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THE UNIVERSITY OF OKLAHOMA

GRADUATE COLLEGE

AN ANALYSIS OF STATE DEPARTMENTS OF EDUCATION WITH RESPECT TO THEIR EMERGING LEADERSHIP FUNCTIONS IN EDUCATIONAL IMPROVEMENT

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

DOCTOR OF EDUCATION

BY

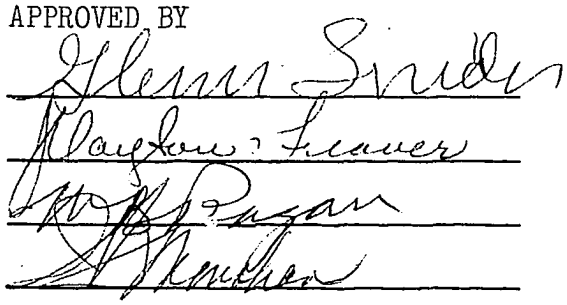
BRUCE E. RIDDLE

Norman, Oklahoma

1964

AN ANALYSIS OF STATE DEPARTMENTS OF EDUCATION WITH RESPECT TO THEIR EMERGING LEADERSHIP FUNCTIONS IN EDUCATIONAL IMPROVEMENT

APPROVED BY



DISSERTATION COMMITTEE

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AN ANALYSIS OF STATE DEPARTMENTS OF EDUCATION WITH RESPECT TO THEIR EMERGING LEADERSHIP FUNCTIONS IN EDUCATIONAL IMPROVEMENT

CHAPTER I

INTRODUCTION

Background

The state education agencies in the 50 states are responsible for the sum total of public school education in the nation. Thousands of local school districts exist in the states and it is the state education agencies which provide varying degrees of control, regulation, and leadership for them.

State agencies of education are responsible to state legislatures and state boards of education for the states' public educational programs. Rules and regulations and finance for the operation of state agencies of education most often are controlled by one or both of these governmental agencies.

Because of the strategic position which state education agencies occupy in the structure of American education no other agency of government exerts such influence

on education. Their activities are, therefore, a major concern of all the people of the several states.

In the history of the development of public education in the United States, state education agencies have gradually been charged with the responsibility for directing perhaps the most important continuing activity within each of the states; that of educating the population. An indicator of the increasing demands placed on state departments of education is the increase in the size of professional staffs within the departments. During the first half of the century professional staffs increased in size an average of 2,800 per cent.

Obviously, many services have been added by state agencies of education during this period of growth. Studies have shown, however, that too often services have been added without proper consideration for functions that should be performed. Important guidelines for helping states plan comprehensive programs of educational service have been missing. Pressing emergencies have often been met by state educational leadership and state legislatures on an expediency basis. State departments of education have grown too often without dynamic leadership and intelligent foresight.

Since state departments of education are agencies of government charged with such great responsibility it is important that they be studied to determine whether they are performing their duties and discharging their responsibilities

satisfactorily. This study proposed to look closely into certain aspects of the leadership responsibilities and functions of state departments of education; how they view these responsibilities, and what specific provisions they are making toward discharging the necessary leadership function.

Because of the importance of these agencies this study was concerned with investigating, analyzing, and interpreting the role they have assumed in curricular and instructional improvement in the respective states.

The importance of curricular and instructional development in these times and the attempts to evolve workable procedures to increase effectiveness in such endeavors have accented the need for research to investigate what is being done in state departments of education over the nation to encourage such activity.

Edgar Fuller recently said:

> The basic goal of state departments of education is to improve the educational program of every child. The strongest trend in state school systems since 1950 has been to make the instructional program more effective in every way and to make every activity of the state department of education lead toward this general purpose. Above all, the improved scope and quality of assistance to local and intermediate school districts and other organizations working for better instructional programs in state school systems is encouraging.[1]

Many critics of American education view Fuller's

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[1]Chester W. Harris and Marie R. Liba, Encyclopedia of Educational Research, (The Macmillan Company: New York, 1960), p. 1395.

statement as unduly optimistic and not a realistic appraisal of the effectiveness of state education agencies.

Statement of the Problem

The problem was that of analyzing and interpreting activities of state departments of education to determine their leadership role in curriculum and instructional improvement. An attempt was made to identify areas of strength, weakness, and needs as revealed by chief state school officers or their designates.

More specifically it was intended to analyze the degree to which leadership was provided by state departments of education in the areas identified by the chief state school officers in 1952 as they relate to statewide curriculum and instructional improvement: planning, research, advisory, coordination, public relations, and in-service education.[1]

The discovery of specific provisions made by state departments of education for the discharge of leadership responsibility was the basis for determining the degree to which leadership was provided.

Assumptions

The following assumptions were made as the study was planned:

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[1]The National Council of Chief State School Officers, The State Department of Education; A Statement of Some Guiding Principles for Its Functions; and the Organization of Its Service Areas, (Washington, D. C., 1952), p. 7.

1. The areas of leadership responsibility of state education agencies as identified by the National Council of Chief State School Officers in 1952, were adequate for the purpose of this study.

2. A survey instrument could be developed which would elicit appropriate participation by the state departments of education and which would yield information pertinent to the purposes of this study.

3. An analysis of data that were obtained could be of value in appraising the degree to which states were assuming their responsibilities for the improvement of educational programs.

Limitations

The study was limited to leadership provisions for the improvement of curriculum and instruction and avoided efforts to appraise total responsibilities of state departments of education. The role of state boards of education was not included in the study, but state departments of education as agencies responsible to state boards of education were analyzed with respect to their provision of educational leadership to the schools of their respective states.

Purposes of the Study

The study attempted to:

1. Secure information pertinent to the leadership activities of state departments of education in the United

States with respect to curricular and instructional improvement in the respective states.

2. Analyze and interpret data pertaining to leadership provided by state departments of education in their emerging role as the primary responsible agency for the improvement of education at the state level.

3. Examine data with the objective of determining how state departments of education envision their responsibilities for curricular and instructional improvement.

4. Draw conclusions and make recommendations based on an analysis and interpretation of data secured and the present situation in American education.

Definition of Terms

The following are definitions of terms as used in this study:

State Department of Education: That agency of government which is headed by the chief state school officer and is responsible for providing statewide leadership in education.

Professional employee: A person professionally prepared for his job which consists primarily of planning or executing some aspect of the state's comprehensive educational program.

Workshop: A situation, usually lasting several days, in which the participants, with expert consulting services attempt to solve their problems by a variety of activities.

Work Conference: A formally organized meeting lasting a day or two with general sessions including a speaker, but with the possibility of work groups within the larger framework.

Consultant: An expert in a field of study and/or in the techniques of working with groups, who gives guidance to a committee, workshop, conference, or work conference.

Public Relations: The interpretation of the accomplishments and needs of the public schools to the citizens of the state.

Procedure Followed in this Study

This study primarily utilized the normative-survey approach. Of the survey Whitney stated:

> The survey. . .is an organized attempt to analyze, interpret and report the present status of a social institution, group, or area. It deals with a cross-section of the present, of duration sufficient for examination--that is, present time, not present moment. Its purpose is to get groups of classified, generalized, and interpreted data for the guidance of practice in the immediate future.[1]

Because of the nature of this problem the following procedure was used:

1. The related literature and research in the field were investigated and reviewed. Areas of investigation were those embracing general information and service areas in state departments of education in the United States;

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[1]Frederick Lamson Whitney, The Elements of Research, (New York: Prentice-Hall, Inc., 1942), p. 155.

educational administration; educational research; and research related to state departments of education.

2. A questionnaire was developed and sent to the chief executives of each of the 50 state education agencies in the United States. It was designed to elicit responses from chief state school officers or their designates which would show not only the current status of their departments with respect to selected leadership responsibilities, but also attempted to determine the manner in which they envisioned these leadership responsibilities and solicited their opinions regarding the degree to which state departments of education might be able to assume the leadership role more fully during the 1960's.

Organization of the Study

The study was organized to show how state departments or agencies of education have become strategic forces in providing leadership for the development of educational programs in the states, to secure information relative to these agencies' responsibilities in the provision of such leadership, and to determine to what degree they are meeting their responsibilities.

Chapter II is a review of related literature and research. Its purpose was two-fold; to review and learn about the historical development of state departments of education and to determine what the professional research has disclosed concerning the functions and work of state

departments or agencies of education. Chapter III is an analysis and interpretation of the responses to the questionnaire.

A summary, conclusions and recommendations based on data secured and their analysis and interpretation is presented in Chapter IV.

CHAPTER II

REVIEW OF RELATED LITERATURE AND RESEARCH

Following 1949 much attention was paid to the development of state departments of education in the United States. Several investigations of these agencies were sponsored by the United States Office of Education, the Federal Security Agency, and the Department of Health, Education, and Welfare. Additional significant literature relating to state departments of education was provided by publications of professional groups such as the National Council of Chief State School Officers, the American Association of School Administrators, the Southern States Cooperative Program in Educational Administration, the National Education Association and its affiliated professional associations, and the Cooperative Program in Educational Administration, Middle Atlantic Region. Publications of colleges and universities also provided useful information regarding state departments or agencies of education.

Historically, state agencies of education in the United States have had 3 identifiable periods of development. The earliest period of development was one in which the

departments were primarily engaged in record keeping, bookkeeping, and gathering statistics related to school systems of the state. As populations increased and educational issues and problems developed, the state department became more important as an instrument for enforcement of rules and regulations as they were increasingly imposed by the state legislatures; thus the second identifiable period of development for these departments was a period best described as inspectoral in nature with a number of personnel employed whose chief function was to make sure that local schools were complying with state laws, and various rules and regulations of the state boards of education.

The idea that the most important responsibility of the state department of education was one of inspection and regulation has been challenged. Many educators and some state departments of education now believe the most important function state departments of education perform is the provision of quality leadership for the development of public school programs. In most states a transitional period has resulted in which it appears that state departments of education may become agencies of leadership with less responsibility for regulation and inspection.

Hawk, in a study of consultative services of the Georgia State Department of Education, indicated that the inspectoral phase of state departments of education was of short duration and quickly began to merge into the present

state of its growth, leadership.[1] The inference here may be that the transition has occurred, that a consensus regarding important functions of state departments of education has been reached by those departments, or that state departments are providing leadership necessary for the development of the states' educational systems. Many educators would deny the accuracy of this assertion.

An examination of the professional literature and research regarding functions of state departments of education clearly indicated a trend in professional thinking toward the provision of leadership by state departments of education. This examination further revealed that a major portion of research conducted in this area to date had dealt with consultative services provided by state departments of education.

Savage explained the apparent research preoccupation with consultative services in the following:

> With the emergence of leadership as the primary function of state departments of education, greater emphasis is being placed on the consultative service rendered by departmental staff members to local school systems. Although the National Council of Chief State School Officers lists consultative service as only one of the six leadership functions of the departments, such service can be, and often is, a part of the other five functions. Furthermore, despite Beach's statement that "advisory and consultative service is not to be confused with 'inspectoral service', the regulatory function carried out by the various departments is

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[1]James Donald Hawk, An Examination and Evaluation of Consultative Services of the Georgia State Department of Education, Unpublished Doctoral Dissertation, the University of Georgia, Athens, Georgia, 1958.

> associated frequently with consultative service. . .we should remember that frequently consultative service is not a discrete function in state departments of education. It is offered often in connection with, or as a part of, other activities."[1]

The National Council of Chief State School Officers, in 1952, published "A Statement of Some Guiding Principles" for the legal status, functions, and organization of service areas of state departments of education. The council's major emphasis on the leadership function was clearly indicated by the following statement, in which they, incidentally, ignored the most important group for which the service should be provided, schools:

> Leadership functions constitute the major responsibility of state departments of education. Improvement of community and state educational programs is the outcome of effective leadership services by state departments, to the legislature, the governor, other state agencies, voluntary organizations, and to the public.[2]

As listed by the council the six areas important in state level leadership were planning, research, advisory, coordination, public relations, and in-service education functions.[3] This was, of course, not a new concept regarding state department of education functions. It is, rather, a reiteration of an important consideration when assessing

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[1]William W. Savage, Consultative Services to Local School Systems, Midwest Administration Center, University of Chicago, (Chicago, Illinois, 1959), p. 5.

[2]The National Council of Chief State School Officers, op. cit., p. 28.

[3]Ibid., p. 21.

the present status and attempting to establish guidelines for the growth of American public education. The Southern States Work Conference on School Administrative Problems in 1942 stated that, "The responsibility of the state department of education for rendering certain routine administrative services, for furnishing competent consultative services, and for exercising stimulating leadership is now accepted without question throughout the United States.[1]

Beach, in 1950, listed five broad and highly important leadership functions of state departments of education. They are present in all areas of service and are reflected in direct services to local school authorities, educational institutions, the legislature, the governor, other state departments and agencies, voluntary education association, and to the public. Leadership functions listed were: (1) Planning, (2) research, (3) advising and consulting, (4) coordinating, and (5) public relations.

Beach said:

> Planning ranks at the top among the functions of the state department of education. It is the very essence of the leadership function. It calls for the highest type of farsighted vision, initiative, and at certain times bold and courageous action. Only through planning can the program of the state department of education have purpose and direction. No program of the state department can go much beyond the vision of its leaders as expressed in their plans. . . . A proper

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[1]"State Responsibility for the Organization and Administration of Education," Improving Education in the Southern States, Work-Conference on School Administrative Problems, 1942, p. 9.

plan involves the formulation of long-term policies and objectives. . . Just as there is a need for plans for every major area of service, there is need for a comprehensive plan encompassing the total program of education under the jurisdiction of the state department. This program in turn should be coordinated with all other educational programs in the state. Coordination and cooperation are involved.

The research function of state departments of education, utilized little 30 years ago, promises to take its place at the center of all department activities. Modern education has progressed to the stage at which guesswork is no longer adequate as a basis for the determination of plans and policies. . . Research in school organization, instructional services, school finance, school business administration, school plants and sites, pupil transportation - in fact, in almost every aspect of education endeavor - has laid the basis for profound improvements in American education. . . Most departments, are neither staffed nor equipped, as yet, to realize fully the potentialities for research and to bring to bear important results on the solution of state educational problems.

The advising and consulting function is not a new responsibility of the state department of education . . . A necessary and full range of consultative services must take into account the needs of other state departments and agencies, educational institutions, the governor, the legislature, voluntary associations, and the public at large. . . The effectiveness of consultative services hinges upon the quality of the professional staff . . . It is of paramount importance to obtain staff members who possess those qualifications of scholarship, ability, and experience. . .

The staff of the state department of education has clearcut responsibilities. (in coordinating the educational program of the state) These include a continuing study of educational needs of the state, a discovery of unmet needs, an appraisal of current programs of education to determine overemphasis and the strengths and weaknesses, and on the basis of the best information available, the making of recommendations to the chief state school officers and state board of education for action . . .

The public relations function of state departments of education, always important, is now receiving a new and vital emphasis. As departments become more and

> more the great educational planning agencies of the states, it becomes increasingly important that the plans and programs that are developed incorporate the best thinking of all groups and individuals in the state. . .[1]

Little Actual Research is Available

A detailed search of the literature pertaining to state departments of education disclosed very little specific research in the area. It was not until 1949, when the Council of State Governments completed a comprehensive study of the state departments of education of the forty-eight states, that adequate investigation of many aspects of this problem was made. In the foreword for the report, Bane indicated that it was the first study of education to be conducted by an agency representative of all states.[2] He further stated that the findings would be of value to the governors of the states, to state legislators, to educational officials, to teachers, to students, and to members of civic groups generally, all of whom have a great and immediate interest in what has been called democracy's major obligation.[3]

The Council of State Governments found:

> A solid stratum of common concern manifested in more or less similar policies and practices. All states

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[1]Fred F. Beach, The Functions of State Departments of Education, Federal Security Agency, (Washington: U. S. Government Printing Office, 1950), p. 5-7.

[2]Ibid.

[3]Ibid.

> now attempt to provide a minimum of twelve years of schooling at public expense. All have developed certain common patterns of school organization and similar curriculum. All states have state departments of education, and all states have some type of degree of control. All states, likewise, attempt to assure that educational opportunities available in all parts of the state meet certain minimum standards. All states make some attempt to equalize the burden of school support among the local units. . . underlying the similarities is a common tradition and an acceptance of common purpose. In all states public education is held to be in the interest of the state itself and not merely for the benefit of individuals. In all states education is recognized as a function of the government itself and not merely a service to be offered at the discretion of the government. In all states the acceptance of state responsibility is influenced by traditions of local control with the maintenance of desirable standards.[1]

The state department of education has been identified as that agency of government responsible for developing the state's educational program. It has reached a point in its development in which creative and aggressive leadership is demanded. By the nature of its organization; by the demands of society and the world in which we live; and by the overwhelming need for an expanded and improved educational system, the state department of education should make adequate provision for these needs as soon as possible.

The provision of quality and effective leadership by state departments of education is today a significant problem of every state government. It is true that the keeping of records and statistics in state departments of education is still a necessary function; that the inspection

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[1] Ibid.

of certain aspects of the educational program in the states may be necessary if not obligatory or desirable in all cases, but have all the states recognized the values to come from the provision of effective leadership through their state departments of education? If effective leadership is provided, highly skilled personnel are required. Beach and Gibbs stated:

> American education has reached the stage in its development where the public interest requires that state departments of education be staffed with the most competent and able professional personnel. This is a consequence of the continuous expansion of state educational responsibilities and the official strategic leadership position the staffs of state departments of education hold. The highly complex educational problems which confront the modern state department of education tax the ingenuity and the competence of the most able. The solution of these problems is closely linked to the welfare and destiny of all the people within the state. The people, therefore, cannot afford not to have the wisest and most competent leaders to discharge the important planning and policy-developing functions for the state as a whole. The future course of our state systems of education will depend in a large measure upon the quality of personnel of the departments.[1]

Not all state departments of education employ personnel on merit alone. The spoils system still exists to some extent and positions are provided for defeated and/or retired school superintendents and friends of whatever state administration is in power. It is of interest to note in a discussion of the need for merit systems in government agencies that in twenty-one states the chief school executive was elected to his position. In twenty-nine

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[1]Beach and Gibbs, op. cit., p. 4.

states the office was filled by appointment. Obviously an important step in removing state level educational problems from partisan politics is to make the job of chief executive in this activity appointive with provision that he is responsible only for fulfilling his responsibilities to the state in conducting an adequate educational program. Continued use of the spoils system is gradually being corrected according to Beach and Gibbs who stated that:

> The merit system, always desirable, has now become indispensable to state departments of education. When the functions of the department were primarily statistical and inspectoral, the effects of political appointments were frequently adverse; now that departments are becoming highly professional, such appointments may be disastrous. If state departments of education are to reach their potential in professional leadership, they must be free to select their workers on the basis of merit.[1]

Having the personnel of state departments of education under the merit system has led to better qualified persons accepting the responsibilities inherent in the various types of work connected with the departments. Several additional facts about state departments of education in the United St es were brought out by Beach and Gibbs in their 1952 study. Some of these facts were:

> The recent progress which state departments of education have made in professional staffing is phenomenal. Between 1930 and 1950, most departments underwent a rapid metamorphosis, both in staffing practices and in the type of their personnel. They have been transformed from agencies performing, in the main, routine and inspectoral duties to agencies now

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[1] Ibid.

> providing highly professional leadership service to the state program of education. . .[1]

The nation's chief state school officers in 1952 further indicated the importance they attached to emerging state level leadership in the following statement:

> This division includes those services and activities in which major emphasis is on improvement of learning and teaching and on proper adjustment of the individual at all levels of maturity.
>
> Instruction is concerned with the maximum well being of every child, youth, and adult and with the development of vocational and civic competence. To accomplish these objectives, the school should assume leadership in developing a philosophy of education which envisions a balanced curriculum for every individual. This unity of philosophy insures a wholesome coherence in the individual's curriculum and contributes to his self-integration and personal growth.
>
> The variance among individuals in mental, physical, psychological, and social factors should be considered in organizing for effective instruction. . .
>
> The department should seek to improve the educational program for all people, regardless of race, cultural extraction, creed, or migratory status to the end that there shall be equal opportunity for all.[2]

Examination of the literature relating to state departments of education revealed that they are closely affiliated with the United States Office of Education. (Department of Health, Education, and Welfare) The following statement regarding such affiliation appeared in School Life:

> The States see the Office as the Federal Government's Agency for making available to the states those necessary services which the states and local education units

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[1] Ibid. p. 18.

[2] The National Council of Chief State School Officers, op. cit. p. 37.

> cannot effectively provide for themselves, and within that limit consider that it should be the coordinator of common school systems; the supplier of consultative services in the organization and conduct of state, interstate, and regional education activities and programs; the distributor of current information; and a research agency in all major fields of education.[1]

If the above is true it clearly indicates an absence of creative and imaginative leadership in state departments of education. Most of the activities mentioned have been identified as essential to the fulfillment of leadership responsibility at the state level and if state departments of education are so dependent on a federal office, they have failed to lead in areas where responsibility for leadership was present and have abdicated much of their responsibility.

The United States Office of Health, Education, and Welfare is increasingly called upon to act as a central distributing point of interesting and useful information by educational specialists in the state departments of education. With increasing frequency this office is being called upon to provide information relative to research activities and other services. Emphasis on this was given by the journal, School Life: "In general each specialist in the United States Office of Education has a counterpart, his chief contact in the state, the Office of Education

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[1] "The Office and State Departments of Education," School Life, (Journal of the Office of Education), (Washington, D. C.), April, 1956, p. 6.

specialist stands ready to be of assistance."[1]

It appears that state departments call upon the United States Office of Health, Education, and Welfare for much the same kind of help as local systems demand from their state departments of education. Implication of this is that while some state departments of education may be making satisfactory progress in developing adequate educational programs for the states and providing quality leadership for educational improvement, there is developing at the same time a trend which points toward increasing dependence on a federal figure, the United States Office of Education. This trend could easily become irreversible.

The role of the state department of education was described a decade ago by the American Association of School Administrators as emphasizing less and less regulatory and enforcement functions. More and more they are expanding their leadership, consultative, and research activities according to a publication of this group.[2]

Fuller, in describing present trends and practices stated that:

> During the past two decades state school administration has improved. State departments of education are primarily service agencies, and improvement of programs of education is their major goal. In many states, the best, most easily available, and most used professional

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[1] Ibid., p. 15.

[2] American School Superintendency, Thirtieth Yearbook, American Association of School Administrators, (National Education Association, Washington, D. C., 1952), p. 410.

> assistance for teachers and administrators is found in state departments of education. Local and state educators work together as friends and professionals to solve the problems of education.[1]

Many educators contend that Fuller's appraisal would definitely not be accurate with regard to many of the fifty state departments of education.

Formal Research Projects Related to This Study

Examination of thesis abstracts revealed a limited number of doctoral research projects relating to state departments of education. An evaluation of the California State Department of Education was done by James A. Grunerud in 1950. It included evaluation of staff with respect to professional training, numbers employed in various divisions of the department, and services provided for the schools of the state.[2]

Krong conducted a doctoral study, The In-Service Education of Public School Administrators, at the University of Nebraska in 1953. He concluded that the more specific functions of state departments of education as they relate to the in-service education of public school administrators and the areas for which the departments should assume

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[1]Edgar Fuller, "You and Your State Department of Education," NEA School Journal, (March, 1956), pp. 165-66.

[2]James A. Grunerud, An Evaluative Study of the California State Department of Education, Unpublished Doctoral Dissertation, The University of California, Berkley, 1950.

specific responsibility for providing in-service training for public school administrators were certification, consultative services, accreditation, sponsorship or participation in professional meetings, research promoting desirable school legislation, and production and distribution of research findings and other professional literature.[1]

In 1952 Hilton conducted a study at the University of Chicago pertaining to consultative services offered by three state departments of education to school administrators. His study dealt with the nature of consultative visits by state department of education personnel, the frequency with which they occurred, length of the visit, and degree of success when measured with their alleged purposes. The study was conducted in the states of Missouri, Nebraska, and Ohio. He found that most consultative visits were for the purpose of discussing a specific problem and by invitation, they occurred almost entirely when an administrator asked for them, and that most administrators felt the consultants were well prepared and able to be of assistance to them.[2]

An investigation of consultative services provided by eight state departments of education was conducted by

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[1]Norman I. Krong, The In-Service Education of Public School Administrators, Unpublished Doctor's Dissertation, Lincoln, Nebraska, 1952.

[2]Lynn M. Hilton, Consultant Services Offered by Three State Departments of Education to School Administrators, Unpublished Ph. D. Dissertation, Department of Education, University of Chicago, 1952.

Savage in 1955 using direct mail questionnaires in each of the states and interviews in two of them. The study involved 24.4 per cent of the total of public school administrators, as defined in the study, in the states of Indiana, Kansas, Michigan, Missouri, South Dakota, North Dakota, Nebraska, and Wisconsin. Results of the study were based upon estimates made by the administrators regarding the relative amounts of consultative services received by them from the state department of education in their state. It was concluded that the state departments of education in the eight states studied constitute the greatest source of consultative services for individual schools in the state. Consultative services were provided to a lesser extent by large city school systems, state education association, and colleges and universities in the states.[1]

Hawk evaluated consultative services of the Georgia State Department of Education in 1958 and analyzed the needs for services by the state department of education throughout the state, the availability of consultants, and levels of satisfactions on the part of recipients of the service. The conclusion was that current needs

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[1]William W. Savage, An Examination of Consultative Services Provided by Eight State Departments of Education, Unpublished Doctor's Dissertation, Department of Education, University of Chicago, 1955.

were being met in a satisfactory way.[1]

The Service Concept

All literature, research, and general information about state departments of education indicate that they are becoming less inspectoral and supervisory. The question then arises: If state departments of education should minimize the regulatory function, what should take its place? Cocking recently stated that:

> Over the years more and more departments have shifted the emphasis from regulation to a three-fold policy of leadership, service and research. Even more important these departments have accepted a quite different assumption of their task. Such departments accept a "partnership" concept of their job--a partnership in which the partners are, particularly, the local communities and the state, and to a lesser extent, the Federal government. Under this concept the State Department of Education finds its place and function in answering the question; What can this agency do to contribute most to the partnership enterprise? Increasingly the answer seems to lie in the area of leadership, service, and research, in addition to financial support. State departments are discovering that as their competence in these three areas increases there is less need for regulations.[2]

That state departments of education should be primarily service agencies and that they have a responsibility for providing leadership within each of the states finds consensus among modern writers concerned with trends and problems in American public school education. To further

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[1]James Donald Hawk, An Examination and Evaluation of Consultative Services of the Georgia State Department of Education, University of Georgia, Athens, 1958.

[2]Walter D. Cocking, "State Department of Education Regulations," The School Executive, (June, 1954), p. 7.

illustrate this concurrence of writers and their conceptions of proper functions of state departments of education, the following is cited:

> Most functions of modern state departments are mandated by state laws but administered on a service rather than a control basis. The general supervision of school systems required by law now means cooperative consultation and improvement of instructional programs rather than visits for inspection. Special programs such as those for exceptional children or those in the field of vocational education, give opportunities for service in connection with programs specifically required by law.[1]

Historical Development of State Education Agencies

Effective educational leadership at all levels is of major importance in determining the quality of education in the United States today. Recognition of the need for an educated public is basic in United States history. Our systems of public education have developed from the basic belief that in a society with a republican form of government it is necessary for the electorate to be literate. With increased complexities of social, political, and economic life it becomes necessary to have not only a literate public, but an educated one. The degree to which the public is educated depends upon the kinds of educational experiences provided it. Sound educational experiences, compatible with democratic evolution, can best be provided through the framework of professionally trained and competent administrators. On the local, state, and

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[1]Fuller, op. cit.

national level the administration of schools should reflect the ideal of democratic action. Ultimately, of course, this is exemplified in the products coming from the schools.

Administration of the public school systems of the United States today is not the result of accident. It is the result of slow growth and evolution. Moehlman stated that although public education in the United States took its inspiration from the Massachusetts Laws of 1642 and 1647, "the present public school system is actually little more than a century old. It did not spring full-blown from the political wisdom of our forefathers, but is a progressive evolution in its character, its values and its needs."[1]

No provision was made in the Constitution of the United States for education. It was left to the respective states to make their own decisions concerning what has become the bulwark of democracy, public education. Most states provided in their constitutions that education would be left largely in the hands of the people; that is locally controlled, with a minimum of state interference. Although this was essentially the pattern, it cannot be said that it will not change in the future. In recent years power has been placed in the hands of courts, states, and the federal government by Supreme Court decision. Nonetheless,

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[1]Arthur B. Moehlman, School Administration, (New York: Houghton Mifflin Company, 1940), p. 11.

decentralized administration and control has resulted from the pattern of development of the control of public education in the United States. According to Moehlman:

> . . . Under the American plan of decentralized administration of public education, the school district is the legal territorial administrative unit and the board of education is the legal agency through which the state educational plan is carried out. The chief responsibility of the board is to operate a school system, under the state law, which will minister to the needs of the local school community. The practice of the education function involves a cycle of activities which include legislation or planning, execution or operation, and appraisal or the evaluation of both plan and practice.
>
> While the board of education must be considered legally as the general administrative authority for the local school district, the mandatory requirement that the board delegate at least part of the executive aspect of the education function, the teaching of children, to professional personnel, makes it possible to consider this body as the local quasi-legislative or planning authority.[1]

Each school district has a board of education; a quasi-legislative or planning authority, which makes the rules and regulations, decides policy and influences state legislatures in the passing of laws affecting the public school enterprise. School boards, at one time in the history of public education in the United States, were very influential, if not powerful groups. Their tasks included appointment of teachers, inspection of schools, and in general running the entire enterprise in their charge. As our society became more complex, populations increased, educational problems and issues multiplied,

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[1] Ibid.

and countless other complications arose, it became mandatory for boards to relinquish much of this control to an appointed administrator. Some boards of education have not given up their power to this day and do, in fact, run the schools; frequently to the point of interfering with instructional procedures and methods.

In developing this review of related literature and research the investigator searched for materials and information pertaining to the subject in the available known sources. An absence of research critical to the development of state departments of education was found to exist. Careful examination of publications of the federal government and the various state departments of education showed that a great deal of factual information had been published about state departments of education and that there was agreement on the direction their development should take. The examination further revealed that analytical study of what these departments were currently doing had been limited. All formal work recently completed on the subject was limited geographically and topically. The examination of significant research relating to state departments of education indicated that no study of the nature or scope of the one described herein had been undertaken and that there was indeed, a need for such a study.

CHAPTER III

ANALYSIS OF DATA RELATIVE TO EMERGENT LEADERSHIP FUNCTIONS IN STATE DEPARTMENTS OF EDUCATION

The problem with which this study dealt was that of analyzing and interpreting activities of state departments of education to determine their leadership role regarding curriculum and instructional improvement in the public schools of their respective states. As part of the analysis an attempt was made to identify areas of strength, weakness, and needs as revealed by chief state school officers or their designates in response to the questionnaire developed for that purpose.

A questionnaire (Appendix) was developed embracing six sections: I- Planning, II- In-Service and Curriculum Development, III- Research and Advisory, IV- Public Relations, V- General Information and VI- Functions of State Departments of Education. It was assumed that accurate data could be secured from responses to the questionnaire and that a high percentage of state departments of education would participate by answering and returning the questionnaire to the investigator.

Basic data for this study were secured in response

to the questionnaire sent to each of the chief state school officers of the fifty states. The respondents were the chief state school officers or their designates. Forty-three, or 86 per cent of the state education agencies in the United States, responded to the questionnaire. Not all questionnaires, however, were completely answered. Numbers and percentages were indicated for most items studied relative to the total number of questionnaires answered and returned to the investigator, and percentages were calculated to the nearest whole per cent unless otherwise indicated.

Planning

> Cooperative planning processes are appropriate means by which resources may be most effectively utilized. It is in the use and development of these processes that the State Department has a fundamental function to perform.[1]

Planning is elementary in the method or scheme of any undertaking. It is essential to the success of even the most minute operation. Profit making enterprises devote much energy, time, and money to the effort of planning in order to feel assured of success in the outcome of whatever service or goods they are providing the public. It does not seem unreasonable, then, to expect government agencies to expend the same energies in planning their activities.

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[1]Bulletin 72, Functions of the State Department, Iowa State Department of Public Instruction, (Des Moines, Iowa, 1962), p. 72.

Establishing Long Term Policies and Objectives

Analysis of responses from state departments of education with respect to planning activities revealed startling shortcomings on the part of far too many of the departments. It was learned from Table 1 that 32 or 74 per cent, of the responding state departments of education had established long term policies and objectives for the work of their departments. Nine, or 21 per cent of the respondents, however, indicated that they had no long term policies or objectives. (An almost unbelievable admission from professional persons charged with such significant responsibility.) Two respondents left the question unanswered. It was, therefore, discovered that more than one-fifth of the state departments of education in the United States were heading the major business enterprise within their states without the most basic kind of planning.

Planning long term action for an activity as important as educational development is difficult when carefully conceived. Haphazard planning may be as useless as no organized attempt at all. Planning should result in a set of goals and objectives and a blueprint clearly outlining the road and the direction to be taken in attempting to reach them. It should be under continuous evaluation and changed as the need arises. Planning can hardly be achieved without first identifying what is being

attempted. State departments of education which had not established long term policies and objectives were thus clearly neglecting a well defined leadership responsibility.

State education agencies have a responsibility to make available to the public a written record of the plans by which they operate. It is incumbent in their duties that they inform and educate the public; not only as to their needs, but probably more significantly as to their plans for the future provision of educational services in the states. Without effective, honest information the public can hardly be expected to support rapidly expanding public school educational programs with the enthusiasm which is desirable. Table 1 also shows that of the thirty-two state departments of education which had established long term policies and objectives only 17, or 40 per cent, offered upon request, written information pertaining to these items. Twenty-one, or 49 per cent, of the responding state departments of education, indicated that no publication was available upon request stating the long term policies and objectives as they had been formulated by the state department of education; thus almost one-half of the state departments of education were unable or unwilling to furnish upon request a publication dealing with the guidelines by which they operate. Five state departments of education did not answer the question, "Is there a publication available upon request stating the long term policies and objectives

TABLE 1

PLANNING FUNCTIONS AND ACTIVITIES IN STATE DEPARTMENTS OF EDUCATION

State	Policies and Objectives Established?	Available in Written Form?	Departmental Plan for Orientation of New Employees?
	Yes or No	Yes or No	Yes or No
Alabama	No	No	No
Alaska	No	No	No
Arizona	No	No	No
Arkansas	No	No	No
California	Yes	No	No
Colorado	Yes	Yes	Yes
Connecticut	Yes	No	No
Florida	Yes	No	No
Georgia	No	No	Yes
Idaho	No	No	No
Illinois	Yes	Yes	Yes
Indiana	Yes		No
Iowa	Yes	Yes	Yes
Kansas	No	No	No
Kentucky	Yes	Yes	Yes
Louisiana	Yes	No	
Maine	Yes	Yes	No
Maryland	Yes	Yes	Yes
Michigan	Yes	Yes	Yes
Minnesota	Yes	No	Yes
Mississippi	Yes	Yes	Yes
Missouri	Yes	No	Yes
Montana	Yes	Yes	Yes
New Hampshire	Yes	Yes	No
New Jersey	Yes	No	Yes
New Mexico	Yes	No	No
New York	Yes	Yes	Yes
North Carolina	Yes	Yes	Yes
North Dakota	Yes		Yes
Ohio	Yes	No	No
Oklahoma	Yes	Yes	Yes
Pennsylvania	Yes	Yes	Yes
Rhode Island			No
South Carolina	No		
South Dakota		No	
Tennessee	Yes	No	Yes
Texas	Yes	No	No

TABLE 1--Continued

State	Policies and Objectives Established?	Available in Written Form?	Departmental Plan for Orientation of New Employees?
	Yes or No	Yes or No	Yes or No
Utah	No	No	No
Vermont	Yes	Yes	
Washington	Yes	No	Yes
West Virginia	Yes	Yes	Yes
Wisconsin	Yes		
Wyoming	Yes	Yes	Yes
Total Yes	32	17	21
Per Cent	74	40	49
Total No	9	21	17
Per Cent	21	49	40

as they have been formulated by your State Department of Education?"

Orientation of New Employees

Orientation of new employees is a widely used practice in many business and professional organizations. An attempt was made to learn of orientation practices for new professional employees in state departments of education. The responses gave evidence of substantial deficiency here. In response to the question, "Do you have a specific plan of orientation to familiarize the professional staff of your State Department of Education in a continuous way with the long term policies and objectives of your State

Department of Education?", it is shown in Table 2 that 21, or 49 per cent, of the departments indicated that such a

TABLE 2

STAFF ORIENTATION PRACTICES IN STATE DEPARTMENTS OF EDUCATION

State	Orientation Practice						
	Departmental Meetings	Staff Meetings	Planning Workshops	New Employees Only	Printed Materials	Others[a]	Total
Alaska	x	x		x	x		4
Arizona	x	x		x	x	x	5
Arkansas	x	x			x		3
California	x	x			x		3
Colorado	x	x	x	x	x		5
Connecticut	x	x					2
Florida	x	x					2
Georgia	x	x		x	x		4
Idaho	x	x		x	x		4
Illinois	x			x			2
Iowa	x	x			x		3
Kansas	x	x	x	x	x		5
Kentucky	x	x		x	x		4
Louisiana	x	x	x				3
Maine	x	x		x			3
Maryland	x	x	x	x	x		5
Michigan	x	x		x	x		4
Minnesota	x	x		x	x		4
Mississippi	x	x	x		x		4
Missouri	x	x	x	x	x		5
Montana	x	x	x	x	x		5
New Hampshire	x	x			x		3
New Jersey	x	x	x				3
New Mexico		x	x				2
New York	x	x	x	x	x		5
North Carolina	x	x		x	x		4
North Dakota	x	x	x		x		4
Ohio	x	x		x	x		4

TABLE 2--Continued

State	Orientation Practice						
	Departmental Meetings	Staff Meetings	Planning Workshops	New Employees Only	Printed Materials	Others[a]	Total
Oklahoma		x			x		2
Pennsylvania	x	x	x	x	x		5
Rhode Island		x		x			2
South Dakota		x		x			2
Tennessee	x	x	x	x	x		5
Texas	x	x	x		x		4
Utah	x	x		x	x	x	5
Vermont	x	x					2
Washington	x	x					2
West Virginia	x	x		x	x		4
Wisconsin	x	x	x	x			4
Wyoming	x	x	x	x	x		5
Total	36	39	16	25	28	3	
Per Cent	84	91	37	58	65	7	

[a]Others were weekly meetings of heads of departments and interviews with private conferences.

plan existed. Seventeen, or 40 per cent, indicated that they had no specific plan for orientation of new professional employees within the state education agency, with six of the respondents failing to answer the question. Should it be concluded that the responsible leadership in 17 of the state departments of education feel that a specific plan for orientation of new professional staff members is unnecessary or that professional staff members are so well

trained that the undertaking is not worthwhile? Information and statistics on state education agencies show that, while there is a broad core of common activity and procedure among the various departments, each maintains its own identity and "personality" and has its own problems. It would seem prudent, then, for each department to develop a specific plan for orientation of all its professional employees.

Who Helps Plan?

In the establishment of long term policies and objectives it is important the planning group be representative of all of those vitally concerned with the problem. Public education is of great concern to a major portion of the population and in its comprehensive planning it would seem logical to assume that the planning group should consist of a representative cross-section of interested and influential persons. The investigator attempted to learn who participated with state departments of education in developing their comprehensive educational plan. In response to the question pertaining to regular participants in such planning it may be seen from Table 3 that public school teachers regularly participated in planning the state education agency's comprehensive educational plan in 29, or 67 per cent, of the states; public school administrators in 33, or 77 per cent; public school supervisors in 26, or 60 per cent; college personnel in 31, or 72 per cent;

TABLE 3

GROUPS REGULARLY INCLUDED IN DEVELOPING THE COMPREHENSIVE EDUCATIONAL PLANS OF STATE DEPARTMENTS OF EDUCATION

State	Groups Participating in Planning					
	Public School Teachers	Public School Administrators	Public School Supervisors	College Personnel	Legislators	Others[a]
Alaska		x		x		x
Arizona	x	x		x	x	x
California	x	x	x		x	
Colorado	x	x	x	x		
Connecticut		x			x	x
Florida						x
Georgia	x	x	x	x	x	x
Idaho	x	x	x	x	x	x
Illinois	x	x	x	x	x	
Indiana	x	x	x	x	x	
Iowa	x	x	x	x		
Kentucky	x	x	x	x	x	x
Louisiana	x	x	x	x		
Maine	x	x	x	x	x	x
Maryland	x	x	x	x		
Michigan	x	x	x	x	x	x
Minnesota	x	x	x	x	x	x
Mississippi	x	x	x	x		
Missouri	x	x	x	x		
New Hampshire	x	x	x	x		x
New Mexico	x	x		x		
New York		x		x		x
North Carolina	x	x	x	x	x	x
North Dakota	x	x	x	x		
Ohio	x	x	x	x		
Oklahoma				x		x
Pennsylvania	x	x	x	x	x	x
South Dakota	x	x		x		
Tennessee	x	x	x	x	x	x
Texas	x	x	x	x	x	
Utah		x				x
Vermont	x	x	x	x	x	

TABLE 3--Continued

State	Groups Participating in Planning					
	Public School Teachers	Public School Administrators	Public School Supervisors	College Personnel	Legislators	Others[a]
Washington						x
West Virginia	x	x	x	x		x
Wisconsin	x	x	x	x	x	
Wyoming	x	x	x	x	x	x
Total	29	33	26	31	18	20
Per Cent	67	77	60	72	42	47

[a]Others included Staff Personnel of State Department of Education 5, State Board of Education 5, PTA 3, State School Board Association 1, Trustees 1, State Education Association 2, Municipal Officers 1, Functioning Curriculum Committees 30, Attorney General's Office 1, Library Officers 1, Museum Officers 1, Educational Television 1, Teachers' Associations 1, Forum on Education 1, Association of Curriculum Directors 1, Local Public Officials 1, Lay Public 1, County Planning Committee 1, and Advisory Committees to State Board of Education 1.

and legislators in 18, or 42 per cent. Others included in developing the comprehensive plan in order of frequence were staff personnel of state department of education, state board of education, parent teachers associations, state school board association, trustees, state education associations, municipal officers, state curriculum committees, attorney general's office, library officers, educational

television representative, teachers' associations, forum on education, association of curriculum directors, local public officials, lay public, a county planning committee, and an advisory committee to the state board of education. Six state departments of education did not answer this question and one department indicated that none of these groups was used in developing the state's comprehensive educational plan.

What Orientation Practices Were Used?

An attempt was made to discover what staff orientation practices were used in state departments of education. Table 3 shows that 36, or 84 per cent of the responding departments used departmental meetings for orientation purposes. Thirty-nine, or 91 per cent, of the departments used staff meetings for that purpose, and planning workshops were used by 16, or 37 per cent, of the departments. Twenty-five, or 58 per cent of the responding departments indicated that orientation was provided for new employees as a specific activity while 28, or 65 per cent, of the departments produced printed materials for the specific purpose of orientation of state department staff members. Two state departments of education indicated that the additional practices of weekly meetings of heads of departments and interviews with private conferences were used as orientation practices. Three departments did not answer the question.

In-Service and Curriculum Development

> Leadership is the most important function of the Department of Public Instruction. While regulation offers one important means for achieving quality in education, leadership goes far beyond regulation, because it relies upon voluntary efforts rather than upon compliance with prescribed standards. It causes people to improve education because they want to. It carries school systems beyond mere conformity to dynamic efforts to be better than required.
>
> State departments of public instruction are charged with responsibility for many phases of the school program. It is imperative that their operations be efficient, forward looking and conducive to excellence in local school systems. However, more than routine procedures are required if local school systems are to be challenged to new levels of accomplishment. Real progress can come only through inspired leadership.
>
> A democratic society is based upon a belief in the dignity and worth of the individual. It asserts that man's needs are met through his own intellectual efforts and places reliance on cooperative group action for the solution of common problems. Educational leadership in a democracy should operate on this principle. . .
>
> In-service educational programs are equally desirable for the professional staff of the State Department as they are for the educational forces served by the staff: administrators, supervisors, teachers, school lunch personnel, custodians, and bus drivers.[1]

As indicated in the above quote from a bulletin of the Iowa State Department of Public Instruction, probably nothing is more important than good state level leadership to stimulate instructional and curricular improvement in local school districts. Through the questionnaire sent to the state departments of education an attempt was made to learn if some basic activities and concepts relevant to

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[1] Ibid., p. 74.

leadership in instructional or curricular improvement were in evidence.

The areas of in-service training activities and functions, consultative activities, and development of curriculum were combined because of the similarities found in these areas and to facilitate the handling of data.

A responsibility of state education agencies should be that of providing leadership in order to motivate and stimulate activities aimed at improving curriculum and instruction. A director of curriculum should provide coordination and direction of all state department of education activities specifically aimed at the improvement of instruction and curriculum in the state. These directors should be individuals who are professionally trained to act as directors of curriculum.

Table 4 provides data concerning the expression in writing by state departments of education of their responsibility for curricular and instructional improvement; the existence of curricular groups cooperating with state departments of education; and whether the departments had conducted significant research for the purpose of curricular or instructional improvement in the past 5 years.

If it is correct to assume that the state department of education in each of the 50 states is responsible for the educational program in the state, its development, its

TABLE 4

POLICIES AND PRACTICES IN STATE DEPARTMENTS OF EDUCATION WITH RESPECT TO CURRICULAR AND INSTRUCTIONAL IMPROVEMENT

State	Assumes Responsibility in Writing	Has Statewide Group Cooperating with S.D.E.	Has Conducted Significant Curricular Research in Past 5 Years
	Yes or No	Yes or No	Yes or No
Alabama	No	No	No
Alaska	Yes	Yes	No
Arizona	No	Yes	No
Arkansas	No	No	No
California	No	Yes	Yes
Colorado	Yes	Yes	Yes
Connecticut	Yes	No	Yes
Florida	Yes	Yes	Yes
Georgia	Yes	Yes	Yes
Idaho	Yes	Yes	Yes
Illinois	Yes	Yes	Yes
Indiana	Yes		Yes
Iowa	Yes	Yes	Yes
Kansas	No	No	Yes
Kentucky	Yes	Yes	Yes
Louisiana	No	No	Yes
Maine	Yes	Yes	Yes
Maryland	Yes	No	No
Michigan	Yes	Yes	Yes
Minnesota	Yes	Yes	Yes
Mississippi	Yes	No	Yes
Missouri	No	Yes	Yes
Montana	Yes	Yes	No
New Hampshire	Yes	No	Yes
New Jersey	Yes	No	Yes
New Mexico	Yes	No	Yes
New York	Yes	No	Yes
North Carolina	Yes	Yes	Yes
North Dakota	Yes	Yes	Yes
Ohio	Yes	Yes	No
Oklahoma		Yes	No
Pennsylvania	Yes	Yes	Yes
Rhode Island	Yes	No	Yes
South Carolina	Yes	No	Yes
South Dakota	No	No	
Tennessee	Yes	Yes	Yes

TABLE 4--Continued

State	Assumes Responsibility in Writing	Has Statewide Group Cooperating with S.D.E.	Has Conducted Significant Curricular Research in Past 5 Years
	Yes or No	Yes or No	Yes or No
Texas	Yes	Yes	Yes
Utah	No	Yes	Yes
Vermont	No	No	No
Washington		No	Yes
Wisconsin	No	Yes	Yes
Wyoming	Yes	No	No
Total Yes	29	24	31
Per Cent	67	56	72
Total No	12	18	10
Per Cent	28	42	23

progress or lack of it, and its current status, then it is logical to assume that important policies and objectives regarding curriculum should be in printed form and available on request. In response to the question, "Is there a statement in the written objectives of your State Department of Education regarding the department's responsibility for improving curriculum and instruction?", it was found that only 29, or 67 per cent of the respondents, indicated existence of such a written statement within their policies. Twelve of the respondents, or 28 per cent, indicated that there were no written objectives regarding the department's responsibility for improving curriculum and instruction. Two of those responding to the questionnaire

did not answer the question. The absence of a policy or objective in writing does not, of course, preclude the possibility of appropriate action in the area. It does, however, at least indicate a lack of precision in planning and a lack of important informational services.

In the provision of leadership for the state department's most important activity, improvement of curriculum and instruction, it seems reasonable to expect that each state agency would include on its staff a skilled curriculum director to coordinate the department's activities toward that end. It was learned in this study that 31, or 72 per cent of the departments, had curriculum directors. Twelve, or 28 per cent, did not have curriculum directors. There is no state with a population so small or with resources so limited that the absence of a qualified director of curriculum on the professional staff of the state department of education can be justified. Table 5 gives a resume of states with and without curriculum directors.

Adequate professional staff with chief responsibility to work in curricular and instructional improvement is essential if this task is to be accomplished satisfactorily. Of significance in assessing the emerging leadership role of state departments of education with respect to improving curriculum or instruction is the number of professional personnel employed by those departments to assist, advise, or provide consultative services to educators in the states.

TABLE 5

CURRICULUM DIRECTORS IN STATE DEPARTMENTS OF EDUCATION

State	Yes or No	State	Yes or No
Alabama	No	Missouri	Yes
Alaska	Yes	Montana	Yes
Arizona	No	New Hampshire	Yes
Arkansas	No	New Jersey	Yes
California	Yes	New Mexico	Yes
Colorado	No	New York	Yes
Connecticut	No	North Carolina	Yes
Florida	Yes	North Dakota	Yes
Georgia	Yes	Ohio	Yes
Idaho	Yes	Oklahoma	No
Illinois	Yes	Pennsylvania	Yes
Indiana	Yes	Rhode Island	Yes
Iowa	No	South Carolina	No
Kansas	Yes	South Dakota	No
Kentucky	No	Tennessee	Yes
Louisiana	No	Texas	Yes
Maine	Yes	Utah	Yes
Maryland	Yes	Vermont	Yes
Michigan	Yes	Washington	Yes
Minnesota	Yes	West Virginia	Yes
Mississippi	Yes	Wisconsin	Yes
		Wyoming	No

Total Yes	31
Per Cent	72
Total No	12
Per Cent	28

Thirty-six state departments of education responded to the request that professional personnel with chief responsibility for curricular and instructional improvement in the schools of the states be listed. The number of professional personnel employed ranged from a low of 6 in Alaska to 385 in New York. The reporting departments

indicated that they had a combined total of 125 personnel employed to work specifically with elementary schools, 73½ specifically for junior high schools, and 93 for senior high schools. These 29½ persons worked with teachers in a general manner.

In the area of vocational education it was found that 733½ persons were employed to work with the state departments of education and professional educators in their states. Table 6 indicates that 733½ persons in vocational education included those who work in programs which were federally reimbursed as well as those which were not, but even in the latter there were considerably more than twice as many consultants as were found in any other category.

Excluding the general areas of elementary, junior high school, and senior high school consultants, it was found that the state departments of education provided professional consultants, if numbers are significant, in this order of importance: (1) Federally reimbursed vocational education, (2) vocational education, not federally reimbursed, (3) adult education, (4) special education for the handicapped, (5) science education, (6) mathematics education, (7) special education for the gifted, (8) foreign language, (9) health and physical education, (10) language arts, (11) social studies, (12) library services, (13) audio visual, (14) guidance and counseling, (15) educational

TABLE 6

PROFESSIONAL PERSONNEL EMPLOYED BY STATE DEPARTMENTS OF EDUCATION TO ASSIST, ADVISE, OR OFFER CONSULTATIVE SERVICES TO EDUCATORS IN THE STATES

State	Elementary Schools	Junior High Schools	Senior High Schools	Voc.Ed. (Federally Reimbursed)	Voc.Ed. (Not Federally Reimbursed)	Science Education	Mathematics Education	Health and Phys. Education	Social Studies	Language Arts	Adult Education	Special Education (Gifted)	Special Education (Handicapped)	Foreign Languages	Other
Alaska	1	1	1	½	½	½	½				1				
Arizona	2	1	2	4									1		1
Arkansas	2	1	3	8		4	2	1				1	1		
Colorado	3½	3½		5		2				3		4			2
Connecticut	2			16		1	1	2	1	1	1	1	3	1	3
Florida	2	1½	1½	10	10	1	1	3	1	1	12	1	1	1	
Idaho	2½	1	2	6	1	½	½				1	½	½	1	2
Illinois	5	1	5	10	3	6	4	4	1	1	1	2	16	4	
Iowa	1		6	3	2	1	1	1			1	3	3		1
Kansas						1	1	1	1	1	3	2	3	1	1
Kentucky	3	3	4	21		2		1			2		3		
Louisiana	3	4	4	26	5	2	1			5	5	1½	1½	2	
Maine	3	1	1	5½	1	1	1	1			½		2	1	3½
Maryland	2	1	1	3	1	1		1			1	3	12	2	
Michigan	2	3	2	35	46	1		1	1		1	1	64		
Minnesota	6	2	2	38	1	1	3	2		1	1	1	6	1	17

TABLE 6--Continued

State	Elementary Schools	Junior High Schools	Senior High Schools	Voc.Ed. (Federally Reimbursed)	Voc.Ed. (Not Federally Reimbursed)	Science Education	Mathematics Education	Health and Phys. Education	Social Studies	Language Arts	Adult Education	Special Education (Gifted)	Special Education (Handicapped)	Foreign Languages	Other
Mississippi	1½	1¼	1¼	16		1	1	2			3	½	½	1	2
Missouri	4	4	4	15		3	2				3			1	2
New Hampshire	1	1	1	4		1	1			1				1	4
New Jersey	7	2	2	17	2	2	2	5			1		5	1	6
New Mexico	1	½	½	6		1	1	2		1	2	1	1	1	2
New York	30	9	9	54	53	8	8		8	8	24	1		8	6
North Carolina	7	2	4		54	3	3	4	1	1		4	4	2	5
North Dakota	2	2	2	10	3	1	1		1	1		1	1		2
Ohio	2	2	2	5	1			1			1	3	3		
Oklahoma	5	5	6	20	4	4	3	1	1	1	3		3	1	
Pennsylvania	8	8	8	33	33	4	2	2	2	1	7	7	7	4	4
Rhode Island				5		1	1				3		2	1	
South Carolina	3		3	25		1	1	2			2	1		1	4
Tennessee	3	3	4	30		2	1	1	1	3	3	3	3	2	
Texas	2		1	63		1	2	1			7	1	4	2	
Utah	2	3	3	7				2			1		1		5
Vermont	3	3	4	4				1					3	1	1
Washington	1	1	2	15		1	1		1			1		1	2

TABLE 6--Continued

State																				
West Virginia	2½	2¼	1¼	5	4	1	1	1		1		1	1½	1½		1	1			
Wyoming				3	1				1		1									
Total	125	73½	93	508	225½	59½	47½	42	21	30	91½	45 3/4	86 3/4	43	151½					
	Elementary Schools	Junior High Schools	Senior High Schools	Voc.Ed. (Federally Reimbursed)	Voc. Ed. (Not Federally Reimbursed)	Science Education	Mathematics Education	Health and Phys. Education	Social Studies	Language Arts	Adult Education	Special Education (Gifted)	Special Education (Handicapped)	Foreign Languages	Other					

television, (16) driver training, (17) higher education, music, Indian education, and teacher personnel, and (18) alcohol education, curriculum resources, art, industrial arts, business education, music education, narcotics education, migrant pupil problems, conservation, small school project. Items 17 and 18 include areas of interest in which only 1 or 2 states employed consultants. The State Education Department of New York reported 65 persons employed as professional consultants in pupil personnel and psychological services.

It is evident from the above that the oldest federally supported programs are the areas in which the greatest amount of professional consultation is offered by the state departments of education. Areas which are influenced by the National Defense Education Act and other recent national legislation were found to rank second with respect to professional consultative services provided. Areas in which the states provide all or most of the finance fell into the least favored categories.

The question arises as to why programs with which the federal government is connected seem to elicit superior (by force of numbers at least) participation by state departments of education. There are probably two basic reasons for such participation; both may be described as stimulating factors. Traditionally the federal government in the United States has been cautious in entering the

states' educational picture, but in some cases serious problems have become so obvious and state progress so slow in solving them that the national congress has seen fit to initiate aid to the states with the hope that the problems would be solved. Historically, federal aid has come from economic need, but more recently another factor has been added. It is now recognized by great numbers of persons that whenever a major educational deficiency is identified immediate action should be taken. Under the system by which education developed in the United States immediate action is almost impossible. Habitually the states have lagged in meeting newly defined needs in education. From this situation has come the second period of federal subsidy for public education in the United States; the period in which the federal government, in the interest of national welfare selected areas of public education for special attention.

State Departments of Education and Curriculum Commissions or Committees

A practice increasingly common among state educational groups is that of organizing state curriculum committees or commissions to assist in providing leadership in the improvement of curriculum and instruction in the state. Early history of these groups usually found curriculum commissions or committees whose membership was composed of school principals, administrators and/or supervisors,

consultants, teachers, and subject matter experts. If the commissions or committees received no financial support from their state education agencies, they often had moral support and participating membership or advice from those departments. During the past several years these commissions or committees have become increasingly significant factors in curricular and instructional research, development, and dissemination.

From Table 7 it was learned that 24, or 56 per cent, of the state departments of education were working with statewide curriculum commissions or committees which they considered to be cooperating with the state department of education. Eighteen, or 42 per cent, of the education agencies indicated that no such group existed. Two state departments of education did not respond to the question.

Cooperating in solving educational problems from the most isolated school district through the United States Office of Education is a multi-directional process and many seem to believe that a responsibility of state departments of education is to provide financial support and stimulating leadership to originate effective curriculum commissions or committees wherever they do not already exist.

Development of a Curriculum Commission

Since one of the more promising developments in curriculum improvement is the formation of statewide curriculum commissions, a statement is made here describing

TABLE 7

THE FINANCING AND DIRECTION OF STATEWIDE CURRICULUM COMMISSIONS OR COMMITTEES COOPERATING WITH STATE DEPARTMENTS OF EDUCATION

State	Cooperating Committee Yes or No	Financed by	Directed by
Alabama	No		
Alaska	Yes	S.D.E.[a]	S.D.E. staff[b]
Arizona	Yes		Membership[c]
Arkansas	No		
California	Yes	S.D.E.	
Colorado	Yes	S.D.E.	S.D.E. staff and membership
Connecticut	Yes	S.D.E.	S.D.E. staff
Florida	Yes	S.D.E.	S.D.E. staff and membership
Georgia	No		
Idaho	Yes	S.D.E.	S.D.E. staff
Illinois	Yes	S.D.E.	S.D.E. staff
Kansas	No		
Kentucky	Yes	Locally	S.D.E. staff
Louisiana	No		
Maine	Yes	S.D.E.	S.D.E. staff
Maryland	No		
Michigan	Yes	S.D.E.	Membership
Minnesota	Yes	S.D.E. and federal funds title III NDEA	S.D.E. staff
Mississippi	No		
Missouri	Yes	S.D.E.	S.D.E. staff
Montana	Yes	No funds	State supt.
New Hampshire	No		
New Jersey	No		
New Mexico	No		
New York	No		
North Carolina	Yes	S.D.E.	S.D.E. staff
North Dakota	Yes	S.D.E.	S.D.E. staff
Ohio	No		
Oklahoma	Yes	S.D.E. and membership dues	S.D.E. staff
Pennsylvania	Yes	S.D.E.	S.D.E. staff
Rhode Island	No		

TABLE 7--Continued

State	Cooperating Committee	Financed by	Directed by
	Yes or No		
South Carolina	No		
South Dakota	No		
Tennessee	Yes	S.D.E.	S.D.E. staff
Texas	Yes	S.D.E.	
Utah	Yes	S.D.E.	S.D.E. staff
Vermont	No		
Washington	No		
West Virginia	No		
Wisconsin	Yes		
Total Yes	22		
Per Cent	51		
Total No	18		
Per Cent	42		

[a]Financed by budgeted funds in the state department of education

[b]Directed by a professional staff member in the department

[c]Directed by member of the commission or committee

the formation and development of one such commission; the Oklahoma Curriculum Improvement Commission:

(1) Members of the executive committee of the Oklahoma Secondary School Principals Association, in a meeting at the national convention of principals in Cincinnati, Ohio, in March, 1952, laid plans for a curriculum study group, (2) General plans for a curriculum improvement project were made and proposals presented for initiating study, (3) In May, 1952, the group's executive committee

met and appointed a coordinating committee. The coordinating committee for a curriculum improvement met in September, 1952, for the purpose of electing officers, effecting an organization and discussing plans, with 100 per cent attendance. The group changed its name to the Oklahoma Secondary School Curriculum Improvement Commission, (4) Subsequent meetings for planning proved that there existed a great deal of interest in curriculum activities and on May 16, 1953 an executive secretary was named for the group, (5) Interest remained high and the commission continued to plan and work for the improvement of curriculum in Oklahoma. In 1956 the group became the Oklahoma Curriculum Improvement Commission - K-12, and now functions in cooperation with the Oklahoma State Department of Education, with an executive secretary from the department for the group.[1]

Financial Support and Direction of Curriculum Commissions

Frequently the financing and direction of an activity considered to be an innovation is not stabilized for a number of years. In some of the states curriculum commissions or committees originated from the initiative of professional groups outside the state department of education. In others they grew from committees named by

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[1]Bulletin Number 1, 1953, A Guide for the Improvement of Curriculum in Oklahoma Secondary Schools, State Department of Education, Oklahoma, 1953.

the state legislature or appointed by the governor. Consensus at the present is that such committees, appropriately comprised and organized, are of value to education. This, having been achieved, curriculum commissions or committees are in a position to achieve permanency by securing appropriate finance and provision by the state departments of quality leadership for their activities.

From data presented in Table 7, it was learned that curriculum commissions or committees are taking their place in the states as potent forces in educational improvement. Forty of the 43 responding state departments of education answered the question pertaining to the existence, finance, and direction of state curriculum commissions or committees. Sixteen, or 37 per cent, of the departments reporting, provided the total financial support for curriculum commissions or committees. Two departments indicated that they shared expenses of operating curriculum commissions or committees from funds budgeted for that purpose. One of the two indicated that NDEA funds helped support a curriculum commission and the other that membership dues from school districts participating on the commission constituted the remainder of financial support for the commission. One statewide curriculum commission was financed entirely from local school sources. One department indicated that there was no method of financing the commission or committee, but that it continued to exist.

Two departments did not respond to the section concerning financial support for the operation of statewide curriculum commissions or committees. Only one department indicated that there were membership dues which were used in the operation of the commission or committee.

Participants on Statewide Curriculum Commissions or Committees

Cross-sectional thinking and diverse opinion are important factors in curricular development and experimentation. Representative involvement of large numbers of groups and different levels of approach to solving problems may be contributing factors to the success apparently enjoyed by curriculum commissions or committees. As shown in Table 8, a good cross-section of the education profession concerned with implementing educational development was represented on existing curriculum commissions or committees.

Participants on statewide curriculum commissions or committees included elementary school teachers on 18, while secondary school teachers were represented in 19 of these organizations. Public school administrators participated on 21 and college personnel were represented on 19 state curriculum commissions or committees. Four curriculum commissions or committees had other governmental agencies represented in their membership, and 12 had membership including representatives of citizens groups.

TABLE 8

AREAS FROM WHICH PARTICIPANTS ON STATEWIDE CURRICULUM COMMISSIONS AND COMMITTEES ARE DRAWN

State	Elementary Teachers	Secondary Teachers	Public School Administrators	College Personnel	Representatives of Other Governmental Agencies	Representatives of Citizen Groups
Alaska			x	x	x	
Arizona	x	x	x	x		
California	x	x	x	x		
Colorado	x	x	x	x		x
Connecticut	x	x	x			
Florida	x	x	x	x		x
Idaho	x	x	x	x		x
Illinois	x	x	x	x		
Kentucky	x	x	x	x		x
Maine		x	x			x
Michigan	x	x	x	x	x	x
Minnesota	x	x	x	x		x
Missouri	x	x	x	x		
Montana	x	x	x	x		
North Carolina	x	x	x	x		x
North Dakota	x	x	x	x		
Oklahoma	x	x	x	x		x
Pennsylvania	x	x	x	x		
Tennessee	x	x	x	x	x	x
Texas	x	x	x	x	x	x
Utah			x	x		x
Total	18	19	21	19	4	12
Per Cent	28	44	49	44	9	28

Research

> The research function of State Departments of Education, utilized little 30 years ago, promises to take its place at the center of all department activities. Modern education has progressed to the stage at which guesswork is no longer adequate as a basis for the determination of plans and policies. Facts are necessary. Policies and programs for education are more and more being determined on the basis of objective data, much of which must be obtained by scientific inquiry. This relatively new function is coming to the fore because adequate research establishes a firm foundation for educational improvement.[1]

The investigator attempted to learn the nature of the research recently conducted in state departments of education as it was related to educational leadership and purposes of these departments. The Iowa State Department of Public Instruction said the following with respect to the responsibility of state departments of education in the research activity:

> The purpose of research in education is to evaluate the effectiveness of the educational program and to determine methods of improving this program. Research involves the gathering, analyzing, and interpreting of school data which are basic to educational development. Some principles underlying the research functions are:
>
> a. Research should be a basic function of the State Department in evaluating and developing policies and programs.
> b. Its scope should be determined by the relative importance of all needed studies and availability of cooperative assistance from other sources.
> c. The State Department should coordinate the research activities of all agencies and individuals concerned with the state programs of education. . .
> d. Research activities of the State Department should coordinate with similar activities of other organizations concerned with education.

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[1]Beach, The Functions of State Departments of Education, op. cit., p. 4.

e. The State Department should stimulate local school authorities, colleges, and universities to conduct research by providing consultative services.[1]

Research Directors Employed in State Departments of Education

The importance of the research function of state departments of education is evident in the above statements. It was learned in the study, as revealed in Table 9, that 27, or 63 per cent, of the participating state departments of education, had on their staff a director of research. Fifteen, or 35 per cent, of the departments did not have a director of research. The figures show a trend toward organizing research functions under a qualified director, but the fact remains that more than one-third of the states did not consider this function important enough to warrant the employment of a professionally qualified person to provide leadership in the educational research area.

Preparation of Research Directors. An analysis of the directors' preparation revealed that of the 27 directors, 15, or 56 per cent of the total group, held the doctorate. Six, or 22 per cent, held the master's degree and 5 of these were working on the doctorate. Three, or 11 per cent, held the bachelor's degree. One of these three was working toward the doctor's degree and had completed one year of graduate work. A majority of the directors had been public school teachers and/or administrators before assuming their

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[1]Bulletin 72, Iowa State Department of Public Instruction, op. cit., p. 73.

TABLE 9

RESEARCH STAFFS IN STATE DEPARTMENTS OF EDUCATION

State	Has Director of Research?	Director's Preparation	Number of Persons Engaged in Research?	Is Staff Adequately Staffed?
Alabama	No		0	No
Alaska	No		0	No
Arizona	Yes	A.B. Degree	1	No
Arkansas	No		0	No
California	Yes	Doctorate	4	No
Colorado	Yes	M.A. Degree	0	No
Connecticut	Yes	Doctorate	2	No
Florida	Yes		2	No
Georgia	No		0	No
Idaho	Yes	M.S. Degree	1	No
Illinois	Yes	Doctorate	1	No
Indiana	Yes		1	No
Iowa	Yes	Doctorate	3	No
Kansas	Yes	Doctorate	1	No
Kentucky	Yes	M.A. Degree	2	No
Louisiana	Yes	Doctorate	2	No
Maine	Yes	A.B. Degree	12	Yes
Maryland	Yes	Doctorate	3	No
Michigan	Yes	Doctorate	2	No
Minnesota	Yes	Doctorate	5	No
Mississippi	No		0	Yes
Missouri	No		0	No
Montana	No		0	No
New Hampshire	No		0	No
New Jersey	Yes	Ed.M. Degree	1	No
New Mexico	No		3	No
New York	Yes	Doctorate	33	No
North Carolina	Yes	Doctorate	2	No
North Dakota	Yes	M.S. Degree	0	No
Ohio	Yes	Doctorate	3	No
Oklahoma	Yes	M.A. Degree	2	No
Pennsylvania	Yes	Doctorate	12	No
Rhode Island	Yes		3	No
South Carolina	No		0	No
South Dakota	No		0	No
Tennessee	No		3	No

TABLE 9--Continued

State	Has Director of Research?	Director's Preparation	Number of Persons Engaged in Research?	Is Staff Adequately Staffed?
Texas	Yes	B.A. Degree	3	No
Utah	Yes	Doctorate	3	No
Vermont	No		0	No
Washington	Yes	Doctorate	2	No
West Virginia	Yes	Ed.M. Degree	1	No
Wisconsin	No		0	No
Wyoming	No		0	No
Number Yes	27			41
Per cent	63			95
Number No	15			2
Per Cent	35			5

present positions. Several of them were college professors prior to becoming directors of research in state education agencies. A few had research experience outside the field of education.

Understaffing Common in Research Area

Analysis of data presented in Table 9 indicated that the number of persons in state departments of education engaged in research as their primary function varied from none to 32 in the state of New York. Fifteen, or 35 per cent of the participating departments, had no persons engaged in research as a primary function. Seven had 1 person engaged

in this activity, and 11 had more than 8 persons engaged primarily in research. Forty-one, or 95 per cent of the departments, reported that they were not adequately staffed to meet the needs of research as they visualized it in their states.

Other Research Resources and Activities

The investigator attempted to establish a relationship between the availability of data processing equipment and significant research activity conducted by state departments of education in the past 5 years. Cross-examination of Tables 9 and 10 showed 31, or 72 per cent of the departments had at their disposal data processing equipment and 12, or 28 per cent, did not have at their disposal data processing equipment. It was of interest to note that in the 12 departments which did not have at their disposal data processing machinery, an average of 5.5 significant research projects had been completed in the past 5 years. In the 31 departments which had at their disposal data processing machinery, an average of 4.2 significant research projects had been completed within the past 5 years. The quantity of important research apparently bore no relationship to the presence or absence of data processing equipment. Table 11.

School District Reorganization Studies

An important responsibility of state departments of

education in discharging their leadership responsibility for research is the study of school district reorganization. Snider recently said:

> . . .states have been extremely negligent in effecting the alterations in district organization which could make possible the kind of educational programs needed to keep pace with rapid cultural, social and economic changes and to cope with the problem of national survival in these times. It is certain that many of the present shortcomings in the various state educational systems may be directly traced to an existing obsolete educational structure originally designed to meet the needs of a pioneer society and economy.[1]

Because of the importance of school district reorganization and the fact that substantial agreement exists among informed professional educators concerning the minimum characteristics of good school districts and elementary and secondary attendance units, an attempt was made to determine if state departments of education were appropriately discharging their responsibilities in this regard. Data presented in Table 10 reveal that school district reorganization had been studied in the past 5 years in 20, or 47 per cent, of the departments. Twenty-two departments, or 51 per cent, had not studied this problem area in this period of time. Two departments indicated that earlier school districts reorganization plans had been put into effect and that changes in the future will occur when evaluation shows that they are needed. The findings of 18, 90 per cent of these studies,

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[1]Glenn R. Snider, "Good School Districts," The Oklahoma Teacher, April, 1962, p. 10.

TABLE 10

OTHER RESEARCH RESOURCES AND ACTIVITIES OF STATE DEPARTMENTS OF EDUCATION

State	Data Processing Equipment Present?	School Dist. Reorg. Study in Past 5 Years?	Findings of Study Made Public?	Dept. Coordinates State Research Projects?	Research Division Acts as a Clearing-house for Informa-tion Pertaining to Educational Research?
Alabama	No	No	No	No	No
Alaska	No	Yes	Yes	No	No
Arizona	Yes	No	No	Yes	No
Arkansas	No	No	No	No	No
California	Yes	Yes	No	Yes	Yes
Colorado	No	Yes	Yes	Yes	Yes
Connecticut	Yes	Yes	Yes	No	No
Florida	Yes	No	No	No	No
Georgia	Yes	No	No	No	No
Idaho	No	No	No		Yes
Illinois	Yes	Yes	Yes	Yes	Yes
Indiana	Yes	No	No	No	No
Iowa	Yes	Yes	Yes	Yes	Yes
Kansas	Yes	Yes	Yes	Yes	Yes
Kentucky	Yes	Yes	Yes	Yes	Yes
Louisiana	No	No	No	Yes	Yes
Maine	Yes	Yes	Yes	Yes	Yes
Maryland	Yes	No	No	Yes	Yes
Michigan	Yes	Yes	Yes	Yes	Yes
Minnesota	No			Yes	Yes
Mississippi	Yes	No	No	No	No
Missouri	Yes	Yes	No	No	No
Montana	Yes	No	No	No	No
New Hampshire	Yes	Yes	Yes	No	No
New Jersey	Yes	No	No	No	No
New Mexico	Yes	Yes	Yes	Yes	Yes
New York	Yes	No	No	Yes	Yes
North Carolina	Yes	Yes	Yes	Yes	Yes
North Dakota	Yes	No	No	No	No
Ohio	Yes	No	No	Yes	No
Oklahoma	Yes	No	No	Yes	Yes
Pennsylvania	No	Yes	Yes	Yes	Yes

TABLE 10--Continued

State	Data Processing Equipment Present?	School Dist. Reorg. Study in Past 5 Years?	Findings of Study Made Public?	Dept. Coordinates State Research Projects?	Research Division Acts as a Clearing-house for Information Pertaining to Educational Research?
Rhode Island	Yes	Yes	Yes	No	No
South Carolina	Yes	No	No	No	No
South Dakota	Yes	Yes	Yes	No	No
Tennessee	No	Yes	Yes	Yes	No
Texas	Yes	No	No	Yes	Yes
Utah	Yes	No	No	No	No
Vermont	Yes	No	No	No	No
Washington	Yes	Yes	Yes	Yes	Yes
West Virginia	No	No	Yes	Yes	Yes
Wisconsin	No	No	No	No	No
Wyoming	No	Yes	Yes	Yes	Yes
Number Yes	31	20	18	23	21
Per Cent	72	47	42	53	49
Number No	12	22	24	19	22
Per Cent	28	51	56	44	51

had been made public. The results of only two studies of school district reorganization had not been made available to the public.

In attempting to learn the nature of research, other than that dealing with district reorganization, conducted by state departments of education in the past 5 years a check list was provided and respondents were asked to provide information relative to it. An analysis of

responses as shown in Table 11 indicates that in the past 5 years 20 state departments of education conducted research projects with pilot schools in their states, 16 in mathematics, 15 in teaching methods and materials, 15 in holding power or high school drop-outs, 14 in educational television, 14 in special education (gifted or talented areas), 9 in vocational education, 9 in health and physical education, 9 in language arts, 9 in statewide studies, 8 in special education (handicapped area), 7 in social studies, 4 in size of class, 3 in selected cities of the state, and 1 in programmed learning.

If state departments of education are to provide agressive, stimulating, and effective leadership for the improvement of education within their respective states, it is important that research stimulation and activity for curricular or instructional improvement be encouraged and conducted. Data in Table 11 revealed that by their own admission more than one-fourth of the state education agencies had not conducted significant research for the purpose of curricular or instructional improvement in the past 5 years.

State Level Curriculum Changes Since July 1, 1956

There has been great pressure for educational change in many sections of the United States in the past seven years. Criticism has come from scientists,

TABLE 11

SIGNIFICANT RESEARCH CONDUCTED BY STATE DEPARTMENTS OF EDUCATION FROM 1957-1962

Research areas: a. With selected groups of students, b. In selected cities of the state, c. With pilot schools, d. Throughout the state, e. In size of class, f. In teaching methods and materials, g. In educational television, h. In health and physical education, i. In the language arts, j. In mathematics, k. In science, l. In social studies, m. In special education (handicapped areas), n. In special education (gifted or talented areas), o. In vocational education, p. In holding power or high school drop-outs, q. Other.

State	Was research conducted?	Areas in which research was conducted
Alabama	No	
Alaska	No	
Arizona	No	
Arkansas	No	
California	Yes	a,g,n
Colorado	Yes	a,c,f,j,k,p, migrant children, and small schools
Connecticut	Yes	d,l
Florida	Yes	c,g,k
Georgia	Yes	c,l,m,n,o
Idaho	Yes	c,g,p
Illinois	Yes	a,b,c,f,g,h,i,j,k,l,p
Iowa	Yes	c,j,m
Kansas	Yes	c,d,h,i,p
Kentucky	Yes	b,c,f,h,j,o,p
Louisiana	Yes	a,b,c,f,k,m,p
Maine	Yes	a,b,c,f,k,m,p
Maryland	No	
Michigan	Yes	a,b,c,d,e,f,g,h,i,j,k, l,m,n,o,p, and programmed learning
Minnesota	Yes	a,b,c,f,g,h,i,j,k,n,p
Mississippi	Yes	b,c,f,j,k,n
Missouri	No	
Montana	No	
New Hampshire	Yes	
New Jersey	Yes	a,c,d,f,h,i,j,k,m,o,p
New Mexico	Yes	a,d,e,f,g,j,m,n,p

TABLE 11--Continued

Research areas: a. With selected groups of students, b. In selected cities of the state, c. With pilot schools, d. Throughout the state, e. In size of class, f. In teaching methods and materials, g. In educational television, h. In health and physical education, i. In the language arts, j. In mathematics, k. In science, l. In social studies, m. In special education (handicapped areas), n. In special education (gifted or talented areas), o. In vocational education, p. In holding power or high school drop-outs, q. Other.

State	Was research conducted?	Areas in which research was conducted
New York	Yes	a,b,c,f,g,h,i,j,k,m,n,p
North Carolina	Yes	a,c,f,g,j,n,o,p
North Dakota	No	
Ohio	No	
Oklahoma	No	
Pennsylvania	Yes	a,b,c,d,e,f,g,h,i,j,k,l, m,n,o,p
Rhode Island	Yes	j,k,m,
South Carolina	Yes	
South Dakota	No	
Tennessee	Yes	a,b,c,d,e,f,g,h,i,j,k,l, m,n,o,p
Texas	Yes	c,g,m,n
Utah	Yes	a,b,c,d,f,g,i,j,k,l,n,o,p
Vermont	No	
Washington	Yes	a,b,c,f,j,m,n,p
West Virginia	Yes	c,d,f,j,k,n
Wisconsin	Yes	
Wyoming	No	
Total Yes	29	
Per Cent	67	
Total No	13	
Per Cent	30	

Frequency of identified research activity

a.	13	f.	14	k.	14	p.	14
b.	3	g.	13	l.	7	q.	1
c.	20	h.	9	m.	7		
d.	8	i.	9	n.	13		
e.	3	j.	15	o.	9		

industrialists, the military, governmental agencies, the informed and those not so well informed, and from educators themselves. Comparisons of various kinds have been made between American schools and European systems of education, particularly the Soviet system. Conclusions drawn from the comparisons have sometimes been unfair because of incomplete analysis, failure to compare objectives, and mis-use of facts. During the storm of protests and denunciations many educators have remained calm and assessed the situation in the light of present needs for change.

Leaders of institutions under intense pressure are often tempted to change things. The status quo is sometimes an imagined symbol of low quality or lack of progress and achievement. Substantial pressures have developed in the United States in recent years for change in the curriculum and in instruction.

Thirty-nine state education agencies responded to the question, "Have additional subject matter requirements been added to the public schools of your state since July 1, 1956?" Twenty-three of the departments, or 53 per cent of the participants in the study, indicated that subject matter changes were made in the public schools of their states since that date. Sixteen, or 37 per cent of the respondents, however, indicated that no changes were made. The most common changes occurred at the high school level where graduation requirements were raised in 5 states;

usually from 16 to 18 units. Several departments indicated that broader curricular offerings were now required for accreditation of schools by the state. One state department required an additional unit in science and an additional unit in mathematics for graduation from high school, but rescinded the requirement in 1961. During this period one state education agency reduced its mathematics requirement for graduation from high school from 2 years to 1. A trend in establishing requirements seemed to be a clearer definition of subject matter with respect to elective offerings for senior high school students. Vocational agriculture and home economics were less frequently being accepted as substitutes for laboratory science courses. On the junior high school level, as well as the senior high school, there was a trend to require health and physical education as well as mathematics, laboratory science, industrial arts, and home economics.

In 12 of the 21 state education agencies reporting changes in subject matter requirements, it was revealed that the change was initiated by the state board of education, while in 8 cases the state department of education initiated the change. In two cases the decision was shared by the board and the state department of education. Two instances of curriculum change came by legislative act and in one case the change was initiated by an advisory committee to

the state board of education.[a]

It is evident from the above that many of the state departments of education were failing to fully discharge their leadership responsibilities with respect to bringing about change in curriculum and instruction; one of the most vital aspects of educational progress. If state departments of education function appropriately, they and not the state boards of education should initiate changes as discussed above.

How Were Curriculum Improvement Activities Financed?

Perhaps one of the better measures of a state department of education's dedication to the total curriculum improvement activity is the provision establishing financial aid for this activity. Two aspects of the financing of curricular improvement activities were investigated, budgetary provisions in state departments of education with respect to the activities themselves, and provision for paying expenses of the participants engaged in those activities. Table 13 reveals that 36, or 84 per cent, of the state departments of education responding to the questionnaire had provision within their budgets to finance such activities. Seven, or 16 per cent, did not have such provision. Expenses for participants were provided by 18, or 42 per cent,

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[a]In some states more than one change took place, with different agencies responsible for the various changes.

TABLE 12

CHANGE IN SUBJECT MATTER REQUIREMENTS OF 23 STATE DEPARTMENTS OF EDUCATION 1956-61

States Changing Subject Matter Requirements	Subject Changed	Level Affected	Initiating Agency
Arizona	Additional elective required. Minimum credits to graduate raised from 15 to 16	High School	State Board
California	Not indicated		
Florida	Not indicated		
Georgia	Entire curriculum requirements adopted in 1958	High School	State Board
Idaho	Reduced mathematics requirements from 2 years to 1. Require science and physical education	High School	State Board reduced mathe requirement. Department added science and physical education
Iowa	Complete revision		
Kansas	Higher standards set for accreditation of secondary schools	Junior and Senior High Schools	State Board

TABLE 12--Continued

States Changing Subject Matter Requirements	Subject Changed	Level Affected	Initiating Agency
Kentucky	Kentucky Geography, High Schools required to offer Adv. Biology, Chemistry and Physics, Reading Fundamentals, and Honors English	Junior High	Department
Louisiana	Schools must offer additional year of science and mathematics	High School	Department
Maine	High schools required to teach foundations of American freedoms	High School	Legislature
Minnesota	Additional year of math and science	High School	Advisory Committee (Rescinded in 1962)
Mississippi	State history	High School	Legislature
New Mexico	English IV, American History required, N. M. History required	High School Jr. High	Department
North Dakota	Additional science, foreign language, mathematics and Vo. Ed.	High School	Legislature
Ohio	Not indicated		
Oklahoma	Graduation requirements increased from 16 to 18	High School	State Board

TABLE 12--Continued

States Changing Subject Matter Requirements	Subject Changed	Level Affected	Initiating Agency
Pennsylvania	Reading required. One year each of science, math, economics, and world cultures	Junior High High School	Department
South Carolina	Not indicated		
Tennessee	Additional year of science	High School	State Board
Texas	Higher standards. Specific requirements in health and phys. ed.	Junior High Jr. & Senior High School	State Board
Utah	Ind. arts and homemaking Eng., health, art and music	Jr. High Jr. & Sr. Hi.	State Board
Vermont	Specific requirements in soc. stud., math, and science	High School	Department
Wyoming	Additional math, soc. stu. and language	High School	State Board

TABLE 13

STATE DEPARTMENT OF EDUCATION BUDGETARY PROVISIONS FOR CONDUCTING CURRICULAR ACTIVITIES

State	Budgetary Provision Made for Conducting Curricular Activities	Provision Made for Paying Participants' Expenses
	Yes or No	Yes or No
Alabama	Yes	No
Alaska	Yes	Yes
Arizona	No	No
Arkansas	No	No
California	No	No
Colorado	Yes	Yes
Connecticut	Yes	No
Florida	Yes	Yes
Georgia	Yes	No
Idaho	Yes	Yes
Illinois	Yes	No
Indiana	Yes	No
Iowa	Yes	Yes
Kansas	Yes	No
Kentucky	No	No
Louisiana	No	No
Maine	Yes	No
Maryland	Yes	Yes
Michigan	Yes	No
Minnesota	Yes	No
Mississippi	Yes	Yes
Missouri	Yes	No
Montana	Yes	No
New Hampshire	Yes	Yes
New Jersey	Yes	No
New Mexico	Yes	No
New York	Yes	Yes
North Carolina	Yes	Yes
North Dakota	Yes	No
Ohio	Yes	No
Oklahoma	No	No
Pennsylvania	Yes	Yes
Rhode Island	Yes	Yes
South Carolina	Yes	No
South Dakota	Yes	Yes
Tennessee	Yes	Yes
Texas	Yes	Yes
Utah	Yes	No

TABLE 13--Continued

State	Budgetary Provision Made for Conducting Curricular Activities	Provision Made for Paying Participants' Expense
	Yes or No	Yes or No
Vermont	No	No
Washington	Yes	No
West Virginia	Yes	Yes
Wisconsin	Yes	Yes
Wyoming	Yes	Yes
Total Yes	36	18
Per Cent	84	42
Total No	7	25
Per Cent	16	58

of the state education agencies cooperating in this study. Twenty-five, or 58 per cent, of the departments did not provide in their budgets for expenses of participants in curricular and instructional improvement activities conducted by the departments.

What Consultative Services Were Provided?

It should be assumed that consultative services provided by state departments of education refer to the provision by those agencies of persons expertly and professionally trained, competent, and able to work with groups or individuals in solving problems of education. It is clear that a person may be classified as a consultant when his real function may be basically regulatory, and

consultative services rendered by him incidental to the regulatory function.

Recent research has shown that the most common source of consultants for the public schools is the state education agencies.[1] It should seem, therefore, that because of the importance placed on this service, it would be well provided for in the organization of state education agencies. The data in Table 14 shows that in response to the question, "How many persons on your State Department of Education staff have as a major responsibility that of providing professional consultation in a special curricular area to the public schools in your state?", the number of consultants in state departments of education varies greatly and not always proportionally to the size of the state. Examination of the data was interesting in that the number of consultants was found to vary from 1 to 280. Generally, these data indicated that the less populous states had fewer consultants and the heavily populated and industrialized states had more. It was discovered, however, that those state education agencies which had consultative services as a specific budgetary item generally provided a greater number of consultants than those which did not; the average number for all states was 28.5, while an average of 8.8 was provided in the states which did not have consultative services as a budgetary item.

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[1] Savage, op. cit., p. 6.

TABLE 14

PROVISION OF PROFESSIONAL CONSULTANTS
IN SPECIAL CURRICULAR AREAS

State	Number Provided	State	Number Provided
Alabama	14	Missouri	19
Alaska	2	New Hampshire	15
Arizona	1	New Jersey	14
Arkansas	26	New Mexico	10
Colorado	7	New York	280
Connecticut	12	North Dakota	5
Florida	25	Ohio	6
Georgia	56	Oklahoma	6
Idaho	13	Pennsylvania	65
Illinois	55	Rhode Island	5
Indiana	12	South Carolina	3
Iowa	9	South Dakota	3
Kansas	17	Tennessee	59
Kentucky	4	Texas	91
Maine	15	Vermont	7
Maryland	6	Washington	22
Michigan	72	West Virginia	5
Minnesota	65	Wyoming	4
Mississippi	26		
Total		1056	
Average per state		28.5	

Subject Matter Committees

Examination of data in Table 15 reveals that in response to the question, "Does your State Department of Education participate with specific state level subject matter committees whose purpose is to improve the curriculum of specific subject matter areas?", 39 or 91 per cent, indicated their departments cooperated with such committees. Four, or 9 per cent, indicated that the departments did not participate with committees of this nature. The

TABLE 15

PARTICIPATION OF STATE DEPARTMENTS OF EDUCATION WITH STATE LEVEL SUBJECT MATTER COMMITTEES

State	Participates	Number of Committees	Method of Formation
Alabama	Yes		
Alaska	Yes	2	
Arizona	Yes	3	By and From Public Schools
Arkansas	No		
California	Yes		
Colorado	Yes	5	Some State Department and Others Locally
Connecticut	Yes	1	State Department
Florida	Yes	8	
Georgia	Yes		
Idaho	Yes	2	State Department-Locally Recommended
Illinois	Yes	2	Selected by Curriculum Committee in Department
Indiana	Yes	10	
Iowa	Yes	6	Central Committee
Kansas	No		
Kentucky		12	State Superintendent Appoints
Louisiana	Yes		
Maine	Yes	4	State Board Appoints
Maryland	No		
Michigan	Yes	30	
Minnesota	Yes	6	Locally selected
Mississippi	Yes	5	State Board
Missouri	Yes		Local Initiative
Montana	Yes	6	
New Hampshire	Yes		
New Jersey	Yes		Local Initiative
New Mexico	Yes	6	Association of Teachers and Department Personnel
New York	Yes	7	
North Carolina	Yes	5	State Supt. Appoints
North Dakota	Yes	3	

TABLE 15--Continued

State	Participates	Number of Committees	Method of Formation
Ohio	Yes		
Oklahoma	Yes	10	
Pennsylvania	Yes	5	Chairman specialist Selects on Recommendation
Rhode Island	No		
South Carolina	Yes	2	
South Dakota	Yes	2	
Tennessee	Yes	10	Appointed by State Supt.
Texas	Yes	7	
Utah	Yes	23	Appointed by State Committee
Vermont	Yes	3	Invitation of Department
Washington	Yes	2	
West Virginia	Yes		
Wisconsin	Yes	7	Appointed by State Supt.
Wyoming	Yes	4	
Number Yes	39		
Per Cent	91		
Number No	4		
Per Cent	9		

respondents were queried concerning the number of such committees existing and the manner in which they were formed. It was found that a total of 196 committees existed, with several states having 2 committees and Michigan reporting 30 functioning committees. The average number of subject matter improvement committees was 6.7 per state. The most common method of committee formation was appointment by staff members of the state department of

education. Other methods used were local selection of committee members, appointment by the state superintendent of public instruction, selection by a general curriculum committee, appointment by the state board of education, and one department reported that committee members were selected by college personnel.

Cost, Preparation, and Distribution of Curricular Materials

An important activity of state departments of education should be that of preparation and distribution of useful curricular guides and other materials to the schools of the state. An attempt was made to discover facts about the costs, preparation, and distribution of curricular materials in the various states. It was found, as shown in Table 16 that in 36, or 84 per cent, of the state departments of education, the cost and responsibility for the preparation and distribution of curricular materials borne entirely by the state department of education. Five departments reported that they shared the cost with local school districts, curriculum commissions or committees, or the state education association. Two cooperating state departments of education did not respond to the item. Few would disagree with the contention that such costs should be borne in total by the state education agency as a legitimate leadership responsibility.

TABLE 16

RESPONSIBILITY FOR COST, PREPARATION, AND DISTRIBUTION OF CURRICULAR MATERIALS

State	Responsible Agency
Alabama	State Department of Education
Alaska	State Department of Education
Arizona	State Department of Education and Local Districts
Arkansas	State Department of Education
California	State Department of Education
Colorado	State Department of Education
Connecticut	State Department of Education
Florida	State Department of Education
Georgia	State Department of Education and Curriculum Commission
Illinois	State Department of Education
Indiana	State Department of Education
Iowa	State Department of Education
Kansas	State Department of Education
Kentucky	State Department of Education
Louisiana	State Department of Education
Maine	State Department of Education
Maryland	State Department of Education
Michigan	State Department of Education
Minnesota	State Department of Education
Mississippi	State Department of Education and Committee of State Education Assn.
Missouri	State Department of Education
Montana	State Department of Education
New Hampshire	State Department of Education
New Jersey	State Department of Education
New Mexico	State Department of Education
New York	State Department of Education
North Carolina	State Department of Education
North Dakota	State Department of Education
Ohio	State Department of Education
Oklahoma	State Department of Education and Curriculum Improvement Commission
Pennsylvania	State Department of Education
Rhode Island	State Department of Education
South Carolina	State Department of Education
Tennessee	State Department of Education and Local School Boards
Texas	State Department of Education
Utah	State Department of Education
Washington	State Department of Education

TABLE 16--Continued

State	Responsible Agency
West Virginia	State Department of Education
Wyoming	State Department of Education

Public Relations

The state department of education has, as a major responsibility, the task of public relations. By public relations is meant the interpretation of the accomplishments and needs of the public schools to the citizens of the state and the development of procedures aimed at determining thinking of citizens regarding public education. It can be reasonably assumed that one should find state departments of education operating under all or most of the following principles outlined by the Iowa State Department of Public Instruction:

a. The State Department should take the initiative in planning and maintaining a reasonable and well-balanced public relations program.

b. Each member of the State Department should recognize that the public relations program is an integral part of the total educational program; consequently, each official act conveys a state department attitude to the public.

c. The channels for public relations activities should provide for a constant two-way flow of information between the State Department and the public.

d. There should be a broad base for lay and professional participation and cooperation in the planning, development, and evaluation of the state educational program.

e. Public relations programs of the State Department must be characterized by integrity of intent and execution, comprehensive in nature and continuous in application.

f. Relationships of mutual confidence and respect must be maintained with representatives of the press, radio, television, and all other channels of communication through which the school may be interpreted to the public.[1]

It hardly need be said that the public which supports the schools is entitled to be informed about public school activities. Not only is it entitled to this information, but good leadership will insist that the public be encouraged to participate intelligently in the development of educational programs for public schools. Less and less can public backing for educational activities be expected unless the public knows what those activities are and approves of them.

An examination of the data from Table 17 reveals that 19, or 44 per cent, of the cooperating state education agencies had on their staffs a person whose chief responsibility was public relations. Twenty-three, or 53 per cent, did not have such a person. Public relations was a specific budgetary item in the state departments of education in 8, or 19 per cent, of the departments. In 35, or 79 per cent, of the state education agencies, public relations was not a specific budgetary item.

State departments of education are responsible, as

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[1]Iowa State Department of Public Instruction, op. cit., p. 51.

TABLE 17

PUBLIC RELATIONS IN STATE DEPARTMENTS OF EDUCATION

State	Does Department Have On Its Staff a Person Whose Chief Function is Public Relations?	Is Public Relations a Specific Budgetary Item in the State Department of Education?
Alabama	No	No
Alaska	No	No
Arizona	No	No
Arkansas	No	No
California	Yes	No
Colorado	Yes	No
Connecticut	Yes	Yes
Florida	Yes	No
Georgia	Yes	No
Idaho	No	No
Illinois	Yes	Yes
Indiana	No	No
Iowa	No	No
Kansas	No	No
Kentucky	No	No
Louisiana	Yes	Yes
Maine	Yes	No
Maryland	Yes	No
Michigan	Yes	Yes
Mississippi	No	No
Missouri	No	No
Montana	No	No
New Hampshire	No	No
New Jersey	Yes	No
New Mexico	Yes	Yes
New York	Yes	Yes
North Carolina	No	No
North Dakota	No	No
Ohio	No	No
Oklahoma	No	No
Pennsylvania	Yes	Yes
Rhode Island	No	No
South Carolina	Yes	No
South Dakota	No	No
Tennessee	Yes	No
Texas	No	No
Utah	No	No
Vermont	No	No
Washington	Yes	Yes
West Virginia	Yes	No

TABLE 17--Continued

State	Does Department Have On Its Staff a Person Whose Chief Function is Public Relations?	Is Public Relations a Specific Budgetary Item in the State Department of Education?
Wisconsin	No	No
Wyoming	Yes	No
Total Yes	19	8
Per Cent	44	19
Total No	23	34
Per Cent	53	79

an aspect of leadership, to keep the public informed on all matters regarding education in the states and until this is done honestly and in accordance with defensible principles it is unlikely that the public will enthusiastically support increased expansion of programs and expenditures in state education systems.

Merit Systems and Salary Schedules

If merit does not apply in the selection and retention of personnel in state departments of education, the question arises, why? The investigator speculated that a relationship might exist between elective and appointive chief executives of state departments of education, and the provision of merit systems for employees of the departments.

Twenty-nine chief state school officers are now appointed to their positions and 21 are popularly

elected.[1] Of the cooperating state departments of education, 23 chief state school officers were appointed and 20 were elected to their offices. In those state departments of education headed by an appointed chief executive 15, or 65 per cent, provided merit systems for the selection and retention of employees, while 8, or 35 per cent, did not provide such systems. In the state departments of education headed by elective chief executives 10, or 50 per cent, provided merit systems for their employees, while the other 10 did not provide merit systems.

It is generally deemed desirable in most business and professional enterprises to obtain a good staff and retain it. A firm or institution which does not offer its employees security of position for a job well done is not likely always to attract the best qualified persons for positions. It is of interest, therefore, to analyze state departments of education with respect to merit systems for their employees, particularly those whose work is primarily professional.

Table 18 revealed that 23, or 53 per cent, of the education agencies participating in this study, had merit systems for their employees. In 16 of the departments all employees were included in the merit system. Eight

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[1]Education U.S.A., A Special Weekly Report on Educational Affairs, National School Public Relations Association, a Department of the National Education Association, Washington, D.C., May 23, 1963, p. 155.

TABLE 18

MERIT SYSTEMS FOR EMPLOYEES IN STATE DEPARTMENTS OF EDUCATION

State	Merit System in the Department?	System Includes all Employees?	System Includes Non-Professional Employees Only?	System Includes Professional Employees?	New Employees Are Hired on Basis of Examination?	Other?
Alabama	Yes	Yes				
Alaska	Yes	Yes				
Arizona	No					
Arkansas	Yes	Yes			Yes	
California	Yes	Yes				
Colorado	No					
Connecticut	Yes		Yes			
Florida	No					
Georgia	Yes	Yes			Yes	
Idaho	No					
Illinois	No					
Indiana	No					
Iowa	No					
Kansas	Yes	Yes			Yes	
Kentucky	Yes	Yes			Yes	
Louisiana	Yes	Yes	Yes	No		
Maine	Yes	Yes				
Maryland	Yes	Yes	Yes	No		
Michigan	Yes	Yes			Yes	
Minnesota	Yes				Yes	
Mississippi	No					
Missouri	No					
Montana	No					
New Hampshire	Yes	Yes				
New Jersey	Yes		Yes			
New Mexico	No					
New York	Yes	Yes				
North Carolina	Yes	Yes				
North Dakota	No					
Ohio	Yes					
Oklahoma	No					
Pennsylvania	Yes					
Rhode Island	Yes					
South Carolina	No					

TABLE 18--Continued

State	Merit System in the Department?	System Includes all Employees?	System Includes Non-Professional Employees Only?	System Includes Professional Employees?	New Employees Are Hired on Basis of Examination?	Other?
South Dakota	No					
Tennessee	No					
Texas	No					
Utah	No					
Vermont	Yes				Yes	
Washington	Yes	Yes				
West Virginia	No					
Wisconsin	Yes	Yes			Yes	
Wyoming	No					
Total Yes	23	16	4		8	
Per Cent	53					
Total No	20			2		
Per Cent	47					

of the merit systems in operation required a test of all new employees. Only two respondents indicated that professional employees were excluded from their merit systems.

Salary Schedules

A major personnel problem of state departments of education is that of salaries. Respondents were asked to compare the top echelon professional salaries in their state departments with the salaries paid to the top 20 district school superintendents in the states. Data in

Table 19 revealed that 27, or 63 per cent, of the respondents compared the salaries unfavorably with those of public schools. Thirteen, or 30 per cent, said the department salaries paid to top echelon professional personnel in the state departments of education were favorable when compared with public school salaries.

Operating Budgets for State Departments of Education

If state education agencies are to adequately perform their essential duties it is necessary that they be given adequate funds with which to operate. An attempt was made to gain insight into the financial condition of state departments of education by requesting of them information regarding the budgets of their departments for the years 1956-57 and for 1961-62. Twenty-six departments provided the requested information pertaining to the operational budgets for their state departments of education.

Table 20 shows budgets of state departments of education for the 2 years along with percentage of increase or loss. These percentages of increase varied from a low of 16 per cent in Oklahoma to 293 per cent in Maryland. The state department of education in Missouri with a 28 per cent decrease in its operating budget between 1956 and 1961 was the only agency showing a decrease. The average increase in operating budgets for reporting state departments of education was 77 per cent over the 5 year period.

The average percentage of increase in operating

TABLE 19

SALARY COMPARISONS OF TOP ECHELON PROFESSIONAL PERSONNEL IN STATE DEPARTMENTS OF EDUCATION WITH OTHER TOP EDUCATIONAL ADMINISTRATIVE SALARIES IN THE STATES

State	Favorable	State	Favorable
Alabama	Yes	Mississippi	No
Alaska	Yes	Missouri	No
Arizona	No	Montana	No
Arkansas	No	New Hampshire	No
California	No	New Mexico	Yes
Colorado	Yes	New York	Yes
Connecticut	No	North Carolina	No
Florida	No	North Dakota	No
Georgia	No	Ohio	No
Idaho	No	Oklahoma	No
Illinois	No	Rhode Island	No
Indiana	No	South Carolina	No
Iowa	No	South Dakota	Yes
Kansas	No	Tennessee	No
Kentucky	No	Utah	Yes
Louisiana	Yes	Vermont	Yes
Maine	No	Washington	No
Maryland	Yes	West Virginia	No
Michigan	Yes	Wisconsin	Yes
Minnesota	No	Wyoming	Yes

Number Favorable	13
Per Cent	30
Number Unfavorable	27
Per Cent	63

TABLE 20

COMPARISON OF OPERATIONAL BUDGETS FOR STATE DEPARTMENTS OF EDUCATION 1956 AND 1961

State	Budget 1956	Budget 1961	Percentage Increase
Alabama	$1,242,383.00	1,888,759.00	52
Arizona	245,133.00	596,407.00	143
Arkansas	320,269.00	443,299.00	38
California	3,000,000.00	3,500,000.00	17
Colorado	435,315.00	1,391,254.00	219
Idaho	153,521.00	276,700.00	80
Indiana	190,000.00	490,000.00	158
Iowa	437,125.00	562,480.00	29
Kansas	322,847.00	678,077.00	110
Kentucky	917,213.00	1,331,199.00	45
Louisiana	2,826,379.00	4,129,284.00	46
Maryland	291,417.00	1,146,862.00	294
Michigan	517,654.00	629,026.00	22
Minnesota	101,880.00	152,187.00	49
Mississippi	548,872.00	644,315.00	17
Missouri	672,015.00	483,600.00	-28
New Jersey	1,380,241.00	2,121,004.00	54
New York	18,278,000.00	36,378,000.00	98
Oklahoma	596,818.00	697,014.00	17
Pennsylvania	2,907,950.00	5,460,843.00	88
South Carolina	818,970.00	1,246,554.00	52
South Dakota	326,191.00	651,000.00	100
Tennessee	987,960.00	1,537,920.00	56
Texas	1,926,081.00	3,084,090.00	60
Washington	530,000.00	900,000.00	70
West Virginia	336,673.00	829,242.00	146
Wyoming	276,253.00	379,166.00	37
Average Increase			77

budgets for the reporting state departments of education appears to be impressive on the surface. It is not known, however, to what extent the increase can be attributed to influences outside the state departments of education or outside the individual states. Additional federal funds

have recently been made available to the states and in one case it was learned that the legislature had made no additional appropriations for operation of the state department of education, but the operating budget of that department showed a substantial increase during the 5 year period. The increase was a result of the receipt of additional federal funds for assistance in selected areas of public school programs in the state.

When expanding pupil populations, increasing demands for service from state departments of education, and a continuing inflationary trend in the economy are considered, a 77 per cent increase in the operating budgets for state departments of education during a 5 year period becomes somewhat less impressive, particularly when it may be accurately assumed that increases in federal funds contributed significantly to these increases in many cases. Despite these factors the increases in most states were substantial. Evidence was obtained, however, which indicated but little improvement in the total services provided by many of these education agencies.

State Departments of Education and State Education Associations

It is clear that many advantages accrue from close cooperation between state education agencies and state education associations. Because of the traditional regulatory and operational functions of state departments

of education and the pressures exerted on state legislatures for funds, however, cooperation apparently has not always existed between these two groups. The goals of education are apparently forgotten at times and it seems that while the two organizations are rarely opposed to each other, they often appear not to collaborate as fully as might be expected in the advancement of education.

It is true that American public education, in general, is still characterized by decentralization in administration and control. Increasingly, however, state departments of education are called upon to provide leadership for the public schools and consensus that this trend should be continued and expanded appears to have been reached. It is evident that all significant educational forces within the states should combine their resources toward the goal of general educational improvement. State professional education associations and state departments of education should be involved together in their attempts to reach such a goal.

Table 21 shows that in 26, or 60 per cent, of the participating state departments of education, "adequate financial support" for state departments of education, was a legislative goal of state professional education associations in the past 5 years. In 16, or 37 per cent of the states, there was no such goal. It was felt that "adequate financial support" should be a goal of state professional

TABLE 21

FINANCIAL SUPPORT FOR STATE DEPARTMENTS OF EDUCATION BY STATE PROFESSIONAL EDUCATION ASSOCIATIONS

State	"Adequate Financial Support" Has Been Goal? Yes or No	"Adequate Financial Support" Should be a Goal? Yes or No
Alaska	No	
Arizona	No	Yes
Arkansas	Yes	
California	No	Yes
Colorado	Yes	
Connecticut	No	Yes
Florida	Yes	
Georgia	No	Yes
Idaho	Yes	
Illinois	Yes	
Indiana	Yes	
Iowa	Yes	
Kansas	Yes	
Kentucky	No	Yes
Louisiana	No	Yes
Maine	Yes	
Maryland	Yes	
Michigan	Yes	
Minnesota	Yes	
Mississippi	Yes	
Missouri	Yes	
Montana	Yes	
New Hampshire	No	Yes
New Jersey	Yes	
New Mexico	Yes	
New York	Yes	
North Carolina	Yes	
North Dakota	No	Yes
Ohio	Yes	
Oklahoma	Yes	
Pennsylvania	No	No
Rhode Island	No	Yes
South Carolina	No	Yes
South Dakota	Yes	
Tennessee	No	Yes
Texas	Yes	
Utah	No	Yes
Vermont	No	
Washington	Yes	
West Virginia	No	Yes

TABLE 21--Continued

State	"Adequate Financial Support" Has Been Goal? Yes or No	"Adequate Financial Support" Should be a Goal? Yes or No
Wisconsin	Yes	
Wyoming	Yes	
Number Yes	26	13
Per Cent	60	
Number No	16	
Per Cent	37	

education associations by 13 of the 16 states where it was indicated that there was no such goal. One state department of education responded negatively to the inquiry and two departments did not answer the question. The data indicated that state education associations and state departments of education are not cooperating effectively in assuring progress toward their common goals.

Adequacy Estimates of State Departments of Education in the 1950's and Projected Estimates for the 1960's With Respect to Leadership, Regulatory, and Operational Functions

The three broad functions of state departments of education: (1) leadership, (2) regulatory, and (3) operational may be defined as the broad and comprehensive responsibilities that have been assigned to the departments. Services are the acts which are performed to discharge the duties imposed by these functions. There are few functions,

but many services are required to carry out the functions.

The investigator attempted to secure data relevant to adequacy estimates related to basic functions of state departments of education. Thirty-two respondents completed this section of the questionnaire. Twelve, or 38 per cent, of those responding indicated that they felt leadership by their state education agency had been adequate during the 1950's. Eleven of these respondents indicated that they believed leadership would be adequate during the 1960's, while 1 of the respondents indicated the leadership function would become inadequate in the department during the 1960's due to the recent election of a new state superintendent of public instruction who had neither the training or background to adequately provide such leadership.

Seventeen, or 53 per cent, of the respondents indicated that they believed the leadership function in their state departments of education had been inadequate during the 1950's. Nine of the 17 departments which indicated inadequate leadership during the 1950's, expected the leadership to remain inadequate during the 1960's, while 8 of these respondents predicted that leadership would become adequate during the 1960's.

With respect to regulatory functions, 24, or 75 per cent, of the respondents indicated that they were adequate in the 1950's and that they expected them to remain adequate in the 1960's. Five departments indicated

that regulatory functions in the 1950's were inadequate and predicted that they would remain so in the 1960's. One state department of education indicated that the regulatory function was inadequate in the 1950's, but predicted it would be adequate in the 1960's.

Eighteen, or 56 per cent, of the respondents indicated that the operational functions of their state departments of education were adequate in the 1950's and would remain so in the 1960's. Eleven, or 34 per cent, indicated that operational functions were inadequate in the 1950's. Six of these indicated the operational functions would remain inadequate in the 1960's, while 3 predicted that the operational functions would become adequate during the 1960's. Two respondents failed to make an estimate of adequacy for operational functions in the 1960's.

Of the 5 departments headed by elective chief state school officers who indicated inadequacy of leadership during the 1950's, 4 indicated that the leadership function would remain inadequate during the 1960's. One department headed by an elective chief state school executive indicated that the leadership function would become adequate in the 1960's. Six of the departments headed by chief state school officers appointed to their positions indicated that they believe the leadership function would become adequate during the 1960's, while 1 indicated that the function would remain

inadequate. Table 22 shows elected and appointive chief state school executives.

Relative emphasis placed upon the importance of each of the functions varies from state to state regarding the methods by which the state departments of education attempted to discharge their duties and responsibilities as agencies of educational direction and leadership.

Additional interpretation of data presented in Table 22 shows that of the twelve state departments of education which indicated adequate leadership during the 1950's, 7 of the departments were headed by chief state school officers elected to their positions, while 5 of the chief state school officers who indicated satisfaction with the leadership function of their state departments of education were appointed to their positions. The one department which predicted a regression in leadership adequacy was at the time changing its chief executive because of an election in which the incumbent was defeated.

Five of the state departments of education which indicated inadequate leadership during the 1950's were headed by elective chief state school officers. Twelve departments which indicated inadequate leadership during the 1950's were headed by elective chief state school officers. Twelve departments which indicated inadequate leadership during the 1950's were headed by appointive chief state school executives. It may be that appointive

TABLE 22

ADEQUACY ESTIMATES OF STATE DEPARTMENTS OF EDUCATION IN THE 1950's AND PROJECTED ESTIMATES FOR THE 1960's WITH RESPECT TO LEADERSHIP, REGULATORY, AND OPERATIONAL FUNCTIONS

State	Leadership Adequacy		Regulatory Adequacy		Operational Adequacy	
	1950's	1960's	1950's	1960's	1950's	1960's
Alaska	No	No	Yes	Yes	Yes	Yes
Arizona	No	No	No	No	No	No
Arkansas	No	No	Yes	Yes	Yes	Yes
California			Yes	Yes	Yes	Yes
Colorado	No	Yes	No regulatory		No	
Connecticut	No	Yes	No	Yes	No	Yes
Florida			Yes	Yes		
Idaho	Yes	Yes	Yes	Yes	No	
Illinois	No	No	No	No	No	No
Iowa	Yes	Yes	Yes	Yes	Yes	Yes
Kansas	Yes	Yes	Yes	Yes	Yes	Yes
Kentucky	Yes	Yes	Yes	Yes	Yes	Yes
Louisiana	Yes	Yes	Yes	Yes	Yes	Yes
Maine	Yes	Yes	Yes	Yes	Yes	Yes
Maryland	Yes	Yes	Yes	Yes	Yes	Yes
Michigan	No	Yes	Yes	Yes	Yes	Yes
Minnesota	No	Yes	Yes	Yes	Yes	Yes
Mississippi	Yes	Yes	Yes	Yes	Yes	Yes
Missouri	Yes	Yes	Yes	Yes	Yes	Yes
Montana	No	No	No	No	No	No
North Carolina	No	No	No	No		
North Dakota	No	Yes	Yes	Yes	Yes	Yes
Ohio	No	Yes	Yes	Yes	Yes	Yes
Oklahoma	Yes	Yes	Yes	Yes	Yes	Yes
Pennsylvania	No	Yes	Yes	Yes	No	No
Tennessee	Yes	Yes	Yes	Yes	Yes	Yes
Texas	No	No	Yes	Yes	Yes	Yes
Utah	No	No	No	No	No	No
Vermont	No	No	Yes	Yes	No	Yes
Washington		Yes				Yes
West Virginia	No	Yes	Yes	Yes	No	Yes
Wyoming	Yes	No	Yes	Yes	No	No
	12 Yes	20 Yes	24 Yes	25 Yes	18 Yes	22 Yes
	17 No	10 No	6 No	5 No	11 No	6 No

TABLE 23

ELECTIVE AND APPOINTIVE CHIEF STATE SCHOOL OFFICERS

State	Chief Executive Appointed or Elected?	State	Chief Executive Appointed or Elected?
Alabama	Elected	Montana	Elected
Alaska	Appointed	New Hampshire	Appointed
Arizona	Elected	New Jersey	Appointed
Arkansas	Appointed	New Mexico	Appointed
California	Elected	New York	Appointed
Colorado	Appointed	North Carolina	Elected
Connecticut	Appointed	North Dakota	Elected
Florida	Elected	Ohio	Appointed
Georgia	Elected	Oklahoma	Elected
Idaho	Elected	Pennsylvania	Appointed
Illinois	Elected	Rhode Island	Appointed
Indiana	Elected	South Carolina	Elected
Iowa	Appointed	South Dakota	Elected
Kansas	Elected	Tennessee	Appointed
Kentucky	Elected	Texas	Appointed
Louisiana	Elected	Utah	Appointed
Maine	Appointed	Vermont	Appointed
Maryland	Appointed	Washington	Elected
Michigan	Appointed	West Virginia	Appointed
Minnesota	Appointed	Wisconsin	Appointed
Mississippi	Elected	Wyoming	Elected
Missouri	Appointed		

Source: Dr. Oliver Hodge, Chief School Officer, Oklahoma.

chief state school executives are more objective in analyzing their departments and that they feel more secure in expressing criticism of them.

In the adequacy estimates of regulatory and operational functions during the 1950's and 1960's it was learned that of 23 negative responses, 16, or 65 per cent, came from state departments of education headed by elective chief executives, while 7, or 35 per cent, of the negative

responses came from state departments of education headed by appointive chief executives.

The above resume might indicate that there is less continuity in programs of state departments of education headed by elective chief state school officers who must rely periodically upon the whims of political life and those of the electorate, neither of which is likely to contribute to increasing the effectiveness of the work of state departments of education. The data might further indicate that planning is less effective in such departments and that morale is hard to maintain at a high level.

Summary

The problem with which this study dealt was that of analyzing and interpreting activities of state departments of education to determine their leadership role regarding curriculum and instructional improvement in the public schools of their respective states. An attempt was made to identify areas of strength, weakness, and needs as revealed by chief state school officers or their designates.

More specifically it was intended to analyze the degree to which leadership was provided by state departments of education in the areas identified by the chief state school officers in 1952 as they relate to statewide curriculum and instructional improvement: planning, research, advisory, coordination, public relations, and

in-service education.[1]

The discovery of specific provisions made by state departments of education for the discharge of leadership responsibility was the basis for determining the degree to which leadership was provided.

The data presented in this chapter showed, as expected, that varied practices existed in the state departments of education in the United States with respect to their emerging and increasingly important function of providing leadership for the public education systems in their respective states, particularly in the all important area of curriculum and instructional improvement.

Thirty-seven per cent of the departments did not have a departmental plan for the orientation of new employees. Utilization of professionally trained persons in the planning of the states' comprehensive educational programs fell far short of what it should be if the assumption is established that all potentially contributive resources should be utilized.

Planning Activities

A summary of the responses to the questionnaire revealed that many state education agencies plan poorly. Some of these agencies appear not to have a written statement of or long term objectives and apparently did

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[1]The National Council of Chief State School Officers, op. cit., p. 21.

not engage in long range planning. In the absence of these important elements, it may be assured that these departments operated their states' most vital single enterprise in a manner difficult to defend.

In planning for the future educational program and its direction, it was found that many state education agencies failed to fully utilize all the important elements available and necessary for the achievement of that purpose. Failure to involve school teachers, administrators, supervisors, and college or university personnel on a permanent, continuously active, long range planning group, is evidence that some department was negligent in the utilization of important professional help needed for the improvement of education within the state. Many state departments of education used none or few of these groups in their long term planning.

Some state departments of education had no plan for the orientation of new employees and some which indicated that they had such plans were not using some of the best known techniques for achieving success in such an undertaking.

In-Service and Curriculum Development

The study showed that critical weaknesses existed in the areas of in-service training and curriculum development within the state departments of education. Thirty-one, or 72 per cent, of the state education agencies reported that

they had on their staffs directors of curriculum, while 12, or 28 per cent, had no director. Twenty-nine, or 67 per cent, of these agencies included in their literature a statement assuming the responsibility for curricular or instructional improvement, while 12, or 28 per cent, had no statement. Twenty-four, or 56 per cent, of the participating departments reported that their agencies were cooperating with statewide curricular groups, while 18, or 42 per cent, did not cooperate with statewide curriculum groups.

The provision of professional consultants by the state departments of education to the public schools of the states was shown in the study to be an area of weakness. The consultative service should be a primary means of communication between state departments of education and the public schools in the states. The consultant, professionally trained, competent to deal intelligently with individuals or groups, able to give assistance or advice on educational problems to those seeking answers to problems, should be ever ready to perform a leadership service to the schools which they serve. The study showed, however, that only 1056 of these consultants were available to the many thousands of school districts in the United States. It may be safely assumed that many of these might have been more appropriately classified as working more closely with the regulatory function than the leadership function.

Thirty-one, or 72 per cent, of the state education agencies had conducted significant research aimed at curricular or instructional improvement during a 5 year period, but 10, or 23 per cent, conducted no significant research during this period.

Twenty-one, or 49 per cent, of the collaborating agencies, reported that their states had changed subject matter requirements within the past 5 years, while 19, or 44 per cent, reported no such change. Included in the changes reported were 15 states which had changed high school graduation requirements during the period of time.

Thirty-six, or 84 per cent, of the agencies reported that budgetary provision was made for conducting workshops for educators, while 7, or 16 per cent, made no such budgetary provision. Twenty-nine, or 67 per cent, of the agencies, however, made no provision for paying participants' expenses, while 14, or 33 per cent did provide expenses for participants, in part or in full.

The study showed that in 29, or 67 per cent, of the departments, no provision was made in the allocation of state funds for school districts to employee supervisors, consultants, or curriculum coordinators, while 14 state departments of education, or 33 per cent, made provision for the hiring of such persons by the public schools of the states.

State departments of education reported that they were cooperating with 196 subject matter committees in the states and it was learned that 41, or 95 per cent, of the state education agencies considered themselves primarily responsible for the cost, preparation, and distribution of curricular and instructional materials for these and other groups and school systems in the states.

Research

It was found in the study that 28, or 65 per cent, of the state education agencies were staffed with directors of research, while 15, or 35 per cent, of these agencies had no director of research. There were 112 persons in the responding state departments of education reported to be engaged primarily in research activity. Forty, or 93 per cent, of the departments, however, indicated their research staffs were inadequate to meet the needs of educational research in their states as it was visualized by the chief state school officer or his designate.

Thirty-one, or 72 per cent, of the agencies reported that they had at their disposal data processing equipment, while 12, or 28 per cent, had no such equipment.

Twenty-two, or 51 per cent, of the agencies had not studied school district reorganization during the past 5 years, while 19, or 44 per cent, had conducted such research. Twenty-three, or 53 per cent, of the departments acted as coordinating agencies for educational research

projects under way in the states, while 19, or 44 per cent, provided no coordination. Twenty, or 47 per cent, of the departments acted as clearinghouses for information pertaining to educational research, but 22, or 51 per cent, reported that they did not provide this service.

Public Relations

Twenty-three, or 53 per cent, of the departments of education reported that they did not have a person on their staffs whose chief responsibility was public relations, while 19, or 44 per cent, had such persons on their staffs. Thirty-four, or 79 per cent, of the cooperating state education agencies reported that public relations was not a specific budgetary item in their departments and only 8, or 19 per cent, provided for this activity as a specific item in their budgets.

General Information

Twenty-three, or 53 per cent, of the state education agencies reported that their employees work under a merit system, while 20, or 47 per cent, had no merit system for their employees.

Salaries for top echelon professional employees in 27, or 53 per cent, of the cooperating state education agencies were compared unfavorably with salaries paid the top 20 public school officials within each of the states, while thirteen, or 30 per cent, of the agencies compared

paid salaries which compared unfavorably with those paid to the top 20 public school officials.

Financial support for state departments of education was a legislative goal of the state education agency in 26, or 60 per cent, of the states during the past 5 years. This was not a goal, however, in 16, or 37 per cent of the states.

Functions of State Departments of Education

Twenty-nine, or 67 per cent, of the state education agencies which collaborated in this study, completed the part of the questionnaire pertaining to the broad functions of state departments of education; leadership, regulatory, and operational.

Seventeen of the agencies indicated that they believed the leadership function of their departments had been inadequate during the 1950's, while 12 indicated that the function had been adequate during this period of time. Projection for adequacy of the leadership role during the 1960's showed that 20 respondents believed it would be adequate during that time, while 10 respondents indicated that it would be inadequate.

Large majorities of the responding state education agencies indicated that both regulatory and operational functions within their departments were adequate during the 1950's and greater majorities indicated adequacy for

these functions during the 1960's.

If state education agencies are to fulfill their responsibilities they must first know what they are trying to accomplish and then plan for the achievement of their purposes. Departments must be staffed with professionally competent persons of vision, initiative, and the willingness to act courageously when necessary. These are the agencies upon which the nation relies for leadership in developing its systems of education. They have not met the challenge in too many instances. Progress has been made in some states it appears that the responsibility for the provision of dynamic, aggressive, and creative leadership has been adequately assumed by the state education agencies. These departments constitute, however, a minority group and in too many cases leadership is clearly absent in the state departments of education with the result that educational needs in these states are not met in adequate degree.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

From the findings of the study the following conclusions were drawn:

1. The responsibility for planning long term educational programs for the public schools of the United States was inadequately discharged by many state departments of education. While 32, or 74 per cent, of the state departments of education indicated that they had established long term policies and objectives for public school education, only 17, or 40 per cent, had developed long term policies and objectives in written form. Nearly one-fourth of the responding departments had not established long term policies or objectives.

2. The task of curricular or instructional improvement was not discharged satisfactorily by many state departments of education. Almost one-fourth of the reporting departments did not have on their staffs a director of curriculum. This is clearly a weakness in the area of state department of education responsibility to provide professional leadership for the most important

activity within the leadership function; improvement of curriculum and instruction.

3. Although twenty-four state departments of education reported the existence of curriculum or instructional improvement groups operating on a statewide level and with which they cooperated, 18 departments reported that no such groups existed. Many state education agencies were failing to discharge an important leadership activity in this area.

4. The number of professional consultants reported in many of the state departments of education was inadequate for providing consultative and other services to meet the needs of the public schools in the various states. Undoubtedly many of these persons were chiefly engaged in work related to the regulatory function of the departments.

5. State departments of education need to expand their research activities and reexamine their responsibilities in the area of research activity. Fifteen state departments of education reported that they had no persons engaged in educational research as a primary responsibility. Forty state departments of education indicated that their research staffs were inadequate to perform or coordinate needed educational research.

6. School district reorganization needs to be carefully studied by state department of education research personnel in most of the states, but nineteen state

departments of education stated that they had not studied this problem in the past 5 years.

7. Twenty-three reporting education agencies indicated that they had no person on their staffs whose chief responsibility was that of public relations. Thirty-four state departments of education indicated that their budgets did not provide for public relations as a specific responsibility.

8. Professional personnel in state departments of education were not receiving adequate compensation for their services. In twenty-seven state departments of education the salaries of top echelon professional personnel in the departments compared unfavorably with salaries received by top educational administrative personnel in the state. It is usually true that quality must be paid for and the unfavorable salary comparison may be an important reason for understaffed or poorly staffed state departments of education.

9. Sixteen state departments of education reported that during the past 5 years the state professional education association in their states had not included in their legislative programs the provision of adequate finance for the operation of the state departments of education.

10. Many state departments of education were not adequately meeting the challenge of providing quality leadership in improving education in the states.

Recommendations

The results of this investigation indicate that serious shortcomings exist in the quality of the services provided by many state departments of education. The following recommendations are, therefore, made:

1. Many state departments of education should immediately undertake steps to improve long range planning for the work of their departments and the improvement of education in their states. Illustrative of this responsibility is the preparation of a written statement of philosophy and objectives with specific reference to responsibility for curriculum and instructional improvement.

2. All state departments of education should have professionally competent directors of curriculum charged with responsibility for mobilizing the resources of the department and the profession in the provision of leadership in improving curriculum and instruction throughout the state.

3. State education agencies should initiate efforts to mobilize and provide direction with all appropriate professional curriculum improvement groups and should bear all expenses incidental to the work of these groups including the publishing and distribution of curricular and instructional materials resulting from their work.

4. Every state department of education should have a professionally competent director of research activity.

He should provide leadership in evaluating the work of the department and should have access to adequate staff and facilities which make possible the stimulation and conducting of important research activity in the schools of the state.

5. All state education agencies should have on their staffs a qualified public relations official. The public relations programs in state departments of education should be characterized by integrity of intent and execution, comprehensive in nature, and continuous in application.

6. State professional education organizations should support the programs of state departments of education. State departments of education are more likely to assume an appropriate leadership role if this role is perceived and supported by the state professional education organizations.

7. State departments of education must receive better financial support. They are in no position to provide the leadership needed unless they can pay competent professionals as much or more than these individuals would earn in other positions.

8. Those state departments of education which recognize deficiency in the provision of quality leadership services should undertake steps to internally reorganize their departments or develop recommendations for such changes in legislation and constitutional provisions as will

permit the assumption of this genuine leadership role.

9. State education agencies should employ on their staffs to assist the director of curriculum highly competent curricular specialists in each of the major subject and service areas of the educational program. Leadership and consultative service may thus be provided in each of these important fields.

10. A merit system for the selection and retention of non-professional employees in state departments of education should be enacted immediately in the 20 states which reported that such a system did not exist.

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State Department of Education
OLIVER HODGE, SUPERINTENDENT
E. H. McDONALD, ASST. SUPERINTENDENT
Oklahoma City, Oklahoma

September 21, 1962

Dear Colleague:

The enclosed questionnaire designed to gather information relative to emerging leadership activities of state departments of education is, I believe, both timely and pertinent.

We, the chief state school officers, by cooperating with this study, can help add to the literature concerning the status and needs of our state departments of education throughout the country.

I recommend the study and will greatly appreciate your cooperation in promptly completing the questionnaire and returning it with as many of the requested materials as are available.

Cordially yours,

Oliver Hodge

Oliver Hodge
State Superintendent of Public Instruction
Oklahoma

3812 N. W. 59th Street
Oklahoma City, Oklahoma
September 21, 1962

Dear Sir:

I am making a study of state departments of education with respect to their emerging leadership role in public school education in the United States. Your cooperation is solicited in obtaining information which will be valuable to our profession.

The state department of education, I believe, is the agency within each state which is structured in such a manner that its service to education in our country can be invaluable. We all know, however, that it is often neglected and so its potential is not fully realized. It is hoped that this study will make a contribution to professional and public information essential to the healthy growth of the leadership potential and responsibility to be found in each of the 50 state departments of education.

Will you please answer this questionnaire and return it to me at the above address? If you wish you may designate some professional member of your department to answer the questionnaire, but it should be emphasized that questions in the nature of opinion or philosophy should be completed by the respondent in accordance with the consensus of professional thought in the department.

Thanking you for your consideration and cooperation in this matter, I am

Very truly yours,

Bruce E. Riddle

Bruce E. Riddle

The American School Foundation
Calle Sur 136 No. 135
Mexico 18, D. F.

Dear Sir:

On September 21, 1962 I sent each of the state departments of education in the United States a questionnaire relating to emerging leadership functions of state departments of education.

Dr. Oliver Hodge, State Superintendent of Public Instruction in Oklahoma, sent with the questionnaire a letter of endorsement. Most state departments have responded and I am eager to include your state in my survey. I have enclosed an additional copy of the questionnaire and hope you will be able to respond to it.

I shall be in the United States December 1, 1962 and hope you will be able to complete the questionnaire and return it to the address sent with the original stamped and addressed envelope before that date. I do not want the questionnaires sent to Mexico because I feel receipt of same is considerably more reliable at the address listed below.

If you should need to communicate with me please use the address below until November 25, 1962.

Bruce E. Riddle
The American School Foundation
Calle Sur 136 No. 135
Mexico 18, D. F.

The questionnaires should be returned to:

Bruce E. Riddle
3812 N. W. 59th Street
Oklahoma City, Oklahoma

Thank you in advance for your kind consideration.

Very truly yours,

Bruce E. Riddle

AN ANALYSIS OF STATE DEPARTMENTS OF EDUCATION WITH RESPECT TO THEIR EMERGING LEADERSHIP FUNCTIONS IN EDUCATIONAL IMPROVEMENT

(note-State Department of Education is defined as that agency of government which is headed by the chief state scho officer.)

SECTION I - PLANNING - (please check appropriate responses)

1. Have long term policies and objectives been formulated for your State Department of Education? ___Yes, ___No. If yes, when? _____ (year)

2. Is there a publication available upon request stating the long term policies and objectives as they have been formulated by your State Department of Education? ___Yes, ___No.

3. Which of the following groups are regularly included in developing the comprehensive educational plan of your State Department of Education? (note-regularly indicates that they are part of a group which functions by a plan and that meetings are scheduled so that it is possible for them to participate in developing the comprehensive educational plan.)
   a. Public school teachers ..... ___
   b. Public school administrators ..... ___
   c. Public school supervisors ..... ___
   d. College or university personnel ..... ___
   e. Legislators ..... ___
   f. Others ..... ___

   Please use the space below to make comment on planning, listing other regular participants, or describin practices which might be enlightening and/or beneficial to other State Departments of Education.

4. Do you have a specific plan of orientation to familiarize the professional staff of your State Department of Educat in a continuous way with the long term policies and objectives of your State Department of Education? ___Yes, _

5. Please check items below used in the orientation of staff members in your State Department of Education with reg to long term policies and objectives. (Space has been provided for writing in practices not mentioned in the chec list, but which you feel are significant and might be useful to others.)
   a. Scheduled departmental meetings ..... ___
   b. Scheduled staff meetings ..... ___
   c. Regular planning workshops ..... ___
   d. Orientation of new employees ..... ___
   e. Printed materials covering policies and objectives ..... ___
   f. Others

SECTION II - IN-SERVICE AND CURRICULUM DEVELOPMENT

1. Is there a statement in the written objectives of your State Department of Education regarding the department's responsibility for improving curriculum and instruction? ___Yes, ___No.

2. Does your State Department of Education staff include a director of curriculum? ___Yes, ___No.

3. Please indicate the number of professional persons employed to work in the curricular and instructional areas listed below. (note-professional employees of the State Department of Education-Persons trained in higher education for their jobs which consist primarily in the planning or execution of the state's comprehensive educational program.

They should be competent in preparation and experience to assist, advise, or offer consultative services to educators in the state.)

			number of persons engaged
a.	Elementary schools	___	___
b.	Junior high schools	___	___
c.	Senior high schools	___	___
d.	Vocational education (federally reimbursed)	___	___
e.	Vocational education (not federally reimbursed)	___	___
f.	Science education	___	___
g.	Mathematics education	___	___
h.	Health and physical education	___	___
i.	Social studies	___	___
j.	Language arts	___	___
k.	Adult education	___	___
l.	Special education (gifted or talented area)	___	___
m.	Special education (handicapped area)	___	___
n.	Foreign languages	___	___
o.	Other (please specify)		

4. Does an official statewide curriculum commission or committee which cooperates with the State Department of Education exist in your state? ___Yes, ___No. If the answer is yes, please check appropriate factors below.
   a. Financed from funds budgeted in state department of education ..... ___
   b. Financed from membership dues or assessments ..... ___
   c. Financed in another way (please specify) _____
   _____
   d. Directed by professional staff member of State Department of Education ..... ___
   e. Directed by official from membership of organization ..... ___
   f. Directed by other (please specify) _____

5. If a statewide curriculum commission or committee exists in your state, please indicate areas from which participants are represented thereon.
   a. Elementary teachers ..... ___
   b. Secondary teachers ..... ___
   c. Public school administrators ..... ___
   d. Personnel from colleges or universities ..... ___
   e. Representatives of other governmental agencies ..... ___
   f. Representatives of citizen groups ..... ___
   g. Others (please specify)

6. Has your State Department of Education in the past 5 years conducted significant research activity in attempting to improve instruction and curriculum in the state's schools? ___Yes, ___No. If the answer is yes, please check appropriate items below.
   a. With selected groups of students ..... ___
   b. In selected cities of the state ..... ___
   c. With pilot schools ..... ___
   d. Throughout the state ..... ___
   e. In size of class ..... ___
   f. In teaching methods and materials ..... ___
   g. In educational television ..... ___
   h. In health and physical education ..... ___
   i. In the language arts ..... ___
   j. In mathematics ..... ___
   k. In science ..... ___
   l. In social studies ..... ___
   m. In special education (handicapped area) ..... ___

n. In special education (gifted or talented area) ..... ___
o. In vocational education ..... ___
p. In holding power or high school drop-outs ..... ___
q. Other (please specify below)

7. Have additional subject matter requirements been added to the public schools of your state since July 1, 1956? ___Yes, ___No. If the answer is yes, please list the new requirements below and indicate whether the changes were initiated by the State Department of Education, the legislature, or the State Board of Education and the level on which the requirement is placed.

Subject	Initiating agency	Elem.	J.H.S.	H.S.
_____	_____	( )	( )	( )
_____	_____	( )	( )	( )
_____	_____	( )	( )	( )

8. Have any state level subject matter requirements been cancelled in your state since July 1, 1956? ___Yes, ___No. If answered yes, please list subjects dropped.

_____
_____

9. Have State Department of Education requirements for graduation from high school in your state changed since July 1, 1956? ___Yes, ___No. If answered yes, please indicate change below.

10. Is provision made within the State Department of Education budget for conducting workshops and/or work conferenc in the field of curriculum improvement for public school personnel in the state? ___Yes, ___No; for paying expens of participants to these meetings? ___Yes, ___No. (note-Workshop-A situation, usually lasting several days, in whic the participants, with expert consulting services attempt to solve their problems by a wide variety of activities. Work Conference-Similar to the above, but more limited in the matter of time and usually limited to a single defined problem; Conference-A more formally organized meeting lasting a day or two with general sessions includir a speaker, but with the possibility of work groups within the larger framework.)

11. How many persons on your State Department of Education staff have as a major responsibility that of providing professional consultation in a special curricular area to the public schools in your state? _____ (note-consultant-An expert in a field of study and/or in the techniques of working with groups, who gives guidance to a committee, workshop, conference, or work conference.)

12. Does your state formula for allocation of funds to local schools include special aid for supervisors, consultants, or directors of curriculum? ___Yes, ___No.

13. Does your State Department of Education solicit requests from schools for help in the areas of consultative services and curriculum improvement? ___Yes, ___No.

14. Is your department able to satisfy all requests for services to the public schools of your state? ___Yes, ___No.

15. Does your State Department of Education participate with specific state level subject matter committees whose purpose is to improve the curriculum of specific subject matter areas? ___Yes, ___No. How many of these committees are functioning now? ____. If the answer to the above is yes, how were these committees formed?

16. Who bears the cost and responsibility for the preparation and distribution of curricular materials in your state?
a. The state department of education ..... ___
b. Curriculum committee or commission ..... ___
c. Both of the above ..... ___
d. Other (please specify)

SECTION III - RESEARCH AND ADVISORY

1. Do you have a director of research in your State Department of Education? ___Yes, ___No. If the answer to the above is yes, what is the level of his preparation?
   a. Graduate work or degrees held _____
   b. Background of experience _____
   _____

2. How many professional staff members in your State Department of Education are engaged in conducting research as their primary function? _____.

3. Is your State Department of Education adequately staffed to meet the needs of research as you visualize it in your state? ___Yes, ___No.

4. Does the research staff in your State Department of Education have at its disposal data processing machinery adequate to meet the needs of research and experimental projects underway in the state at the present time? ___Yes, ___No.

5. Has your State Department of Education made in the past 5 years a comprehensive study of school district organization in your state? ___Yes, ___No. If yes, have the findings been made public? ___Yes, ___No.

6. Is the research division in your State Department of Education a coordinating agency for educational research projects underway in the state? ___Yes, ___No.

7. Does the research division in your State Department of education act as a clearinghouse to disseminate information on educational research studies projected, in progress, and completed in the state? ___Yes, ___No.

SECTION IV - PUBLIC RELATIONS - (note-By public relations is meant the interpretation of the accomplishments and needs of the public schools to the citizens of the state.)

1. Do you have a person on your staff whose chief responsibility is the direction and coordination of public relations activities? ___Yes, ___No.

2. Is a part of your State Department of Education budget reserved specifically for public relations activities? ___Yes, ___No.

SECTION V - GENERAL INFORMATION

1. Does a merit system function for employees in your State Department of Education? ___Yes, ___No. If yes, please check items below to indicate nature of the system.
   a. All employees under merit system ..... ___
   b. Non-professional employees under merit system ..... ___
   c. Professional employees under merit system ..... ___
   d. Merit system initiated since July 1, 1957 ..... ___
   e. New employees hired on basis of examination ..... ___
   f. Other (Please use space below to give significant information about the merit system operating in your State Department of Education if the above items do not provide it.)

2. How do the salaries of top echelon professional personnel in your State Department of Education compare with the average of the top 20 administrative salaries paid by public school systems in your state? ___Favorably, (higher than the average) ___Adequately, (considering training and experience they are close to the same.) ___Unfavorably, (a problem of securing competent personnel in the State Department of Education is created by our inability to pay salaries commensurate with what is obtainable elsewhere.)

3. What was the total budget of your State Department of Education in 1956-57? _____

4. What was the total budget of your State Department of Education in 1961-62? _____

5. Has your state professional education association included "adequate financial support for the State Department of Education," as a legislative goal during the past 5 years? ___Yes, ___No.

6. If answer to 5 is no, do you feel that your state professional education association should take such action? ___Ye ___No.

7. Is a non-detailed budget summary for the State Department of Education available for the school year 1961-62? ___Yes, ___No. If yes, will you please send me a copy of this budget summary when you return this questionnair ___Yes, ___No.

8. Will you please return with this questionnaire an organizational chart of your State Department of Education if available? ___Yes, ___No.

SECTION VI - FUNCTIONS OF STATE DEPARTMENTS OF EDUCATION

According to the organization of chief state school officers in the United States and consensus of professional thinking, the functions of State Departments of Education can be broadly classified in three areas: 1. Leadership, 2. Regulatory, 3. Operational. In your judgment, what should be the emerging role of state departments of education in discharging their responsibilities in connection with these recognized functions? Please use the space below to give a statement on each of the functions.

1. Leadership

   a. Do you feel that your department adequately assumed this role in the 1950's? ___Yes, ___No.
   b. Do you feel that your department is free and able to adequately assume this role in the 1960's? ___Yes, ___No. Please elaborate in the space provided if you care to do so.

2. Regulatory

   a. Do you feel that your department adequately assumed this role in the 1950's? ___Yes, ___No.
   b. Do you feel that your department is free and able to adequately assume this role in the 1960's? ___Yes, ___No. Please elaborate in the space provided if you care to do so.

. Operational

   a. Do you feel that your department adequately assumed this role in the 1950's? ___Yes, ___No.
   b. Do you feel that your department is free and able to adequately assume this role in the 1960's? ___Yes, ___No. Please elaborate in the space provided if you care to do so.