve teachers, meeting once a month for at least seven months.

The forum discussion and exchange of ideas was the most popular activity of the groups, perhaps because of its informality, and its requiring the least amount of preparation. Next in favor was the preparation of teaching units. Request was made during the following institute that this activity be carried on in the groups during the succeeding year. The third favorite was the demonstration lesson.

Group work was continued for a second year with the above mentioned three activities. Teachers were given more freedom in choice of materials and for a time were placed entirely upon their own resources. It was found that without proper guidance from a central authority little progress was made. At the close of the second year a questionnaire, very brief, was again sent out. An overwhelming vote was given in favor of continuing the groups, and a large increase of sentiment in favor of the demonstration lesson was indicated. The remaining two activities received no new strength.

A close analysis of the group meetings forces the following comments and conclusions:

1. There is no doubt about the teachers' desiring this type of supervision.
2. The chief weakness of the project was lack of concentration on one object. Too much choice was offered.
3. Interest in the demonstration lesson was not high at first, but it seems to have gained in popularity.

4. Teachers hesitated to teach demonstration lessons or to participate in the discussion following. Those who participated did so enthusiastically and profited most.
5. The teachers in general had no well-defined philosophy of education.
6. The demonstration lessons were average for rural schools.
7. Teachers were shown to have little ability in making lesson plans.
8. Teachers must be taught that good teaching technique must run parallel to the laws of learning.
9. Discussion and "exchange" periods were helpful, according to testimonies of teachers.
10. Teachers knew their need of help but could not analyze their needs.
11. There was a tendency to be more polite than thoughtful in offering criticism of observed teaching. Best results were evident when there was close supervision.
12. Potential leaders among the teachers were discovered as well as those who were not gifted with leadership.
13. The need for supervision was definitely proved.
14. Teachers saw their need for improvement.
15. Some of the best support for the group meetings came from teachers of longer experience, some of them with little or no professional training. Beginning teachers with no training were least interested.
16. A study of the teachers' need is a necessity.
17. There was a definite change of attitude in a year's time toward the demonstration lesson.
18. There is reason to believe that demonstration teaching is the answer to the need for teacher-improvement in service in the rural school.
19. The group meeting should be made a permanent fixture in the county supervisory program.
20. The new program for the county will consolidate the group conference with the County Teachers' Association meetings, and the Institute. Groups will be larger and the emphasis will be upon demonstration lessons followed by discussions.

OUTSTANDING WORK IN CERTAIN SCHOOLS

A few of the schools did some outstanding work in special lines as noted below:

<i>District No.</i>	<i>Project or Activity</i>
6	Harmonica band.
12	Music.
13	Social studies.
16	Work with retarded children and handicapped children.
23	Remedial reading.
24	Social studies; music.
25	Remedial instruction.
29	Safety education; field trips; reading.
34	Child guidance.
33	Field trips.
37	Studied, first hand, oil well drilled near by.

40	.....	Social studies; music.
43	.....	Field trips.
44	.....	Games and playground.
63	.....	Creative art.
68	.....	Primary work.
81	.....	Reading; schoolground landscaping by pupils.
86	.....	Primary work; social studies.
96	.....	Elementary school band; health and physical education; primary English.
Cons. II	.....	Music; field trips.

OTHER SUPERVISORY AGENCIES

Supplementary to the supervisory instruments previously discussed the following agencies were employed:

1. Means used to develop interest in further professional training in regular college terms, summer school and education conferences:
 - Posters from schools, colleges, institutes.
 - Personal interviews.
 - School catalogues on file and displayed on table.
 - Professional credit given for educational work.
2. Means used to develop *esprit de corps* (aside from activities previously discussed):
 - Assigned professional tasks.
 - Assignments to programs:
 - County and State Teachers' Associations.
 - Teachers' Associations in other counties.
 - Farmers' Unions.
 - Civic Clubs.
 - Special demonstration work.
 - Visitors, especially teachers, sent to view work of some successful teacher.
 - Awards for outstanding work.
 - Recognition of teachers having some professional honor or outstanding experience.
3. Special campaigns and projects sponsored to reach parents as well as pupils:
 - Clinic for speech defective children.
 - Free physical and dental examinations.
 - Spelling contests.
 - Arithmetic contests.
 - Music festival.
 - Track meet.
 - Awards to pupils for library reading.
 - Safety Education contest (State Safety Council).
 - School publicity in newspapers of the county.

The following chapter gives a summary of the study with conclusions and general recommendations.

CHAPTER III

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

SUMMARY

The problem with which this study deals arises from the nature of the office of county superintendent as it obtains in Kansas. In his relations to the schools and to the teachers under his jurisdiction the county superintendent is less a supervisor, as the term is now understood, than he is an official figurehead representing the connecting link between the State Department of Education on the one hand and the local school district on the other. The problem is how can the county superintendent employ means to help his teachers improve their teaching technique, *what* means can he use, and how can he find time, in the midst of a myriad of official tasks, to administer such a program? The present study has for its purpose the finding of answers, if possible, to the following questions:

1. What does supervision mean for the county superintendent and how can he do it?
2. What are the techniques he can employ in a long-range program of supervision?
3. What is the effect of such long-range supervision upon teaching?
4. What innovations can he adopt for the attainment of his purpose, and what specific services can he render his teachers?
5. Can the county superintendent successfully assume the role of educational leader, or must he forever remain a clerk buried in the detail of routine service?

The procedure has been to set up an experimental long-range supervisory program in an attempt to show what one man can do without assisting supervisors. What was done and how it was done has been reported in detail, successes and failures noted, conclusions drawn from observable results and recommendations made.

The scope of the study is confined to one county, rural in character, and to the experimental project carried on there. Elsewhere is reported the many types of data gathered, ranging from items of information, through lists of activities, time schedules, sample copies of supervisory aids, and notes taken during class periods to a suggested follow-up program.

Sources of data are necessarily restricted to the confines of (1) subjective data based on observations and judgments and (2) more or less objective data gathered by means of questionnaires, reports, circulars, official records and notes taken at meetings, conferences and on visitation tours.

Three general problems were encountered in preparing the plan: (1) to become acquainted with the literature in the field and to discover what has already been done, (2) to set up a workable plan, and (3) to distribute time among various duties in order to work the plan.

The immediate aim and purpose of the adopted plan was to provide within given time limits a type of supervision which would:

1. Aid teachers in handling immediate schoolroom problems.
2. Help teachers to a clearer conception of what teaching is.
3. Encourage teachers to read.
4. Acquaint teachers with better teaching methods.
5. Foster professionalism and improve relations between supervisor and supervised.
6. Test the reactions of teachers to supervision.
7. Lead to better supervision in the rural schools of the county.

Agencies chosen to help realize the aims of the project were:

1. Bulletins and circulars.
2. Distribution of educational literature.
3. Checks on professional reading.
4. The professional institute.
5. School visits.
6. Personal conferences.
7. County teachers' meetings and group meetings.
8. Demonstration lessons.
9. Questionnaires and other means of gathering information.

The intention was to make of these more than perfunctory acts and to go beyond the letter of the law in an effort to make vital duties which have so long been regarded as mere routine procedure. A new incentive and purpose was injected: effective supervision. During three previous years all of the agencies, save the demonstration lesson, which was an innovation, had been employed and a number of things had been learned, all of which were invaluable guides in setting up the plan.

The plan was put into action for one year and carried over into a second year. Results and conclusions concerning the venture will now be taken up.

CONCLUSIONS

It is yet too early to judge results from the project which is still in its beginning. The study indicates a few specific gains, which seem to show that, in general, the aims have been met, although appreciable results cannot be proved statistically. Values will continue to appear, if there are any, after the project has passed beyond the tentative, experimental stage. Thus far it appears that only the surface has been scratched.

Not least among the values growing out of the project are the results for the county superintendent. He learned much which will be of value in the further continuance of the work of rural-school supervision.

VALUES GROWING OUT OF THE EXPERIMENT

A checking of results against the general aims of the program and aims of the various activities reported shows evidence of the following positive and negative values:

1. General realization of the aims and purposes of the project, not maximum, but sufficient to show prospects for succeeding year.
2. Teachers friendly to supervision.
3. Growing interest in teaching and new methods.

4. Some change in methods and devices used.
5. Slight trend away from tradition.
6. A few teachers willing to experiment.
7. Teachers' realization of their needs.
8. Teachers more critical of their methods.
9. Teachers beginning to look for their own defects.
10. Teachers ask frankly for help.
11. Preparation of teachers improved. (This is explainable largely by a new certificate law.)
12. Indications of better professional spirit and unity.
13. Some gain in ability to plan lessons (teachers generally weak here).
14. More attention to individual needs of pupils.
15. Better use of reference materials, including maps, charts, globes.
16. Slightly better assignments.
17. Much better use of textbook materials, manuals and courses of study.
18. Teachers realize need for supervision.
19. Teachers want help in planning lessons.
20. Less textbook teaching.
21. A clearer conception of what it is all about.
22. Better handling of schoolroom problems.
23. Teachers interested in what the superintendent thinks of their work.
24. Teachers do not read enough, but a slight increase in professional reading is indicated.
25. Testing poor and must be improved.
26. Evidence of tendency to mark children too high.
27. The successful teacher reads.
28. Rapid gain in number of personal conferences.
29. Coöperation excellent.
30. Remedial measures not adequate—must be improved.
31. Still too much aimless teaching, but constant attention to improvement.
32. Too many teachers satisfied with minimum performance on their own part and on the part of their pupils.
33. Further improvement in school morale.
34. Teachers desire continuation of the plan.

GENERAL CONCLUSIONS

A close analysis of the study warrants the following general conclusions:

1. Supervision is acutely needed in the rural schools.
2. The tendency is toward better rural-school supervision.
3. Some one must take the initiative and work hard. The county superintendent must assume this responsibility.
4. Teachers welcome supervision when it is properly introduced.
5. Teachers want to *do* and to know how to do.
6. Rural-school supervision by a superintendent working alone must be a long-range proposition.
7. Long-range supervision can bring worth-while returns and prepare the way for further advancement.

8. It is possible for the county superintendent to salvage more time for supervision.
9. Supervisory practices among county superintendents are divided. A uniform, forward-looking policy should return dividends in teaching outcomes.
10. The county superintendent's work can be made more than mere inspection, or perfunctory routine.
11. Teaching must become more professionalized.
12. The county superintendency can and should be a position of educational leadership.
13. The normal institute as originally conceived has outgrown its usefulness, but when properly organized, has potential value as a supervisory and administrative instrument.
14. Bulletins and circular letters are invaluable aids in a long-range program of supervision.
15. The group meetings should be a permanent fixture in supervision.
16. The demonstration lesson is one of the best if not the best answer to the need for improvement.
17. The visit to the rural schools, though infrequent and brief, is important and is capable of better use.
18. A plan for educational reading makes for better-informed and more professionally-minded teachers. Teachers can be induced to read.
19. The personal conference is an outgrowth of other supervisory agencies and should be retained.
20. Teachers can grow professionally in a well-planned, long-range supervisory program.
21. Teachers want supervision which is friendly and coöperative and which helps them to correct defective procedures and to establish sound practices.
22. Teachers expect:
 - Mimeographed helps.
 - Encouragement.
 - Office hours arranged for conferences.
 - Help with retarded children.
23. Weaknesses in the present program are evident:
 - There is no objective measure provided for testing outcomes.
 - There is need for a more adequate device for scoring teachers.
 - Too much leeway has been granted the study groups.
 - The time element is a hindrance.
 - Closer supervision should be exercised.
24. The present experiment, in spite of defects, has proved to be worth while, pointing the way to an effective supervisory program.
25. Teachers in Stafford county are ready for a strong supervisory program.

The conclusions of this study are in agreement with Fillers,¹ who says that the remedy for the situation existing in regard to the inexperienced teacher is growth and training in service. Growth can be attained only by an efficient program of supervision of instruction, "the only means of safeguarding the

1. H. D. Fillers, "Supervision," *American School Board Journal*, 74 : 44, February, 1927.

quality of teaching." This statement applies equally as well to all teachers.

From all that has been said there may be deducted some guiding principles which a county superintendent can apply to his work:

PRINCIPLES OF SUPERVISION WHICH APPLY TO RURAL EDUCATION

1. Supervision means professional growth for teachers, pupils and supervisor.
2. The county superintendent must have a sound philosophy of education, ideals, purposes and definite plans.
3. Teachers must know the superintendent's plans and be made conscious of his purpose.²
4. There must be an analytical study of the facts.
5. The human element must not be overlooked.
6. Supervision must be:
 - Coöperative.
 - Spontaneous and enthusiastic.
 - Creative.
 - A teaching procedure.
7. Supervision must *not* be:
 - Military.
 - Dictatorial.
 - Petty.
8. Much can be done through suggestion and inspiration.³
9. Teachers should be taught how to check and criticize their own work.
10. Teaching procedures should parallel the laws of learning and of growth.
11. There should be definite means of communication:
 - General teachers' meetings.
 - Group meetings.
 - Personal conferences.
 - Bulletins and supervisory letters.
12. Teachers should be taught to assume responsibility.
13. Results must be tested and checked.

RECOMMENDATIONS

General:

1. County superintendents should make a definite effort to serve their schools through supervision, even going farther than their legal duties. The usual agencies are fraught with possibilities of which the superintendent should make capital.
2. County superintendents should get a clear view of the size of their job.
3. The Kansas state legislature should provide for drastic changes in the legal provisions affecting the county superintendent:
 - Qualifications for the office should be raised, to insure better educational leadership.
 - Supervisory duties should be provided for.

2. *Ibid.*

3. Edwin J. Brown, "Suggestion and its Relation to Supervision," *American School Board Journal*, 83 : 41-42, September, 1931.

Outmoded and archaic provisions should be repealed.

Assistants should be provided—such as supervisors, helping teachers or visiting teachers—but a better qualified superintendent should precede this step.

4. Redistricting or consolidation by legislative enactment would help.
5. A county-unit plan of some sort is advisable for Kansas. The county superintendent should be employed by a county board of education and given a relationship to the schools comparable to a city superintendent's relation to the schools under his supervision. (Doctor Cubberley⁴ has outlined such a plan in his description of the hypothetical state of Osceola.)

For Stafford county, Kansas:

1. Continuation of the present plan is recommended with:
 - More definite plans and mimeographed helps (all circulars should be on uniform size sheets).
 - Use of a testing program.
 - Use of a standardized score card for teachers.
 - More intensive and less extensive work.
 - Retention of present agencies in use with emphasis on demonstration teaching and the group meeting.
 - A major and a minor school subject to emphasize each year.
2. Use of special days would be helpful in reaching the parents:
 - An Exhibit Day.
 - A Parents' Day.
 - National Book Week.
 - American Education Week.
3. Provision could be made for a cross-visitation of teachers.
4. A further time-saving should be affected.
5. An institute for organization and supervisory purposes is recommended as provided by the laws⁵ of 1939, making use of:
 - Only two days prior to school opening.
 - Services of local teachers.
 - No more than two visiting educators for the beginning two days.
 - Laboratory plan.
 - Remaining days to be spread through the year till January 1.
6. Coördination of institute, county teachers' meetings, group meetings and demonstration lessons.
7. During 1940-'41 it is recommended that reading be the major school subject and social studies the minor, in order to coöperate with plans of the state elementary school supervisor.

4. Ellwood P. Cubberley, *State and County Reorganization* (Boston: Houghton Mifflin Company, 1914), pp. 38-39.

5. W. A. Stacey, Editor, *Kansas School Laws, Revised, 1939* (Topeka, Kan.: State Printing Plant, 1939), section 704 [72-1401, *Revised General Statutes of Kansas, 1935*].

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