

UNIVERSITY OF CINCINNATI

June 19 38

I hereby recommend that the thesis prepared under my supervision by CHARLES WILLIAM JOHNSON
entitled The Relation of State-Wide Testing Programs
To State Supervision And Accreditation of
High Schools

be accepted as fulfilling this part of the requirements for the degree of DOCTOR OF EDUCATION

Approved by:

Carte V. Good

L. A. Peckstein

Spencer Shank

THE RELATION OF STATE-WIDE TESTING PROGRAMS TO
STATE SUPERVISION AND ACCREDITATION OF HIGH SCHOOLS

A dissertation submitted to

The Graduate Faculty of the Teachers College
of the University of Cincinnati

in partial fulfillment of the
requirements for the degree of

DOCTOR OF EDUCATION

1938

by

Charles William Johnson
B. S. University of Cincinnati 1918
M. A. Ohio State University 1929

UMI Number: DP15835

INFORMATION TO USERS

The quality of this reproduction is dependent upon the quality of the copy submitted. Broken or indistinct print, colored or poor quality illustrations and photographs, print bleed-through, substandard margins, and improper alignment can adversely affect reproduction.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if unauthorized copyright material had to be removed, a note will indicate the deletion.

UMI[®]

UMI Microform DP15835

Copyright 2009 by ProQuest LLC.

All rights reserved. This microform edition is protected against unauthorized copying under Title 17, United States Code.

ProQuest LLC
789 E. Eisenhower Parkway
PO Box 1346
Ann Arbor, MI 48106-1346

ACKNOWLEDGMENTS

This study was made possible by the cooperation of many people interested in the problems under consideration in it. By written communications and through personal interviews, officials of the various state departments of education, sponsors of many testing programs, public school and college administrators and teachers, and others too numerous to list even by title furnished first-hand information for this study. To all of them the writer is deeply grateful.

Dr. Ray G. Wood, Director of the Ohio Scholarship Tests, rendered valuable assistance in the collection of the data used. Dr. Carter V. Good, chairman of the advisory committee, guided the development of the study with patience, skill, and discretion. Dean L. A. Pechstein, by the right word spoken at the right time on numerous occasions and by the presentation of opportunities not otherwise available, made possible both the writing of this thesis and the enjoyment of two splendid years at Teachers College, University of Cincinnati. Dr. Spencer Shank, member of the advisory committee, read the original manuscript critically and offered helpful suggestions. To all of them the writer expresses his most sincere appreciation.

TABLE OF CONTENTS

	Page
LIST OF TABLES	vii
Chapter	
I. INTRODUCTION	1
Outline of the Study	1
The Purpose of This Study	3
Sources of Materials for the Study	12
Methods and Techniques Employed in This Study ..	14
The Organization of the Study	15
Summary of Chapter I	16
II. RELATED STUDIES	18
State Supervision of High Schools	18
Accreditation Procedures	21
State-wide Testing Programs	33
Summary of Chapter II	43
III. SUPERVISION AND TESTING IN MODERN EDUCATION	46
The Nature of Supervision	46
Definition	46
Objectives of Supervision	46
Agents of Supervision	47
Supervisory Activities of State Officers	48
Trends in State-wide Supervision	49
Evolution of Modern Testing Programs	51
The Importance of Examinations	51
Early Examinations in the United States	51
Introduction of the Written Examination	52
Criticism of the Essay-type Examination	53
Development of the Objective-type Tests	55
The Modern Cooperative Test	58
A Complete Testing Program	60
Relation of Testing to Supervision	62
Purposes of Testing	62
Opinions of Authorities	63
Attitude of Schools	66
Testing and Guidance	67
The Cook Study	69
Summary of Chapter III	71

Chapter	Page
IV. PRESENT PRACTICES IN STATE SUPERVISION OF HIGH SCHOOLS	74
Activities of State Departments of Education ..	74
Number and Variety of Activities	75
Questionnaire Concerning These Activities ...	75
Publications of State Departments of Education	85
Publications Analyzed	87
Major Divisions in the Analysis	88
Classification and Frequency of Evaluative Criteria	91
The Development of State Manuals for Secondary Schools	119
Manuals for Regional Accrediting Associations	119
Earlier Manuals of State Accrediting Agencies	119
Types of Manual Now Issued by State Accrediting Agencies	120
Summary of Chapter IV	124
V. AN EVALUATION OF A STATE HIGH SCHOOL MANUAL	127
The Ohio High School Standards	127
The Underlying Principles	128
The Underlying Philosophy	129
An Outline of the Standards	130
Subject Matter Outlines	140
Summary of Chapter V	140
VI. PRESENT STATE-WIDE TESTING PROGRAMS	143
Brief Presentation of Some Outstanding Factors of These Programs	143
An Inquiry Concerning Present State-wide Testing	147
Analyses of Various State High School Testing Programs	148
Brief Tabular Summary of These Analyses	182
Types of Programs	183
Sponsors of Programs	183
Objectives of Programs	184
Consideration of Some Purposes of State- wide Testing	185
Consideration of Some Criticisms of State-wide Testing	190
Summary of Chapter VI	196

Chapter	Page
VII. A DETAILED STUDY OF ONE STATE-WIDE TESTING PROGRAM	198
The Ohio Scholarship Tests	198
The Scope of This Program	198
Letter of Inquiry Concerning Experiences with the Ohio Scholarship Tests	198
The Senior Survey Tests and Handbooks	200
Results of the Investigation Pertaining to the Senior Survey Tests	201
The Every Pupil Tests	203
Results of the Investigation Pertaining to the Every Pupil Tests	205
The General Scholarship Test for High School Seniors	208
Results of the Investigation Pertaining to the General Scholarship Test	209
The District-State Scholarship Test	211
Results of the Investigation Pertaining to This Program	214
The Eighth Year Test	219
Results of the Investigation Pertaining to the Eighth Year Test	220
General Comments on the Entire Program	223
Summary of Chapter VII	225
VIII. THE PRESENT AVOWED RELATIONS OF STATE-WIDE TESTING PROGRAMS TO STATE SUPERVISION OF HIGH SCHOOLS	228
Review of the State Manuals for Secondary Schools	228
An Inquiry Concerning the Relationship	232
Conclusions for Chapter VIII	235
IX. CONCLUSIONS AND RECOMMENDATIONS	237
Conclusions	238
Some General Developments in Education Related to State Responsibility for Secondary Education	238
Some Functions of and the Importance of Supervision in General Educational Practice. Present Practices and Trends in State Supervision of High Schools	241
The Place and Importance of Testing in General Education	242
The Nature, Extent, and Results of Present State-wide Testing	244

Chapter	Page
IX. CONCLUSIONS AND RECOMMENDATIONS (Continued)	
The Present Relations of State-wide Testing to State Supervision and Accreditation of High Schools	247
Recommendations	249
 BIBLIOGRAPHY	 257

LIST OF TABLES

Table	Page
I. Number of State Departments of Education Which Perform Certain Activities	76
II. Titles Used for State Officers who have Direct Charge of Inspection, Supervision, and Accredita- tion of High Schools	86
III. State "Standards" for High Schools which were Analyzed in this Study	89
IV. Number of State Manuals for Secondary Schools which Offer Aid and Suggestions to Schools in Certain Fields	91
V. Number of Manuals Among the Twenty-five Analyzed which Contained Certain Evaluative Criteria	97
VI. Number of Various Types of State-wide Testing Programs	183
VII. Number of Various Agencies which Sponsor the State-wide Testing Programs	183
VIII. Number of Times Stated Objectives are included in the Various Testing Programs	184
IX. Report of Schools on the Value of Senior Survey Tests and Handbooks in each of Three Fields	202
X. Report of Schools on the Value of Every Pupil Tests in Five Particulars	206
XI. Report of Schools on the Results Obtained by Use of General Scholarship Tests for High School Seniors	210
XII. Report of Schools on the Value of District-State Scholarship Test for Stimulation of Scholarship .	215
XIII. Opinions of Schools Regarding the "April 1" Rule.	215
XIV. Number of Schools which Encourage all Pupils to Try to Make the Scholarship Team	216
XV. Report of Schools on the Degree to which the District-State Scholarship Test "Benefits the Few to the Detriment of the Many"	216
XVI. Report of Schools on the Value of the Eighth Year Test for Stimulation of Scholarship	220
XVII. Report of Schools on the Weight Given to the Results of the Eighth Year Test in Determining Promotion to the High School	221
XVIII. Report of Schools on the Value of Eighth Year Test as a Prognosis of High School Accomplishment	222

CHAPTER I

INTRODUCTION

Outline of the Study

General Statement of the Problem.- This study of the relation of state-wide testing programs to the inspection, supervision, and accreditation of high schools by state agencies makes an attempt to find out the nature, extent, sponsors and the outcomes of such testing programs; the nature, extent and outcomes of state supervision of high schools; what relation they now bear one to the other; to what degree they separately and jointly conform to the accepted best practices in education; and to offer some suggestions for an improved relationship between them.

An Analysis of the Problem.- As an aid in making this study, an outline was prepared which included the following questions:

On the General Setting

1. What is the function of supervision in formal education?
2. How and to what extent does supervision function on a state-wide basis?
3. What in general is the function of examinations in formal education?
4. What types of examinations are now used in best school practice and how have they come into existence?
5. What in general is the relation of testing to supervision?

On State Supervision of High Schools

1. What are the present practices in regard to state inspection, supervision, and accreditation of high schools?
2. What are the stated objectives of these practices?
3. What are the criticisms of them?
4. What influences, if any, do agencies other than the state departments of education have in this field?

On Present State-wide Testing Programs

1. What is the nature of the present state-wide testing programs?
2. How have they developed?
3. How wide spread is their use?
4. Who sponsors them?
5. What are their stated objectives?
6. What criticisms have been made of these programs?
7. What uses have the schools found for the results obtained in this type of testing?
8. What research studies have come out of these programs, and what are their findings?

On the Relation of State Supervision to State-wide Testing

1. What suggestions on the use of testing programs are contained in the manuals for secondary schools and other supervisory pamphlets and bulletins issued by state departments of education?
2. How do state-wide testing programs fit in with these suggestions?
3. What use do state supervisors or inspectors of high schools make of the state-wide testing programs in planning their programs for inspections?

4. How do these officials use the results obtained in the state-wide testing programs during their visits to the various high schools?
5. What suggestions do they make during or following their inspections concerning the uses which the schools should make of these testing programs?
6. What bearing do the results of state-wide testing have on the approval or accrediting of the high schools of the state?
7. What relationship between state-wide testing and state supervision of high schools is indicated by the use that schools now make of these testing programs?
8. What relationships do theoretical considerations indicate should exist?

The Purpose of This Study

The reasons for the selection of this field for study are to be found in some considerations of certain experiences which the writer had during many years of administration and supervision of public schools, in his interest in the scientific movement in education, in a limited connection with state testing programs, and in a suggestion received from the Research Division of the Ohio Scholarship Tests. Some of the phases of these experiences and some of the factors in general educational practices which led more or less directly to the formulation of this particular problem will be indicated in the following paragraphs.

The Development of State-wide Testing Programs.- It appears that aims or goals are essential and ever-present factors in any system of education, as in all other kinds of human endeavor, and

that progress toward goals can only be determined by some type of evaluation of the steps in the process. If this is true, examinations and other forms of evaluation become, as indeed they always have been, a matter of great concern to educators. Since this problem deals with the relationships between a certain type of supervision and a particular form of testing, authorities in both the fields of supervision and testing were consulted on this point.

Alberty and Thayer,¹ in their textbook on supervision in the secondary schools, say: "Testing, then, has always been a vital and necessary part of our educational program."

Barr and Burton² in their text on supervision of instruction take the position that: "Whether the measurement is by the question-and-answer recitation, the oral quiz, the written examination, or standardized tests, the measurement is important."

Collings,³ in discussing supervisory guidance in secondary schools, says: "The problem of supervisory guidance is to help teachers to formulate a plan for measuring progress of pupils in school activities."

1. H. Alberty and V. T. Thayer, Supervision in the Secondary School, p. 329. Boston: D. C. Heath and Company, 1931.

2. A. S. Barr and W. H. Burton, The Supervision of Instruction, p. 294. New York: D. Appleton and Company (Now D. Appleton-Century Company), 1926.

3. Ellsworth Collings, Supervisory Guidance of Teachers in Secondary Schools, p. 127. New York: The Macmillan Company, 1934.

Douglass and Boardman ⁴ state in their textbook on supervision in the secondary schools that: "In fact, measurement has always been of fundamental importance in education."

Gist ⁵ in discussing the place of tests and measurements in supervision maintains that: "Tests and measurements, as checking and planning devices in teaching, must be included in all our instructional and supervisory practices."

Lee, ⁶ in keeping with every authority in the field of testing consulted, holds that: "Testing in some form has always been an integral part of our educational programs."

While the above excerpts illustrate the opinions of most authorities in the field of supervision in regard to the importance of examinations and other forms of evaluation in education, the great number of pages devoted to the uses of tests and measurements in programs of supervision to be found in most textbooks on supervision, are even a greater tribute to their importance.

4. H. R. Douglass and C. W. Boardman, Supervision in Secondary Schools, p. 371. Boston: Houghton Mifflin Company, 1934.

5. A. R. Gist, The Administration of Supervision, p. 242. New York: Charles Scribner's Sons, 1934.

6. J. M. Lee, A Guide to Measurement in Secondary Schools; a Practical Guide to the Administration, Construction, and Use of Tests and Measurements, p. 3. New York: D. Appleton-Century Company, 1936.

Although it is true that schools always have used examinations of some type, it is also true that their forms have differed greatly from time to time and that the purposes for which they are given have varied to an even greater extent. The development of new forms of tests and new types of testing programs has been an important part of the scientific movement in education during the last three decades. One of the most promising developments in this field within recent years is a type of testing program usually designated as "cooperative testing."

Testing programs that are limited to a single classroom, to a single school, or even to a fair-sized school system are far from complete or ideal in the results that they obtain. It is only when comparisons can be made with results that have been obtained in a relatively short time, over a large and fairly homogeneous area, that the most complete and most desirable benefits are attainable. The cooperative testing programs are being developed with the hope that they may provide these desirable results. Since the state is the largest educational unit, and because the schools of many states are operated under fairly homogeneous conditions, the state has become the unit for many of the cooperative testing programs. It is this development that accounts for the steady growth in number, scope, and influence of state-wide testing programs during recent years. Most of the present state-wide testing programs are of this type.

The Development of State Control Over Education.- In American colonial days, education was a matter of individual or community concern and remained largely so until about the middle of the nineteenth century. ⁷ A revival of interest in the "common schools" for a little more than a decade just before 1850 was paralleled by an interest in education shown by certain state legislatures. ⁸ Of course, the states had legal control ⁹ over the schools, by inference at least, from the establishment of the nation, but their powers of control over education were largely neglected or delegated until about 1880, with the exception of the decade just mentioned. Beginning about 1880, unification and control of the local school systems went steadily forward until the opening of the present century. Needs and desires that arose out of improved facilities in transportation and communication greatly accelerated this movement after 1900. In more recent years, a combination of factors, not the least of which is the demand for substantial or complete state support of education, have still further increased state participation in, and control over education.

7. E. P. Cubberley, Public School Administration, pp. 3-15. Boston: Houghton Mifflin Company, 1929.

F. P. Graves, The Administration of American Education, pp. 1-2. New York: The Macmillan Company, 1932.

Any standard history of education in the United States.

8. E. P. Cubberley, op. cit., p. 24. Any history of education.

9. E. P. Cubberley, op. cit., pp. 16-31.

F. P. Graves, op. cit., pp. 525-565.
Any standard history of education.

The development of state boards of education with organization, duties, and functions similar to those of city boards of education is tending to make permanent the gains already made by this movement. Although the functions and methods of control exercised by the states over education vary from state to state, their number and importance are generally on the increase.¹⁰ State supervision of high schools has long been one of the functions of state departments of education and state boards of education. The type of service rendered in this connection is changing, however, from that of prescribing and maintaining arbitrary "minimum standards" to practices more in keeping with modern cooperative supervision.¹¹ Some of the manuals for secondary schools, prepared by the state departments of education, are becoming "textbooks of suggestions" on best educational practices.

The Development of Accreditation Practices.- The system of approving high schools which met certain standards for the purpose of admitting their graduates to college on "certificate of graduation" or in some other favored manner was begun by the University of Michigan in 1871.¹² This movement which developed rapidly among

10. George D. Strayer, Jr., Centralizing Tendencies in American Education. New York: Bureau of Publication, Teachers College, Columbia University, 1934.

11. Comparison of recent publications with older ones of state departments of education.

12. University of Michigan, Annual Report of the Bureau of Cooperation with Educational Institutions, p. 8. Official Publication, Vol. XXXVIII. Ann Arbor, Michigan: The University, 1936.

the institutions of higher learning in Central United States was a direct outgrowth of dissatisfaction with the results of entrance examinations. Out of this movement grew the regional accrediting associations with representation from both institutions of higher learning and secondary schools. These associations have been a very important factor in the development of secondary education in the United States during the last quarter of a century. State departments of education usually have cooperated with these regional associations in accrediting the high schools of the various states. In addition, many states have their own systems of accrediting or approving the high schools of the state. During most of this time, both the state departments of education and the regional accrediting associations have made almost exclusive use of quantitative criteria in their work of accreditation.

Despite the good results of this type of accreditation, a combination of modern educational practices, especially those connected with provisions for individual differences, have led to increasing dissatisfaction with the methods that had been employed.¹³ As a result of the study by the North Central Association of the objections raised to the methods of accreditation it had been using, the methods of accrediting higher institutions of learning through use of quantitative criteria were changed to those making use of

13. Walter C. Eells, The Cooperative Study of Secondary School Standards. Washington, D. C.: The American Council on Education, 1936. Pp. 19.

qualitative criteria. Dr. Zook defined the policy as follows:

The fundamental basis of the new accrediting policy adopted by the North Central Association is that the qualities or characteristics of an effective college must be stated in general terms. Such criteria apply equally well to all types of institutions. They serve, indeed, as an ideal to be progressively attained. ¹⁴

In commenting further in regard to the situation as applied to the secondary schools, Dr. Zook said:

If the old standards for the higher institutions were wooden, those for the secondary schools are forged out of something more stiff and unbreakable. ¹⁵

The standardized test was one of the devices used in making the investigation leading to the above conclusions, and some proposed its use as one of the procedures for improving practices in accrediting high schools. Other investigations had also suggested the use of testing programs in connection with accreditation.

The Relation of Testing to Supervision in General.— Textbooks on supervision take the position that supervision is for the purpose of improving learning, and all textbooks on tests and measurements claim that to be one of the chief purposes of testing. Authorities on education are agreed that testing is one of the effective tools in any program of supervision. The position of "test-makers" and

14. George F. Zook, "Accreditation of Secondary Schools in the Light of the North Central Association Report," Educational Record, XVI (January, 1935), p. 74.

15. Ibid., p. 79.

authorities on testing is fairly well represented by the following:

The chief service of tests is their power to reveal the strengths and weaknesses of individual pupils or of the class as a whole. Their use must be followed by the next logical step, - the development of a constructive supervisory program. It is not enough that weaknesses be revealed. They must be corrected by the use of properly constructed remedial exercises based upon an adequate psychology of learning. 16

As was pointed out previously, textbooks on supervision devote many pages to the use of tests and measurements in programs of supervision. In any event, there is general agreement that testing should bear a close relationship to supervision.

The development of state-wide testing to a position of importance and influence; the development of enlarged and improved supervisory controls over secondary schools by state departments of education; the part taken by state departments of education in the steps being taken to improve methods of accreditation; and the acknowledged close relationship between testing and general supervisory practices led to consideration of the relationships that exist between present state-wide testing programs and the present practices of state agencies which supervise and accredit the high schools of the various states. A suggestion of the Research Division of the Ohio Scholarship Tests of a study of the relationship between the aims and objectives of its testing program to the aims and objectives of the Ohio High School Standards was directly responsible for the formulation of the problem as stated in the

16. H. A. Greene and A. N. Jorgensen, The Use and Interpretation of High School Tests, p. 13. New York: Longmans, Green and Company, 1936.

opening paragraph of this study. It is the hope of the writer and his counselors and advisers that the study may not only reveal the present practices but also be suggestive of better relationships.

Sources of Materials for the Study

On the General Setting.- Data supporting the points of view expressed in this thesis concerning such broad concepts as the function of supervision in formal education, the functions of examinations, and the types of examinations most widely used at present, were taken largely from textbooks, periodical literature, and research studies.

On State-wide Supervision.- Information in regard to state inspection, supervision, and accreditation of high schools came very largely from manuals, bulletins, and other materials issued by state departments of education, from direct correspondence with officials in these departments, and from a limited number of interviews.

A very brief questionnaire was sent to every state department of education asking concerning their practices in regard to inspection, supervision, and accreditation of the high schools of the state. Answers to this questionnaire, or letters received in this connection, were the sources of many of the data included in this phase of the study.

On State-wide Testing Programs. - Information concerning the nature of the state-wide testing programs, their uses, objectives, and sponsors was taken chiefly from the printed and mimeographed materials issued by the agencies conducting these programs. Some of the directors of these programs wrote letters which contained additional helpful information. In many cases, some official of the state department of education by direct communication or in other ways furnished much pertinent information. In fact, letters in regard to state testing programs were received from every state except three. These letters furnished most of the data presented on this subject from states that do not have state testing programs, and supplemented or confirmed the data gathered from printed sources in the states that do have such programs. Research studies which have grown directly out of the state testing programs furnished some data for this study.

A detailed study was made of the effects of the state-wide achievement testing program, known as the Ohio Scholarship Tests, on the secondary schools of Ohio. A questionnaire was sent to the administrators of three hundred Ohio school systems representing all types of high schools in all types of school districts found in this state. Answers to this questionnaire were an important source of data in regard to the uses which the high schools are making of the results of state-wide testing programs, and in regard to the opinions of field workers concerning the value of such programs.

On the Relation of State Supervision to State-wide Testing.-

All the sources consulted in regard to state supervision of high schools and state-wide testing programs were used in the search of data on the relationships that exist between them. An inquiry concerning this relationship was sent to each state department of education in the states having state-wide testing programs, and to some of the directors of such programs. Letters received in answer to this inquiry were the principal source of data in this phase of the study.

On Criticisms of the Programs in Both Fields.- Periodical literature; and communications from and interviews with workers connected with the various programs, officials in the state departments of education, college professors, and high school administrators were the sources for most of the criticisms included.

Such primary sources as test forms, scoring keys, forms for recording scores or other results, blanks used in inspection, reports of inspections, tabulations of data, and the like were used to a very limited extent. Research studies and less formal reports which make use of these primary data were consulted.

Methods and Techniques Employed in This Study

The Historical Method.- Many phases of the problem, such as, the reasons for the present practices in state inspection, supervision, and approval of high schools; and the development of present

state-wide testing programs; and the trends in the relationships of testing to supervision, required the use of the historical approach for their solution. Often only secondary sources of information were available for making these historical reviews. Bibliographical work in this part of the study was rather extensive.

The Survey Method.- Since this study deals with present practices and trends, the methods usually employed were of the survey type. Current literature describing practices in the fields under study was analyzed, and statements received from persons engaged in carrying on the various programs were evaluated. While very limited in number, personal interviews were quite helpful. Tabulations of the answers to the previously mentioned questionnaires were given considerable weight.

The basis for the conclusions of the study is to be found more largely in the analysis and evaluation of the data gathered from the manuals, bulletins, reports, and like materials issued by the agencies carrying on the work in the fields under consideration than in any other or all other procedures mentioned.

The Organization of the Study

From a preliminary consideration of the problem and the literature bearing upon it, the following outline of fields for study was developed:

1. A careful consideration of some of the more important studies found to have a bearing upon the problem.

2. A clear understanding of the relation of testing to supervision in modern general educational practices.

3. A comprehensive picture of the present practices in state supervision of high schools.

4. Because a study of the previous field had revealed the great importance of "state manuals for secondary schools" in state supervision, an analysis of one of the recent and more complete manuals of "high school standards".

5. A summary of all state-wide testing programs.

6. A detailed consideration of one of the widely used state-wide testing programs.

7. A summary of the direct and avowed relations of state-wide testing to state supervision of high schools.

8. A summary of the entire study, including indirect and implied relationships, together with suggestions for improvement in the relationships between state-wide testing and state supervision and accreditation of high schools.

Summary of Chapter I

This thesis attempts to find the relationships that exist between state-wide testing programs and the present practices of state agencies which have a part in supervising and accrediting the high schools of the various states. The reasons for selecting this field of study are to be found in several recent developments

which affect education on a state-wide basis and the apparent desirability of correlation among them. Some of these developments are: (1) the increasing number and importance of state-wide testing programs; (2) the increasing responsibility for and control over education by the various states; (3) the insistent demand for change in the procedures of accrediting high schools; and (4) the better understanding of the place and value of testing in an efficient program of supervision.

Materials for the study were found: (1) in textbooks, periodicals, and research studies dealing with supervision and testing; (2) in publications by state departments of education, bureaus of testing, and other interested agencies; (3) in direct communications from and interviews with persons who were connected with or interested in supervision and testing on a state-wide basis; and (4) in the answers to a few very brief questionnaires.

The methods employed were chiefly of the survey type, although the historical approach was used in certain phases of the study. In addition to revealing present relationships among the fields under consideration the study is expected to point toward better practices.

CHAPTER II

RELATED STUDIES

A canvass of the literature failed to reveal any study that dealt directly with the relation of state-wide testing programs to state supervision of high schools, and only a few that dealt with their relation to the accreditation of high schools. Some comprehensive studies ¹ of state programs of education, as well as many general studies in the fields of supervision and testing touch indirectly upon the problem under consideration in this thesis. However, only the more directly related studies on state supervision of high schools, accreditation procedures, and state-wide testing will be reviewed in this chapter.

State Supervision of High Schools

The National Survey of Secondary Education.- During the national survey of secondary education, a study was made of the work of the state departments of education in the fields of administration and supervision. This study revealed that

In all States the legislatures have placed on the State superintendent of public instruction, the State commissioner of education, or the high school inspector many duties that affect directly the work in public secondary education.... Because of the Smith-Hughes

1. E. Ellis, Evaluation of State Programs of Secondary Education. Paper. Nashville, Tennessee: Peabody Book Store, 1932.

Henry E. Schrammel, The Organization of State Departments of Education. Bureau of Educational Research, Ohio State University, Monograph No. 6. Columbus, Ohio: The University, 1926.

law, the various State offices in education supervise the activities associated with the fields of agriculture, industrial arts, and home economics in public schools more directly than in any of the other subject-matter fields.²

The fact that the word "supervisor" appears in a large majority of the titles of the staff members of state departments of education who in 1930 devoted all or a major part of their time to secondary education, indicates the importance which these departments attach to their supervisory activities. However, a listing of the duties of state high-school inspectors, supervisors, and visitors involved practically every possible educational function. From this study, it appears that, in many states, the state departments of education either deliberately avoid visiting the high schools in the larger cities or, on account of financial or other limitations, must leave the larger school systems very largely to their own devices.

Although the answers to an inquiry indicated that most of the state educational officers attempt to supervise instruction during their visits to high schools, the study as a whole indicated that their greatest services were rendered through indirect methods. There was general agreement that one of the primary functions of the state departments of education is to see that state standards are carefully worked out and rather rigidly maintained. It was further agreed that these procedures had brought about marked improvements in the high schools of the United States.

2. Fred Engelhardt, William H. Zeigel, Jr., and Roy O. Billett, Administration and Supervision, National Survey of Secondary Education, Monograph 11, Bulletin, 1932, No. 17, pp. 9-34. Washington, D. C.: United States Government Printing Office, 1933.

The conclusion of the study is as follows:

Funds made available to most State departments of education are limited and at best few States are in a position to hope ever to supervise in a direct manner the work in all the secondary schools of the State. It would seem that the greatest service can be rendered by indirect methods and through the leadership that may be exercised. The leadership in education that is needed is the one that will progressively stimulate professional advancement and improvement of the personnel employed in the schools. With better qualified teachers, principals, and other educational workers, there must be associated a freedom of initiative in order that intelligently planned variations may be applied to the standardized practices set up for the schools. Uniformity of practices and standardized efforts should be expected only when these practices have been demonstrated beyond doubt to be the most desirable and economical. Again, State leadership may bring about the desired results when it may serve to improve the school environment in which educational services are rendered. In other words, the schools must not only be manned by a competent educational personnel, but the schools of a State must also permit the professionally qualified worker reasonable freedom to innovate.

From the above conclusion, it is evident that as early as 1930 the leaders in secondary education began to look upon the duties of the supervisory officers of the state departments of education as being in the fields of professional leadership and educational encouragement to local school officials. While the study revealed that state school officials still considered the preparation of curriculums and courses of study, the preparation and maintenance of standards, and careful administration of details as their most valuable services to the secondary schools, it indicated that the more progressive among them were turning in practice toward the more democratic and cooperative methods appearing in secondary education.

In an address delivered in 1934, one of the Ohio state supervisors said: "The chief responsibility of a (state) high-school supervisor is to work with educational officials and civic groups in establishing functional programs of study." ³

Accreditation Procedures

Although the first of the regional associations of colleges and secondary schools was established in 1885, ⁴ it was not until about 1905 ⁵ that these associations became interested in the practice of setting up standards which should be operative throughout the various regions. Since various universities in the north-central section of the United States had as individuals and as groups been accrediting the high schools of their territories, it was quite normal that the North Central Association should be the first to set up general accreditation procedures. The idea of setting up standards met with serious opposition in the North Central Association ⁶ and was never put into practice by the New England Association. ⁴

As was pointed out in Chapter I, the practice of accreditation grew largely out of the desire to avoid difficulties that had arisen

3. L. W. Reese, "Responsibility of the State High School Supervisor," High School Teacher, X (April, 1934), 102.

4. Department of Superintendence, Seventh Yearbook, The Articulation of the Units of American Education, p. 243. Washington, D. C.: The Department, 1929.

5. W. A. Jessup, "Standardization and Accreditation," North Central Association Quarterly, VII (December, 1932), 265-9.

6. J. E. Grinnell, "The Rise of the North Central Association - Part IV," North Central Association Quarterly, X (January, 1936), 365-82.

in connection with the college entrance examinations. Parallel with the development of accreditation was the development of procedures for the improvement of college entrance examinations, such as, the establishment of the College Entrance Examination Board.⁷

Despite the efforts to improve examination procedures for admission to college, the practices of accrediting high schools for the purpose of admitting their graduates to the universities increased. The standardization practices of the regional associations and the state departments of education were one of the most potent factors in the advancement of secondary education during the first twenty-five years of the present century. With the preparation and enforcement of standards for the high schools came a similar movement for the institutions of higher learning. Definite standards were set up in order that the better institutions might be protected in their competition with institutions which did not always maintain the highest and most ethical standards. This movement probably contributed as much to raising the level of the higher institutions as it did to the improvement of secondary education.

The fixing of definite standards, applicable to all alike, was not conducive to experimentation and the development of initiative. Certain leading educators opposed the movement in the beginning and continued to oppose it throughout its development. Many more joined

7. I. L. Kandel, Examinations and Their Substitutes in the United States. Bulletin Number Twenty-eight, The Carnegie Foundation for the Advancement of Teaching, pp. 43-57. New York: The Foundation, 1937.

the opposition as the scientific movement with its consideration for "individual differences" came more and more to affect education. Beginning about 1930, the opposition to "standardization" as applied in accreditation procedures began to make itself felt in both the fields of secondary and higher education. It first took definite form, however, in the field of higher education.

Higher Institutions.- In the years just preceding 1931 complaints about "arbitrary standards" and criticisms of accrediting practices were heard at every meeting of the North Central Association of Colleges and Secondary Schools.⁸ These criticisms finally led to the appointment of a committee on revision of standards for higher institutions in the Association. This committee headed by G. F. Zook and supported financially not only by the Association but by a substantial gift from the General Education Board undertook a study of sufficient scope to furnish a basis for an entirely new accrediting program.⁹ This study involved the study of fifty-seven cooperating institutions and led to the adoption of a new program for the accrediting of higher institutions of learning by the North Central Association at its annual meeting in April, 1934.

8. See volumes IV, V, and VI of the North Central Association Quarterly.

S. P. Capen, "The Principles Which Should Govern Standards and Accrediting Practices," Educational Record, XII (April, 1931), 93.

9. See volumes VII, VIII, and IX of the North Central Association Quarterly.

H. M. Doult, "A New Conception of Accrediting Standards," School and Society, XXXIX (June 23, 1934) 818-20.

The new program of accreditation involved the use of qualitative rather than quantitative criteria. Stating the qualities or features of a satisfactory institution of higher learning in terms of general principles rather than in the form of arbitrary evaluative criteria is the fundamental basis of this new accrediting policy.¹⁰ The new criteria are not fixed standards but statements of principles which are alive and developing. They are concerned with the motive and spirit of each school. The North Central Association is made less of a judge and more of a creator, and is committed to a policy of continuous revision of its criteria for accreditation.

In his report, Douth says:

This new concept of accreditation discards all minimal standards and judges institutions in the light of their own objectives and in terms of those characteristics which this study has shown to be indices of excellence.

Instead of attempting to force all institutions into a common mold, the new plan allows each institution to develop its program in terms of its own objectives.¹¹

The seventh and final volume of the report of the committee which made this study was finished in July, 1937. Dr. Zook, in his final statement to the Association concerning the study and the new accrediting policy which had come out of it, seemed to feel that

10. Reports and discussions in volume IX of the North Central Association Quarterly.

11. H. M. Douth, op. cit., p. 819.

the new procedures were working even better than the committee had anticipated but regretted the fact that his colleagues still used the word "standards". He said, in part:

We decided that we could get away from the matter of standards on a mechanical basis, and particularly on a quantitative basis, and try to set up what we spoke of as criteria of excellence, which would be defined in terms of quality alone.... We tried to get away from the use of the word "standards" altogether. ¹²

In making the study for the revision of the standards for higher institutions, the committee from the North Central Association did make use of a testing program. ¹³ The committee took the ground, that "The first indispensable need in connection with improved accrediting procedures is accurate and comprehensive information about the institution." ¹⁴ As the new accrediting policy is working out in practice, however, it seems that this stand involves extensive and intensive personal inspection far more than it does testing. The result of this study so far as the relation of testing to accreditation is concerned was expressed by Dr. Zook as follows:

I wish merely to hazard the guess that the Association itself should not engage in a comprehensive testing program in institutions which are applying for accrediting. It may, however, properly expect an institution to show that it has an active testing program and to make the results available. ¹⁵

12. G. F. Zook, quoted in editorial comments, North Central Association Quarterly, XII (October, 1937), 169-171.

13. G. F. Zook, "Work of the Committee on the Revision of Standards for Higher Institutions in the Association," North Central Association Quarterly, VII (December, 1932), 291-5.

14. _____, "Some Issues Involved in the Revision of Standards and Accrediting Procedures," North Central Association Quarterly, VIII (September, 1933), 236-47.

15. Ibid., pp. 239-40.

The Secondary Field.- As was pointed out previously, the complaints concerning "arbitrary standards" and the criticisms of accrediting procedures were just as acute in the field of secondary education as they were in higher education. In fact, certain studies concerning accreditation got under way in the secondary field before this one just reviewed in the field of higher education.

The relation of the results obtained in state-wide testing to the ratings of accrediting associations in a sampling of Indiana high schools was the subject of a series of studies at Purdue University in 1930-1932. The examinations used in this state-wide testing were provided by the State High School Testing Service, a cooperative project of the four state institutions of higher learning in Indiana. They were based upon the state courses of study; prepared cooperatively by subject-matter experts in high schools and colleges; and evaluated by groups of Indiana high school teachers who were teaching the subjects which they evaluated. The ratings considered were those regularly given by the Indiana high school accrediting agencies and by the North Central Association.

A question of the validity of procedures used in accrediting high schools was raised as follows:

A further consideration of vast importance arises concerning the validity of present accrediting procedures for high schools. These have to do with such things as professional preparation of teachers, teaching load relative to number of students and of subjects taught per teacher, the length of the school year, physical and library equipment, etc. No doubt these and similar criteria furnish the basis for genuine discrimination among the high schools as to

the quality of educational program. They all, however, are concerned with what goes into the process, and not with what comes out, what changes have actually been produced in the students. The present study clearly shows that the end product varies enormously for high schools that are theoretically equal before the accrediting agencies. It may never be possible to replace entirely by the criterion of measured achievement the criteria now used... I do, however, wish to reiterate with all possible emphasis that the present study very sharply raises the issue that must be met. ¹⁶

The relation of the results obtained by testing to the ratings given by accrediting associations was discussed in a further study, in which some of the conclusions were as follows:

The object (of the study) was to question the validity of the criteria and procedures of any accrediting agency whose standards emphasize the conditions of instruction rather than the outcomes of the learning process

Since the aim of the school is educational achievement, it seems that measured achievement should be the ultimate or basal criterion for the evaluation of the school. ¹⁷

This series of studies raised the further question as to whether the accrediting of institutions as such is worth while. It was, of course, not the first time this question had been raised, but it was rather graphically put as follows:

However, it may be that high schools as such are not measurable for the purpose of accrediting and as a consequence some other plan of accrediting may be required.

In view of the data presented, and further in view of the abundant data on individual differences on all measured traits or characteristics, it is pertinent to raise the question of whether

16. H. H. Remmers, The Achievement of Our High Schools - Results of the State High School Testing Program, 1930-1931. Studies in Higher Education XVIII. Bulletin of Purdue University, Vol. XXXII, No. 2. Lafayette, Indiana: Purdue University, 1931. Pp. 30.

17. H. H. Remmers and O. C. Trimble, The Validity of the Indiana High School Accrediting Criteria. Studies in Higher Education XX. Bulletin of Purdue University, Vol. XXXIII, No. 2. Lafayette, Indiana: The University, 1932. Pp. 20.

accrediting should be that of schools or whether it should be that of accrediting individual students in terms of measured educational outcomes.¹⁸

The conclusions¹⁹ reached in this series of studies indicate that there was very little correlation between the educational achievement in these high schools, as measured by the tests given, and their ratings by the accrediting agencies; and that the objective test is a more valid and reliable criterion for measuring the high school than is the usual arbitrarily defined "standard".

Jessup²⁰ reported very similar findings in a study by the University of Iowa of the results obtained from achievement tests in fourteen high school subjects given in nearly four hundred high schools enrolling more than 60,000 pupils. He concluded his address to the members of the North Central Association by saying:

Hail the day when this Association becomes so permeated with the spirit of doubt as to current procedure that it will recognize more fully the educational knowledge which we now have of the conditions under which students learn...

Let the shackles of conventional and arbitrary standards be loosened in order to free the spirit of actual accomplishment on higher levels!

18. O. C. Trimble and H. H. Remmers, Measures of Educational Outcomes Versus Standards of Institutional Machinery as High School Accrediting Criteria. Studies in Higher Education XXII. Bulletin of Purdue University, Vol. XXXIII, No. 7. Lafayette, Indiana: The University, 1933. Pp. 37.

19. O. C. Trimble, A Comparison of Two Methods of Measuring the High School. Educational Reference Circular III. Bulletin of Purdue University, Vol. XXXIII, No. 9. Lafayette, Indiana: The University, 1933. Pp. 16.

20. W. A. Jessup, op. cit., p. 269.

Conclusions drawn from both the Indiana and Iowa studies supported the growing movement of dissatisfaction with the traditional methods of accreditation. Many of the men who had had long experience in accrediting high schools began to consider the use of testing programs in their work, as exemplified by the following statement: ²¹

There is plenty of evidence to show that colleges should select students by other methods that are more effective than that of admission in terms of certain patterns of units. I refer to the use of scholarship tests, measures of ability, and records made in high schools in a variety of fields of work.

Remedies for the faults found in the accrediting procedures at the secondary level were sought in many quarters. The case for those who would substitute accreditation of individuals for institutional accreditation was well summed up by Frank L. McVey in an article in the January, 1933 number of the Educational Record. He makes a very strong case for this type of procedure. ²² Dr. Zook continued to stand for institutional accreditation and stated his position as to the relation of such procedure to individual accreditation in the following manner: ²³

I refer to the development of the testing and personnel movements which it is said substitute the accrediting of students as individuals for the accrediting of institutions. Such an

21. J. B. Edmondson, "The Relation of Regional Accrediting Agencies to Secondary Education During This Crisis," Proceedings of the Seventeenth Annual Meeting of the Department of Secondary-School Principals of the N. E. A., February 27- March 1, 1933.

22. Frank L. McVey, "Individual Versus Institutional Accreditation," Educational Record, XIV (January, 1933), 63-73.

23. G. F. Zook, "Accrediting Schools and Colleges," Educational Record, XV (January, 1934), 10-26.

argument seems very intriguing at first but I am convinced that conclusions much too far reaching in character have been drawn from the studies which have been made.... I trust, therefore, that you will join me in regarding the accrediting of students through the testing and personnel movements not as a substitute for the accrediting of schools and colleges but as a supplement to it. Both are extremely valuable and important social devices operating for essentially different though supplementary purposes.

Yawkey ²⁴ reviewed the studies that had been made of accrediting practices and came to the following conclusion:

Although it is contended by many that revisions, substitutions, or supplementary criteria are needed, yet a less radical conclusion would be that, in the light of the present studies, more thorough testing of our present standards is greatly needed. At the present time the North Central Association is in the midst of a large scale study of the standards of college accreditation. A similar study applied to secondary schools to determine the extent to which each standard tends to make the school concerned a better and more desirable school, such as is now being undertaken, should prove of great value to secondary education.

The increasing dissatisfaction with traditional standards of accreditation and their administration led to the organization of a far more comprehensive study in the field of secondary education than the one suggested in the above quotation. This study known as "The Cooperative Study of Secondary School Standards" ²⁵ was formally organized in the summer of 1933. It now functions through delegated representatives from the six regional associations of colleges and

24. J. V. Yawkey, "The Validity of Regional Accrediting Standards for Secondary Schools," North Central Association Quarterly, VIII (April, 1933), 495-501.

25. Walter C. Eells, The Cooperative Study of Secondary School Standards. Washington, D. C.: The American Council on Education, 1936. Pp. 19.

secondary schools in the United States. The objectives of the study were set forth by the committee in the form of questions, as follows:

1. What are the characteristics of a good secondary school?
2. What practicable means and methods may be employed to evaluate the effectiveness of a school in terms of its objectives?
3. By what means and processes does a good school develop into a better one?
4. How can regional associations stimulate secondary schools to continuous growth? ²⁶

So extensive is this cooperative study that although it has been in actual progress since 1933, and as such studies go is well financed, the committee does not expect to have it completed before May, 1938. Tentative standards were set up and administered as an experiment in two hundred carefully selected high schools of various sizes and different types in all parts of the country.

As a result of the progress of the study so far one of the members of the Administrative Committee reported the following:

The committee feels quite certain that when the study is completed that we will have a new set of standards or criteria and a new method of procedure to recommend which will in a measure swing from the wholly objective over to the subjective; from measuring the set-up in a school to evaluating the program and the outcome of the institution. ²⁷

26. Walter C. Eells, op. cit., p. 6.

27. Joseph Roemer, "National Cooperative Study of Secondary School Standards," Bulletin of the Department of Secondary-School Principals of the National Education Association, XXI (March, 1937), p. 17.

Another member of the Administrative Committee reported as follows:

American secondary schools need a service agency that will keep them constantly aware of the best practices. They need also the stimulating influence of cooperating with other schools in their own self-improvement. The process of standardization should be recognized, as a first step only, in a program of continuous stimulation. In a democracy a school should not be satisfied with being good, it should strive constantly to be better.²⁸

In 1934, David Segel, Educational Consultant and Specialist in Tests and Measurements, United States Office of Education, analyzed the relation of achievement test results in secondary schools to accreditation of secondary schools as revealed in the published studies and offered recommendations for re-direction of studies in this field.²⁹ He took issue with some of the findings of the Indiana studies and made recommendations on the relation of testing to accreditation which seem to have been followed fairly closely, so far, in the Cooperative Study of Secondary School Standards.

28. E. D. Grizzell, "The Cooperative Study of Secondary School Standards," North Central Association Quarterly, XII (July, 1937), 34-44.

29. David Segel, The Possibilities of Measurement as a Supplementary Device for the Accrediting of High Schools. United States Department of Interior, Office of Education, Circular No. 131. Washington, D. C.: Government Printing Office, 1934. Pp. 11

State-wide Testing Programs

The Segel Studies.- David Segel of the United States Office of Education has directed much research related to the testing phase of the present study. In 1933, he published a bulletin on National and State Cooperative High-School Testing Programs³⁰ which contains a careful review and evaluation of the state-wide testing programs in existence at that time.

In this bulletin he defined and traced the development of the cooperative testing movement, devoted a half-dozen pages to the national phases of the movement, and then used the rest of the bulletin for a careful state-by-state analysis of the state-wide testing programs. In summing up this analysis he found three types of state-wide testing programs: first, those that promote individual and school competition; second, those that consist of general scholastic aptitude testing for the benefit, in large part, of the cooperating colleges and universities; third, those whose general purpose has been that of supervision of high-school instruction, both as an inspectional service and for the direct improvement of instruction.

30. David Segel, National and State Cooperative High-School Testing Programs. United States Department of Interior, Office of Education, Bulletin, 1933, No. 9. Washington, D. C.: Government Printing Office, 1933. Pp. 47.

In the conclusions at the end of the study, Segel discussed the purposes of cooperative high-school testing programs under the following headings:

1. Motivation through competitive examinations in school subjects.
2. The emphasis of the tests upon reasoning rather than upon factual knowledge in a given field.
3. Testing for college entrance (immediate guidance).
4. Guidance.
5. Supervision and standardization of high schools by agencies outside the high school.

His summarizing statement was as follows:

Cooperative high-school testing programs are finding an important place in the modern educational scheme. Through testing programs a much better picture of the achievement and educational possibilities of the students is brought about than is otherwise possible. Although it may seem at first glance that there is a great variation in the kinds of cooperative testing programs, actually the differences are not fundamental except, perhaps, in the accuracy of the results obtained. The different programs represent different attacks on the problem. The ultimate possibilities in the different programs are much the same. All tests of subject matter, whether fairly specific or comprehensive, can be used for guidance, supervision, research, and motivation. It is suggested that the various possibilities be pointed out to high schools cooperating in such testing programs. ³¹

He suggested the following possibilities for improvements in the then existing programs: first, that even greater attention be given in the construction of achievement tests to the application of principles of reasoning rather than to mere factual knowledge; second, that the tests be given to all grades in the high school; third, that tests be so constructed as to be comparable from year to year; fourth, that the different regional cooperative testing

31. David Segel, op. cit., p. 38.

programs be equated; and fifth, that these programs should include, at least in their initial stages, all pupils in the subjects tested, or all pupils in a school if a general type of test, either mental or achievement, is being used.

In 1935, Segel published a bulletin on Elementary School Graduating Examinations,³² a type of state-wide testing which has been carried on for many years, is still widely used, and has been one of the important criteria for promotion to high school.

This study showed the changes which had occurred in the form and use of these examinations under the influence of the testing movement and the advancement in educational theory and practice. The findings of the study showed that twenty-one states at that time administered state-wide examinations at the end of the elementary period as an aid to determining eligibility for graduation, and that in sixteen other states, all or some of the counties administered such examinations on a county-wide basis.

Since this type of examination is connected with the selection of pupils for the secondary schools, recommendations concerning it are pertinent to the present study. Segel recommended, that "examinations which are used mainly to determine eligibility for graduation from the elementary school be discontinued." A further

32. David Segel, Elementary School Graduating Examinations. United States Department of Interior, Office of Education, Bulletin, 1935, No. 16. Washington, D. C.: Government Printing Office, 1936. Pp. 64.

recommendation of interest to the present study was, that the rural teachers give and score tests cooperatively under the direction of the county superintendent of schools and the state department of education, and that the county superintendent use the results in a program of supervision of instruction.

In 1936, Segel and J. M. Lee issued a bulletin on Testing Practices of High-School Teachers³³ in which they discussed the amount, types, and purposes of testing by high school teachers.

The Douglass Study.- By the analysis of letters received, in answer to an inquiry, from a long list of college and high school teachers and administrators, Harl R. Douglass³⁴ attempted to find the effects of state and national testing on the secondary school. In summarizing the study, he made a forceful attack on cooperative testing both on the state-wide and on the national basis. He criticized the then existent state-wide achievement testing programs and was especially and particularly critical of the nation-wide project promoted by the American Council on Education.

In this connection he took the position, that

... admitting to college by certificate promised to be the charter of liberty for secondary education. Recent developments indicate that, before the high school has really had time to employ

33. David Segel and J. M. Lee, Testing Practices of High-School Teachers. United States Department of Interior, Office of Education, Bulletin, 1936, No. 9. Washington, D. C.: Government Printing Office, 1936. Pp. 42.

34. Harl R. Douglass, "The Effects of State and National Testing on the Secondary School," School Review, XLII (September, 1934), 497-509.

its recently acquired semi-freedom in the evolution of a superior program of education in its broadest and truest sense, the school-master contingent in the colleges is attempting to mount to the saddle again via the testing route.³⁵

He reviewed the reported advantages of state-wide and other cooperative achievement testing and argued that each of the supposed advantages turns out to be a disadvantage. As support for his position he outlined the results of a study, opening with the following paragraph:

Just how unanimous this feeling of distrust of state-wide programs of achievement-testing may be among the leaders in secondary education and educational philosophy is a matter which no doubt is of considerable interest to all concerned with such programs, regardless of their opinions of values and dangers. C. W. Boardman and the writer of this article, both professors of secondary education at the University of Minnesota, independently and without the knowledge that the other was so doing, requested opinions on state-wide testing programs from a number of men whose reputation for leadership and clear thinking on educational problems, particularly as related to secondary education, have become rather generally accepted. These requests were carefully worded in order to give no indication of any attitude which the writers had toward annual testing programs. Replies were received from all but three of the thirty-four men to whom the request was addressed. Six were found to be favorable to state-wide testing (all with reservations with respect to the types of tests and plans of administration), and five were non-committal, evasive, or neutral. The other twenty were definitely either opposed to, or distrustful of such testing programs.³⁶

He then quoted at length from letters received from the men opposed to or distrustful of such testing programs. After citing these opinions, he went on to say:

35. Harl R. Douglass, op. cit., p. 499.

36. Ibid., pp. 502-3.

A similar letter was addressed to thirty representative school administrators in Kansas and Iowa, states in which state-wide testing programs have for some time been sponsored by institutions of higher education. Of twenty-eight replies received, eight were clearly favorable to the programs, four expressed mixed or non-committal attitudes, and sixteen respondents were opposed to state-wide testing or were fearful of serious dangers.³⁷

Douglass summarized the findings and stated his position as follows:

Were the advantages of state-wide testing much greater than they are, were those of doubtful existence truly real, were the large majority of teachers and administrators in favor of the program -- were all these things true, there would still remain one objection which would more than outweigh all those considerations, namely, the certain direction of teaching and learning effort toward measurable factual outcomes of teaching and away from the relatively immeasurable outcomes -- ideals, attitudes, interests, and tastes. In addition to this criticism, the following considerations may be charged to the debit of state-wide testing: (1) the overemphasis on traditional subject matter as compared with the emphasis given newer materials more accurately related to modern needs; (2) the secondary school's surrender of independence in determining its curriculum to an external body, the test-makers; and (3) the discouragement of experimentation, progress, or other deviation from the standardized norms of instruction set by the tests.³⁸

Several articles dealing with this subject and reports of studies in this field appeared following the Douglass study. A few of them have been selected for presentation in the present study.

The Woody Symposium.— Clifford Woody assembled and summarized the opinions of many authorities on "the effects of measurement on instruction".³⁹ Some of the contributions to this symposium bear directly upon cooperative testing and all have a significant

37. Harl R. Douglass, op. cit., pp. 506-7.

38. Ibid., p. 509.

39. Clifford Woody and Others, "A Symposium on the Effects of Measurement on Instruction," Journal of Educational Research, XXVIII (March, 1935), 481-527.

indirect relation, at least, to it. The following are some of the more significant statements from various participants in the symposium:

... the problem before the educationalist to-day is not that of eliminating measurement but that of developing better instruments of measurement and making those who use measurement more intelligent in its use. (Barr)

The roots of many, if not most, of the newer developments in education may be traced to the measurement movement.... To limit measurement efforts to certain aspects of the total teaching result only is to increase the uncertainty of the whole outcome.... The ultimate effect of the measurement movement so far as observable has been to turn the educational searchlight with increasing intensity upon objectives, methods, and curriculum content, thereby forcing their re-examination, evaluation, and reorganization in terms of more clearly conceived educational and social purposes and more scientifically chosen procedures. (Theisen)

All in all it would seem that instruction and measurement should go hand in hand. Measurement divorced from instructional improvement is largely a waste of effort, but instruction without measurement can hardly hope to satisfactorily realize goals of achievement. (Keeler)

Achievement examinations have a desirable influence on instruction in that they demand that an objective of instruction be stated in terms of student response.... The contention that tests do not measure "higher values" is a negligible one. If higher values can be agreed upon and can be stated in terms of definite procedures, they can be measured.... Tests are not static things. They are changing and improving and they will doubtless continue to reflect the actual classroom procedures. (Stalnaker and Richardson)

If continued efforts toward improvement are aided by constructive and discriminating criticisms, the cooperative testing program should eventually become a permanent and valuable addition to our whole system of public education. (Lindquist)

Woody summarized the opinions expressed in the symposium and stated his position under the following headings:

1. All authors recognize the positive potential contributions of measurement as a means for the improvement of instruction.

2. All seem to agree that the objections to measurement arise from faulty techniques of test construction, faulty selections of content, and faulty interpretations of results.

3. The authors also seem to agree that the abuses and misuses of measurement present a challenge for improvement in the field rather than abandonment of measurement.

4. Most of the participants in this symposium pointed out the need for development of instruments of measurements for subtle and dynamic qualities such as initiative, cooperation, methods of work, methods of thinking, appreciations, and attitudes or emotional effects.

5. The contributors implied, if they did not implicitly state, that the various types of measurement must be evaluated in terms of the purposes for which they are designed.

6. The authors seem to imply that values emphasized in the tests must change from time to time and must be consistent with the essential values of the educational process.

The Williamson Answer.- In an article entitled "The Cooperative Guidance Movement,"⁴⁰ E. G. Williamson, also from the University of Minnesota, answered the Douglass article by quoting authorities in the field and by pointing out situations in refutation to every point raised in the Douglass study. In regard to the cooperative testing program of the American Council on Education, he said:

The most helpful movement, from the writer's point of view, for the continued development of such a program of guidance is found in the work of the Committee on Educational Testing and the Co-operative Test Service of the American Council on Education. The co-operative guidance program recommended by these agencies calls for the use of standardized achievement tests as a means of improving the diagnostic part of the guidance process. These tests are not proposed as a refined method for failing pupils nor even for selecting the best pupils for college work. Neither are these tests recommended for the purpose of evaluating high-school teaching. The sole objective is to assist teachers in their attempts to determine the educational possibilities of each pupil and to adjust the curriculum to those possibilities.

40. E. G. Williamson, "The Co-operative Guidance Movement," School Review, XLIII (April, 1935), 273-80.

After consideration of problems similar to the ones raised in the previous study, Williamson came to the following conclusion:

Schoolmen then may see the contributions of the test-makers to the continuous process of educating pupils and to the razing of the artificial barriers between high schools, colleges, and trade schools. The needs of the individual in society then become the guiding force in education. ⁴¹

A School Review Editorial.- In an editorial entitled "The Pros and Cons of Co-operative Testing," ⁴² the School Review, which had carried the Douglass article, commented upon the many letters received concerning the Douglass study, and commended the Williamson article which it was carrying in that issue. The conclusion of the editorial was, that "Notwithstanding remonstrance from some quarters, co-operative testing is almost certain to be continued and extended."

The Stewart Study.- The cooperative achievement test of the "contest" type has probably struck more fire than any other of the cooperative tests. A. W. Stewart ⁴³ made a study of the effects that an Ohio District-State Scholarship Test, which is an achievement test of the contest type, had upon the winners in the contest. In this he sent a questionnaire to 137 schools which had had winners in this contest to ascertain the opinions of teachers and principals as to the effects of the contest in respect to the various points which had been raised in the Douglass study.

41. E. G. Williamson, op. cit., p. 280.

42. "The Pros and Cons of Co-operative Testing," School Review, XLIII (April, 1935), 248-51.

43. A. W. Stewart, "The Effects of State Scholarship Tests," High School Teacher, XI (March, 1935), 78 ff.

The conclusion of the report of the Stewart study was as follows:

If the responses of these teachers and principals are to be accepted as valid, there is certainly no evidence that the District Scholarship Tests in Ohio are a hindrance to progressive educational practice. On the contrary, there is support for the conclusion that they select as winners students who have a wholesome and functional attitude toward subject matter and, that the tests tend to encourage rather than discourage this attitude. It may be also inferred from data that the test attracts a group of students who are considerably above the average in the matter of leadership and participation in social and other extra-curricular activities, and that the testing program has little effect upon such participation. Finally, it is difficult to find any evidence in this study to support the statements quoted from Professor Douglass' article. This study suggests, at least, that the evil effects of scholarly attainment as measured by carefully made objective tests, might easily be over-estimated. ⁴⁴

A National Inquiry Concerning the Use of Tests.- The Research Committee ⁴⁵ of the Illinois teacher training institutions sent an inquiry to each of the state departments of education to ascertain whether any state surveys had been made to determine the extent to which standardized achievement tests, the informal type of objective test, the essay type of examination, and the intelligence tests were used in the various states. The investigation revealed that no state had made a complete survey to determine these matters, but the replies received indicated that objective tests of a wide variety were used quite extensively in many states.

In summing up the study of the situation in Illinois, the report said:

44. A. W. Stewart, op. cit., p. 85.

45. "The Use of Objective Tests in the Illinois Schools," A Project of the Research Committee of the Illinois Teacher Training Institutions, School and Society, XLV (June 5, 1937), 781-84.

The information in this report shows very definitely that there is a need, not only on the part of the department of education and psychology, but also from the standpoint of the college faculty of practically all other departments to acquaint the students of a teachers college with some of the standardized achievement tests and the new type of objective examinations as they are used in the different subjects.

This study indicated that state departments of education do not have sufficient information concerning testing practices and the use of testing programs, and that teacher training institutions have not properly prepared prospective teachers in this field.

Research Growing Directly Out of State Testing Programs.-

Research connected with some of the state-wide testing programs is rather extensive. For example, several Masters' and a few Doctors' theses have been developed from the consideration of certain phases of the programs in Ohio and Iowa. While many of these studies contain material pertinent to the present study, none of those examined covered directly any phase of the relation of these programs to state supervision or accreditation of high schools.

Summary of Chapter II

This chapter gives brief consideration to the studies found to have direct relation to the subject of this thesis and to the more important studies indirectly related to it.

A canvass of the literature failed to reveal any study which dealt directly with the relation of state-wide testing programs to state supervision of high schools, and only a few that dealt with

their relation to accreditation. Several studies in both fields were found to be indirectly related to the subject in very significant ways.

A number of studies indicated that beginning shortly after 1900 and continuing for a quarter of a century the state departments of education and other agencies exerted a wide and beneficial influence over the secondary schools of the United States by the use of quantitative standards in accrediting these schools. Later studies indicated, however, that these accreditation practices were not consistent with the developing theories and practices in secondary education. Studies at Purdue University and the University of Iowa made in the early 1930's, which were more or less directly concerned with the relation of state-wide testing to accreditation procedures, found the objective test to be a more valid and reliable criterion for evaluating high schools than the usual arbitrarily defined "standard". These findings did not meet with general approval, however, and the continued and growing dissatisfaction with the existing accrediting procedures led to the nation-wide Cooperative Study of Secondary School Standards under the direction of the six regional accrediting associations.

The studies reviewed which concerned the effects and values of state-wide testing were quite contradictory in their findings. Some of these studies indicated that state-wide testing programs, especially those of the cooperative type, were finding an important place in the modern educational scheme, and that the results of such

testing had significant uses in guidance, motivation, supervision, and research. On the contrary, other studies listed among objections to this type of testing; (1) its certain direction of teaching and learning effort toward measurable factual outcomes of teaching; (2) its overemphasis on traditional subject matter; (3) the secondary school's surrender of independence in curricular matters; and (4) the discouragement of experimentation.

General literature in the field and at least one study indicate that state departments of education need more information concerning the testing programs, including state-wide testing, and their relation to the supervisory practices of these departments.

CHAPTER III

SUPERVISION AND TESTING IN MODERN EDUCATION

The Nature of Supervision

Definition.- Some concept of the nature and meaning of supervision is necessary before the use of measurement in such programs can be considered. In Webster's New International Dictionary, supervision is defined as the "act of overseeing; inspection with authority; superintendence; oversight". This definition must be qualified to meet the modern conception of supervision as used in education and illustrated by the definition given in the summary of the National Survey of Secondary Education.

Present practice suggests that an adequate conception of supervision includes every cooperative effort making directly for improved teaching and learning situations, whether the activity deals with the aims of education, with subject matter or content, with teaching procedures, with better adjustment of the teacher to his or her working environment, or with the evaluation of the supervisory activities themselves. ¹

It is generally agreed that the underlying purpose of supervision in any system of formal education is the improvement of the learning act.

Objectives of Supervision.- In a systematic analysis of the aims and activities of supervisors during the national survey of secondary education, the supervisory programs of thirty carefully

1. Leonard V. Koos and Staff, Summary. National Survey of Secondary Education, Monograph I, Bulletin, 1932, No. 17, p. 112. Washington, D. C.: United States Government Printing Office, 1934.

selected cities were studied intensively. The supervisors in each of these cities were asked, "What seem to you to be the outstanding elements of the supervisory program in your school?"² Since the four words - simplicity, informality, cooperation, and spirit - figure so prominently in the replies to the question, it is assumed that they must have a vital connection with practical supervision. This intensive study of the supervisory programs of these thirty cities confirmed but did not add to a careful analysis of the literature in the field which had revealed a total of sixty-three elements in a complete program of supervision. These sixty-three elements grouped themselves in six major divisions, namely: (1) helping to develop educational aims or objectives; (2) helping to develop subject matter or content, including pupils activities or experiences; (3) helping to develop teaching methods and procedures; (4) helping to adjust the teacher to the community; (5) helping to provide for the individual differences of teachers; and (6) helping to evaluate the supervisory program.³

Agents of Supervision.- This survey showed that supervision at the secondary level in the United States is carried on largely by the principals of the schools aided by such local officials as the heads of departments, special supervisors, and superintendents of schools.

2. Fred Engelhardt, William H. Zeigel, Jr., and Roy O. Billett, Administration and Supervision. National Survey of Secondary Education, Monograph 11, Bulletin, 1932, No. 17, p. 140. Washington, D. C.: United States Government Printing Office, 1933.

3. Ibid., pp. 145-154.

Supervision of high schools on a state-wide basis is largely a function of the state departments of education, although other outside agencies have in some cases been assigned or have officially assumed authority in this field. ⁴ Colleges and universities through research studies, teacher training programs, accrediting systems, and in other ways have had both a direct and an indirect part in the supervisory programs at the secondary level. The regional accrediting associations in their programs of accreditation have by the enforcement of standards set up; by visitation of schools in operation; and in other ways rendered supervisory services to the secondary schools. ⁵

Supervisory Activities of State Officers.- The National Survey of Secondary Education studied the supervisory activities of State officials under the following headings: (1) conducting surveys and investigations of secondary schools and their problems; (2) correspondence with schools; (3) preparation of curriculum materials and courses of study; (4) publishing bulletins dealing with administration, supervision, and teaching; (5) visitation and inspection of schools on request of local secondary schools; and (6) visitation and inspection of schools initiated by State department. The conclusion from this study was, that "Preparation of curriculums and courses of study for

4. Fred Engelhardt and Others, op. cit., p. 9.

5. David Segel, The Possibilities of Measurement As a Supplementary Device for the Accrediting of High Schools. Circular No. 131, Office of Education, p. 2. Washington, D. C.: United States Government Printing Office, 1934.

the secondary schools and visitation and inspection of the schools at the request of the schools appear to be the most valuable services according to the judgment of the state officials reporting." 6

Supervision of the high schools on a state-wide basis has been chiefly through visits for the purpose of accreditation and through the formation and interpretation of standards. Many state laws set up requirements for various types of high schools and charge the state departments of education with the duty of classifying the high schools. Most of the state departments of education have printed "standards" for the high schools of the state, and send out "supervisors", "directors", "inspectors", etc. to interpret these "standards"; to help high schools achieve under them; and to report their success or lack of it. The National Survey finds, that "The kind of influence exerted by the State departments of education on the public secondary schools of a State depends upon the degree to which standards are developed and maintained by these central offices." 7 State departments of education quite generally cooperate with the regional associations in their programs of accreditation.

Trends in State-wide Supervision.- In setting forth the purposes of The Cooperative Study of Secondary School Standards now being conducted by the six regional associations, W. C. Eells says:

6. Fred Engelhardt and Others, op. cit., p. 29.

7. Ibid., p. 31.

All who have had experience with accrediting organizations realize that they have been exceedingly valuable and that they have stimulated to a marked degree the improvement of secondary education in the United States during the past third of a century. Increasing experience with the standards as established and administered by these associations, however, has led to increasing dissatisfaction with them and to a growing conviction that extensive revision is necessary. The following are some of the outstanding limitations of accreditation procedures:

- a. They have tended to become mechanical rather than vital - to emphasize the shadow rather than substance - to stress the letter and overlook the spirit of education.
- b. They have tended to become rigid, lacking the desirable flexibility to make them suited to different types and sizes of schools with varied programs and objectives.
- c. They have tended to become deadening rather than stimulating - to encourage uniformity rather than diversity - to retard rather than to promote pioneering and adventurous experimentation.
- d. They have failed to take into account some of the modern viewpoints in education, particularly as concerns the marked individual differences which are known to exist among pupils and the desirability of developing educational programs to meet their individual needs.
- e. They have been narrowly academic rather than broadly comprehensive. They have been developed too much in terms of college entrance without sufficient attention to the needs of the many pupils who never will enter institutions of higher education.
- f. The standards and the methods by which they have been applied have been based on untested assumptions and opinions without sufficient evaluation by scientific procedures.⁸

Thus the six regional accrediting associations set forth their reasons for a long-time, extensive, intensive, and expensive study of the accrediting practices and their possibilities. Since State departments of education are cooperating widely in this study, and because many of them have indicated that revision of their "high school standards" will await the outcome of this study, it is proba-

8. Walter C. Bells, The Cooperative Study of Secondary School Standards, pp. 5-6. Washington, D. C.: The American Council on Education, 1936.

bly reasonable to infer that the statements quoted above evaluate, to a degree at least, the existing state-wide supervisory programs, and point the direction for their revision.

Evolution of Modern Testing Programs

The Importance of Examinations.- In any system of formal education, methods of evaluating its results are certain to develop. Aside from rather continuous observations and systematic recording of them, most methods of evaluation, whether they call for demonstration of skill, writing essays on topics, giving brief answers to objective-type tests, or demonstrating peculiar aptitudes or interests, may be placed under the general term "examination". Evaluation of the results of any system of education leads to improvements in that system as long as it is vital and developing. Whenever and wherever examinations are used as tools in the improvement of instruction or learning situations, they serve a most important purpose. Kandel in discussing the International Inquiry on Examinations, says "A study of the problems of examinations strikes at the very roots of education, whether considered from the cultural or from the social and political points of view."⁹

Early Examinations in the United States.- Examinations in early education in the United States consisted almost exclusively of oral responses to oral questions. In addition to examinations by school officials, teachers and tutors, the laws of Massachusetts and

9. I. L. Kandel, Examinations and Their Substitutes in the United States. Bulletin Number Twenty-eight, The Carnegie Foundation for the Advancement of Teaching, p. 4. New York: The Foundation, 1937.

other states prior to 1850, provided that ministers of the gospel, selectmen, and "visiting committees" should visit the schools "to examine the scholars in the particular branches which they are taught".¹⁰ In the secondary schools, the academies, and later the high schools, there developed a custom of holding public examinations either quarterly or annually. All oral examinations were time consuming, and public examinations were mere display. Kandel notes their passing in these words:

By the middle of the nineteenth century public examinations were generally held once a year and were more in the nature of public displays or exhibitions to show off brilliant pupils or to glorify the teachers. It was as a result of abuses to which such displays gave rise and of the criticisms which they prompted that written examinations began to be introduced and the public examination was replaced by graduation exercises and the distribution of diplomas to those who had passed a satisfactory examination conducted by the teachers.¹¹

While the oral examination is used to a limited extent in certain situations even to this day, it passed out as the "accepted and general mode" of examination in the secondary schools about the middle of the nineteenth century. Among the weaknesses which caused its passing were those of construction involving poor and inadequate "sampling"; those of administration including the consumption of an inordinate amount of time; those of evaluation which were highly subjective; and those of recording results which often involved memory on the part of the examiners.

Introduction of the Written Examination.-- In 1845, a committee on examinations for the Grammar Department of the schools of Boston

10. I. L. Kandel, op. cit., pp. 22-23.

11. Ibid., p. 24.

decided to introduce the use of written examinations. This committee set forth the purposes which inspired this innovation as follows:

It was our wish to have as fair an examination as possible; to give the same advantages to all; to prevent leading questions; to carry away, not loose notes, or vague remembrances of the examination, but positive information, in black and white; to ascertain with certainty what the scholars did not know, as well as what they did know; to test their readiness at expressing their ideas on paper; to have positive and undeniable evidence of their ability or inability to construct sentences grammatically, to punctuate them, and to spell the words. ¹²

Thus they defended their position by pointing out the merits of written examinations and inferring the weaknesses of oral examinations. Horace Mann was one of the early supporters of the system of written examinations, and in a way forecast standardized tests when he wrote, "We venture to predict, that the mode of examination, by printed questions and written answers will constitute a new era in the history of our schools." ¹³ The enthusiasm with which Mann welcomed written examinations was not shared by all his contemporaries, but it was great enough to lead shortly to its almost universal adoption as the principal method of evaluating formal school work.

Criticism of the Essay-type Examination.- The results of examinations, which had become so much more available with the introduction of the written form, were put to more and more uses as education developed and expanded. This was followed by a whole series of abuses, one of the worst being the use of examinations as

12. I. L. Kandel, op. cit., p. 25.

13. Horace Mann, "Comments on the Reports of the Examining Committee of the Boston Grammar and Writing Schools," The Common School Journal, VII (November 1, 1845), 330.

the sole basis for promotion. During the eighteen eighties and nineties much was written concerning "a system of strait jackets", bad study habits, mechanical and rote learning, cramming, "lockstep in education", and other abuses that had grown out of a too exclusive use of written examinations as measures of school accomplishments.¹⁴ All this criticism was for the most part based upon unsubstantiated opinion, and the defenders of the system had their opinions which they did not hesitate to state from platform and in the periodicals.

A more technical study of the controversy had to await the introduction of statistical methods in educational research, but there was one point at which this close-knit system of examinations broke down earlier. This was at the point of relationship between high schools and colleges where each college gave its own examinations for admission of students. The high schools claimed that they were unable to carry out their aims and purposes because of inflexible requirements for admission to colleges which differed from college to college. Due to these complaints, the system of inspecting and accrediting high schools for admission of their graduates gradually grew up, and with its development there came a gradual abolishment of entrance examinations. This system of accrediting high schools for admission of their graduates was adopted first at the University of Michigan in 1871.¹⁵

14. I. L. Kandel, op. cit., pp. 27-34.

15. University of Michigan, Annual Report of the Bureau of Cooperation with Educational Institutions, Official Publication, XXXVIII (September 26, 1936), p. 8. Ann Arbor, Michigan: The University, 1936.

Shortly after 1900, Cattell, Thorndike, and others began to apply statistical methods to the study of the results of examinations. These earlier studies dealt largely with the validity of examinations for selecting students for college. Investigations revealed that the results on entrance examinations did not correspond with success in college as measured by marks given by instructors. These revelations led to wide-spread reforms in examination systems, and to a more general acceptance of "certificates of graduation" in lieu of examinations for admission to colleges.

A little later, E. C. Elliott and Daniel Starch began a series of experiments to determine the range, variability, and reliability of marks given by teachers on examinations in the various school subjects. These investigations revealed such variations in marks on the same examination paper when graded by various competent teachers and by the same teacher at different times, that it cast suspicion on the fairness and adequacy of the whole examination system.¹⁶ Out of studies of this type, there came quite naturally a demand for the development of tests less dependent upon subjective judgment, and a realization that many uses for examinations were not well served by the results obtained from the essay-type.

Development of the Objective-type Tests.- Under the leadership of Thorndike and Terman, followed by a host of competent, scientifically trained men, the objective test, in the marking of which qualified persons always get the same results, was developed. Thus by the at-

16. I. L. Kandel, op. cit., pp. 61-66.

tainment of "objectivity", one of the marked weaknesses of the essay-type of examination was overcome. In the use of results of all types of examinations, comparison is an important feature. With the development of the essay-type of written examination there had developed a set of indefinite standards, and marking systems which were just as indefinite, in rating pupils and schools. Comparisons under such circumstances were very unreliable and almost useless. To meet this difficulty the concept of "norms" developed along with the objective-type test. This was followed by the construction and publication of almost countless "standardized" tests and, in turn, by many difficulties.

With the objective test movement there emerged a whole series of new tests, including the intelligence test, the objective achievement test both teacher-made and standardized, the aptitude test, the interest test, and the personality rating. In the enthusiasm which followed the introduction of the intelligence test and the standardized achievement test, a wide variety of abuses grew up, such as commercialization, generalizations not warranted by results, application in fields not suited to their use, testing without making use of the results, using test results to excuse rather than to improve poor teaching, and a host of others. Many of these abuses grew out of a limited view of the purposes of examination. The major purposes of testing at that time, which were a survival from the days of the exclusive use of subjective examinations, were the passing or failing of pupils, the admission to higher institutions of education and to the professions, and the maintenance of standards.

Objective tests were not well attuned, however, to this old set of purposes of examinations. Their use soon brought into question the validity of the revered concept of the "passing" mark. The use of the "admission examination" was already in question at the time of the introduction of the objective-type test, but its use helped to make clear the necessity for much more information for this purpose than any single examination or series of examinations could reveal. The day of standardization, however, came into its own with the introduction of objective tests. For a decade or so, it seemed that the whole purpose of education was to set standards, to enforce standards, and to raise standards. Further and more critical use of objective tests has revealed that this wave of standardization was based upon the naive and unwarranted assumption that all children are much alike. In fact, out of this more critical use of objective tests has come their greatest contribution to education, an aid to the realization of the range and variety of individual differences among pupils. In attempting to measure individual differences, however, it was found that the "norm" of the ordinary standardized test which must be developed under controlled conditions, at some time, and with certain groups was not very satisfactory. The conditions under which the "norms" were developed were often not applicable to the particular situation in which the test was to be used, any test that is standardized is no longer a "new test", time brings many changes, and the groups used in "standardizing" the test often differed markedly from the group which is being tested. On account of these and other

difficulties, some condemned the whole standardized testing movement, while others sought ways to improve this type of test. This thesis is largely concerned with one development in this field, the cooperative testing movement and its application to state programs of education.

The Modern Cooperative Test.- If "cooperative testing" is defined as a program of examining pupils from schools over a large area, at one time and under controlled conditions, for the benefit of the schools involved, then such testing has existed for a long time. The early programs of this type, which are best illustrated by the New York Regents Examinations and similar state testing, grew largely out of the desire on the part of state authorities to standardize and supervise their high schools. Without doubt such programs have served many good purposes, but their shortcomings have led to severe criticisms of them.

The newer type "cooperative test", while often confused with this older type, has developed out of an entirely different set of conditions. There has evolved a point of view in education which demands that each individual shall be developed to fit into the social pattern with full respect for his individual interests, needs, and abilities. At the same time, the application of intelligence tests and other techniques have revealed great differences for scholastic endeavors among pupils of the same age; and better methods of testing, as well as more scientific ways of expressing and recording results of tests and observations, have revealed great differences in educational achievements among pupils in the same grade. The significance

of these differences in capacities and achievements is immediately apparent when one considers the aim of education as set forth above; and the importance of being able to identify and measure them accurately is just as apparent.

Investigations over the years have revealed the unreliability of teacher judgment and essay-type tests for purposes of discrimination. The teacher-made objective test, while an improvement for this purpose over the older types of testing, is usually not very scientifically constructed and lacks norms which are so essential in the connection under consideration. The usual standardized test has norms which, under limitations cited above, serve the purpose of comparing a pupil's achievement with the achievement of others on that particular test, but do not allow for comparison with results obtained on other tests. Since it is the comparison of results attained from subject to subject, and from time to time, that permits a complete picture of the attainments and development of an individual, the desirability of an improved type of testing to supplement other methods of evaluation was evident.

The newer type of "cooperative testing" was developed to meet this demand. In this type of testing, groups of schools having similar objectives, similar curriculums, serving similar groups of pupils, and in other ways having a degree of homogeneity, agree to give the same test or tests at the same time and under the same conditions, to pupils having the same classification. The results of the testing are assembled and from them, norms and other pertinent data are compiled and returned immediately to the cooperating schools. In

some cases the schools cooperate in the building of the tests. Thus tests are selected or constructed which suit the needs of the immediate situation, norms are calculated and other data assembled from results of tests given the groups under consideration, at the very time they are to be used, and in the most skillfully prepared tests, direct comparisons of results from subject to subject, and from year to year, are possible.

Many of the present state-wide testing programs have some of the features of this more advanced type of cooperative testing. In any state, the pupils and the schools are likely to have a certain amount of homogeneity, and since most state-wide testing programs are set up so that schools enter them voluntarily, these programs offer very favorable opportunities for development of the "cooperative testing" principles. In some cases, teachers in the public schools and colleges of the state, the officials in charge of the program, and experts in testing procedure cooperate in the construction, administration, scoring, and interpretation of the tests. In other cases, cooperation is on a much more limited scale.¹⁷ Chapter IV of this thesis, which is devoted to consideration of the present practices in state-wide testing, gives a detailed account of this development.

A Complete Testing Program.- In a complete testing program for any school system, any or all of the tests mentioned as well as

17. Pamphlets published by various State testing bureaus.

others may have a place. Oral examination of a type is used in a great majority of the recitations in our secondary schools; the essay-type is still by far the most widely used written examination; the teacher-made objective test is increasing not only in popularity but also in usefulness; both the intelligence test and the standardized achievement test have become almost indispensable to many programs of modern education; and new as well as improved types of examinations are constantly appearing.

Any school system in considering a complete testing program will probably find place for "general scholastic aptitude" or intelligence tests, since a knowledge of the pupil's "capacity to learn" is an essential factor in planning for any type of instruction. It will find frequent need for the survey type of achievement test to reveal the stage of progress which the pupil has made in a subject or a series of subjects. It will need diagnostic tests which reveal particular weaknesses in definite and limited fields, or inventory tests which reveal the details already mastered in those definite and limited fields. It may have need for a number of special aptitude tests to determine the fitness of pupils for certain fields of activity or to predict the chance of success in particular subjects. Some of these may be of the teacher-made type, and other tests of the check-up and instructional type are certain to be constructed by the classroom teacher.

It is impossible, however, for a single classroom or a single school system to put on a complete and effective testing program.

The most effective use of test results in educational guidance and in school administration demands a high degree of comparability of test results from subject to subject and from year to year. The cooperative testing programs promise the most efficient and economical methods of solving many problems in this field, especially in the secondary schools where it is often difficult to find standardized tests of good quality.

Relation of Testing to Supervision

Purposes of Testing.- Among the uses for examinations, old and new, cited in the literature are: maintenance of standards; selection for admission to higher institutions of learning and to the professions; promotion, classification, marking, and grouping of pupils; diagnosis of learning difficulties; motivation of learning; stimulation for improvement in teaching; provision of a method of instruction; evaluation of teachers and teaching methods; evaluation of schools and colleges; determination of materials and activities for curriculum construction; accumulation of materials for research; and accumulation of data for educational guidance.

Testing has always been recognized as a valuable aid in any program of supervision. A review of the uses for examinations, such as listed above, will reveal how closely many of them are connected with a program of supervision. Results of tests of capacities and achievements furnish much definite information in regard to the base upon which a program of supervision may be built; tests of aptitudes

and interests point the direction for the program; and experimental research, which is the basis for many progressive steps in supervision, is largely dependent upon tests for evaluation.

Opinions of Authorities.- Alberty and Thayer, in their textbook on supervision in the secondary schools, say "we have pointed out that an adequate testing program is essential to carrying out of the aims and functions of the school."¹⁸ Douglas and Boardman, in their text in the same field, claim that "Measurement has always been of fundamental importance to education."¹⁹ A committee appointed to study tests and measurements in the schools of Minnesota concluded that they should be used as a "supervisory procedure to measure what has been taught and spur the teacher and pupil to greater effort."²⁰ Cox and Langfitt in their textbook on administration and supervision discuss the uses of tests and measurements, in part, as follows:

... The supervisory uses of tests and measurements to direct the attention of teachers to the aptitudes and disabilities of individual pupils have far greater possibilities than have yet been frequently realized.

The supervisor who would exploit the positive educational possibilities of objective tests of any sort should direct the attention of himself and his colleagues to a search for the causes that might explain the standings of pupils for optimum advisement, grouping, promotions, transfers, and, occasionally, demotions of the pupils in the light of the determined causes. Remedial instruction for those who have marked special defects should be planned, partly, at least, in the light of an analysis of the test results.

18. H. B. Alberty and V. T. Thayer, Supervision in the Secondary School, p. 333. Boston: D. C. Heath, 1933.

19. H. R. Douglas and C. W. Boardman, Supervision in Secondary Schools, p. 371. Boston: Houghton Mifflin Company, 1934.

20. "Testing the School Pupil," Nation's Schools, XVII (April, 1936), 29.

Another supervisory value to be attained from the uses of achievement tests lies in the improvement of the written examinations both by increasing its objectivity and precision, and by examining its validity to see whether it measures what it is supposed to measure. What is rewarded is largely what is obtained. Hence, since high rating on tests is an important reward for children and for their teachers, it is of utmost importance that valid and precise tests be used.

During the past ten years there has been rapidly increasing emphasis on tests of character traits and of personality adjustments. The great promise that lies in this new emphasis is found in the redirection of the attention of the teachers toward outcomes that have true educational significance and away from the mere verbalisms and abstract skills which earlier tests measured.²¹

Quite generally writers in the field of supervision take the attitude, that "It is inconceivable, in the light of recent progress, that education should ever again be dominated by theories which are not supported by objective evidence."²² As was pointed out in Chapter I, the fact that recent textbooks on supervision devote so much space to the uses of tests and measurements attests the importance which authors in this field attach to the use of tests in supervision.

Recently the "test-makers" have emphasized the use of tests in the matter of guidance, and held as of secondary importance their uses in other supervisory procedures. In discussing the basic considerations in educational testing, Ben D. Wood said:

21. P. W. L. Cox and R. E. Langfitt, High School Administration and Supervision, pp. 605-6. New York: American Book Company, 1934.

22. J. H. Williams, "Some Results of the Testing Movement," Education, LIII (March, 1933), 420.

The highest rule of measurement in education is in the major strategy of educational guidance, not in the minor tactics of the classroom; rather it is in the prophecy of long-term provisional goals for individual pupils, and the progressive modification of those goals in accordance with cumulative evidences of growth and of needs, intellectual, personal, and social. The legitimate usefulness of tests in diagnostic and remedial work is well established and universally recognized; but in so far as the use of tests for remedial treatment runs counter to the long-time guidance of pupils, it is not to be accepted as unmixed blessing.... It is true at least that remedial measures are all too often used to enforce requirements regarding curricula and standards preconceived as suitable but which in some instances are wholly alien to the capacities and needs of the individual children, the supposed beneficiaries of the remedial treatment.

... Tests should first of all tell us what the pupil should try to learn -- and not how he may be cajoled, persuaded, or insidiously coerced into learning item x in the standard curriculum for grade n.²³

In discussing the major uses of results of cooperative testing, E. F. Lindquist²⁴ took the position, that

The most important of these are in educational guidance, in the evaluation of instruction, and as a general incentive toward improved teaching and learning.

... To be of greatest value, the information gathered for each student must be available at all times to those working with him. This fact points to the need for a complete cumulative record for each individual, including all valuable details of his school history from the time he enters the elementary school until he graduates from high school....

If the results are properly entered on his cumulative record, the Cooperative tests, administered to the same student year after year, as he moves through the high school and college, can provide an unusually comprehensive, reliable, and detailed picture of his achievements and abilities.

23. Ben D. Wood, Basic Considerations in Educational Testing, p. 9. New York: The Author, Columbia University, 1933.

24. The Cooperative Test Service, The Cooperative Achievement Tests, A Handbook Describing their Purpose, Content, and Interpretation, pp. 8-12. New York: The American Council on Education, 1936.

After citing many concrete situations as illustrations of the ways in which test results may be used for purposes of guidance, Lindquist continued:

In summarizing the use of tests in educational guidance it seems important to emphasize not only the increased accuracy and efficiency with which certain types of information can be obtained by the use of objective tests, but also the much more significant fact that some kinds of information are almost impossible to obtain in any other way.... Measurement of growth and progress can be accurately accomplished only by the use of objective tests.

... (but,) data of the type yielded by these tests must be supplemented by every bit of additional information that can be collected. Only by the use of all available facts will the teacher and administrator be able to solve any of these major problems, and under even such ideal circumstances the difficulties sometimes evade solution.

After discussing the use of tests in "the evaluation of instruction" and as "a general incentive toward improved teaching" with especial emphasis on the dangers of such uses, he concluded the entire discussion as follows:

The real goal of the teacher should always be that of helping his pupils to learn what is best for them in the light of their individual capacities, interests, and present educational development. If this goal is achieved, the test results will take care of themselves. Results of the kind secured from these tests can prove extremely valuable to the teacher in reaching this goal by helping him to discover more quickly and reliably what are the capacities, aptitudes, and past achievements of his pupils. At all times, the tests must be considered as means to an end, and not as ends in themselves.

Thus it would seem that the specialists in testing and the authorities on supervision have much the same attitude toward the relation of testing to supervision.

Attitude of Schools.- Yet schools have been peculiarly slow in giving tests any comprehensive place in their programs of supervision. After an exhaustive study of the elements most frequently

recognized as goals of supervision in 1930-31, it was reported in the National Survey of Secondary Education, that "measurement by means of tests is conspicuously not a common aim of the supervisors studied."²⁵ However, after a careful analysis of the replies from supervisors who did use tests in their programs, the value of tests in a program of supervision was pointed out in this same Survey in the following statement:

Thus it appears that, although few supervisors are using tests as means of evaluation, nevertheless a large majority of those employing them estimate the results as very successful.²⁶

William McAndrew in a recent editorial entitled "Supervisory Failure" pointed out that "one of the strange characteristics of school management is its slowness to take advantage of improved measurements.... Educational literature is full of examples of examinations efficiently educative."²⁷

Testing and Guidance.- Although the range and variety of individual differences among pupils are beginning to be recognized by the rank and file of teachers, and the importance of adapting instruction to individual pupil needs is dawning upon them, school systems in general have done very little toward determining definitely just

25. Fred Engelhardt, William H. Zeigel, Jr., and Roy O. Billett, Administration and Supervision, National Survey of Secondary Education, Monograph 11, Bulletin, 1932, No. 17, p. 154. Washington, D. C.: United States Government Printing Office, 1933.

26. Ibid., p. 163.

27. William McAndrew, "Supervisory Failure," School and Society, XLV (June 5, 1937), 787.

what differences exist, and less toward providing for those known to exist. It is at this point of determining individual interests and aptitudes, capacities and achievements that the supervisor can be of the greatest assistance to the teacher, and it is at this point that he can make best use of tests or of the results of a comprehensive testing program. It must be remembered, however, that testing is only a tool, one of the tools, in a guidance program.

After discussing his belief in the value of examinations, Kandel says:

We as a nation are somewhat given to the acceptance of immediate, ready-made, mechanical solutions in education as in other aspects of life. Educational problems cannot be solved in this way.... The task of finding the right education for the right individual does not end with the construction of reliable tests. Objective tests are not synonymous with educational values, but they do help us on our way to discovering them. Finally, no reputable expert in the field of measurement and guidance claims that any single measure is adequate for the purposes of diagnosis and prognosis, but insists that as many measures and guides to individual interest and ability be employed as possible. 28

Nowhere is this constructive attitude toward the use of tests better illustrated than in the more progressive state testing programs. In the 1937 bulletin on the South Carolina Every-Pupil Testing Program, we find the following:

Unless the testing program can be viewed in its relationship to the total program of secondary education, it cannot serve its purpose effectively. Testing is a means, not an end. It is the means by which

28. I. L. Kandel, "Examinations and the Improvement of Education," Tests and Measurements in Higher Education, p. 226. Edited by William S. Gray. Proceedings of the Institute for Administrative Officers of Higher Education, VIII. Chicago: The University of Chicago Press, 1936.

the evaluation of certain outcomes of instruction is made. It enables both the superintendent and the classroom teacher to differentiate the levels of achievement of individual pupils and of class and school groups.

This differentiation serves two purposes. First, it is an aid to the superintendent and classroom teacher in effective cooperation in a supervisory program for teachers....

The second use of the differentiation of levels of pupil achievement is the pupil guidance use. This is the most important use of test results, and has to do more with individual pupils than with groups of pupils.

Our present standards of achievement are subjective standards and are identical for all pupils. They do not recognize the differences in aptitudes, interests, and needs. They are group prescriptions and are antithetical to pupil guidance. Until we forget the concept of "the average pupil" and discard the standards and requirements based upon this concept, we cannot get into our programs of instruction the flexibility needed to care for individual differences. 29

The Cook Study.- A recent study by Walter W. Cook ³⁰ is an appropriate conclusion to this consideration of the relation of testing to supervision. After reviewing the literature in the field and conducting an investigation in several Illinois high schools, he wrote:

It is impossible to appraise testing as a supervisory device. It is only possible to appraise specific tests used in specific situations for specific purposes. Much effort has been dissipated in praising or condemning essay-type tests, objective tests, standardized tests, regional testing programs, and other gross features of the educational measurement movement without consideration for the essential elements of a valid appraisal. These elements include the purpose which the test is designed to serve, the educational status of the pupil being tested, the use made of the test results and the extent to which the test accomplishes its purpose....

29. The South Carolina Every-Pupil Testing Program, 1937, p. 6. Office of the State High School Supervisor and University Personnel Bureau. Columbia: Personnel Bureau, University of South Carolina, 1937.

30. Walter W. Cook, "The Use of Tests in a Supervisory Program," National Elementary Principal, XVI (July, 1937), 470-8.

Tests are both powerful and dangerous instruments.... Each testing program has far-reaching effects on the curriculum, on the objectives, and methods of instruction, and on the study habits of the pupils. These effects are either beneficial or detrimental, depending upon the specific nature of the tests and the uses made of the results.

An effective supervisory testing program must be continuous and systematic, and the findings should be cumulative and graphically portrayed.... Since systematic testing tends to focus instructional efforts upon the characteristics measured by the tests, it is highly important that these include all the desired outcomes of instruction.

After praising the Iowa Every-Pupil Tests, he continued:

There is reason to believe that these tests are exerting a wholesome influence upon the curriculums of the schools in which they are used.

Perhaps even more important than the influence of the testing program upon the curriculum, is its influence upon teaching procedures and study habits.... The best of the newer tests avoid the use of stereotyped textbook language, require the application of laws and principles in new situations, emphasize understanding and the relationships of ideas rather than mere verbal learning, and stress the functional value of what has been learned, rather than the subject matter itself....

Tests of this kind are difficult to build; few classroom teachers have the necessary time, technical knowledge of test construction, or insight into educational objectives to do it....

It is desirable that both supervisors and teachers be well informed concerning the characteristics, uses, and limitations of educational achievement tests.

The leaders of the testing movement have reason to be proud of their accomplishments during the past ten years.... Their thinking will not be helped by the continued repetition of general criticisms of the testing movement. When the desired outcomes of education are more clearly defined, better tests will undoubtedly be constructed to measure them, and when better tests are built, better teaching will follow. For the present, it is important to realize that while many important outcomes of education cannot be measured by means of available tests, sufficient progress has been made to warrant the continued use of the best tests as a part of every supervisory program.

Thus it is seen that testing is not an end in itself, but is of value only when its results are put to use. Testing is a very important tool or device in every systematic supervisory program, including state programs for supervision of high schools.

Summary of Chapter III

This chapter is devoted to a consideration of the place and importance of supervision and testing in modern education. Consideration was given to the nature of present-day supervision, with especial emphasis on trends in state-wide supervision; to the evolution of modern testing programs, with the emphasis on cooperative testing; and the relation of testing to supervision in general educational practices. A summary of the findings follows.

Present-day supervision is concerned chiefly with (1) the development of the objectives of education; (2) the development of subject matter or content, including pupil activities or experiences; and (3) the development of effective teaching methods. Its emphasis is upon procedures which are constructive, positive and preventive rather than negative and remedial. In contrast to this best practice, however, state supervision of high schools has been largely a matter of preparing, interpreting, and maintaining "standards". Fortunately the trend is away from this policy of attempting to make all high schools of the state much alike by the use of arbitrary, quantitative standards toward procedures which recognize individual school objectives that fit the needs of each school.

Prior to 1900, examinations, which had always played an important part in formal education, were largely of types that call for subjective judgment, and they were given for purposes quite limited in their range. With the introduction of the scientific movement in education came a series of experiments to determine the range, vari-

ability, and reliability of the marks given by teachers on these subjective examinations. These investigations revealed such inconsistencies that suspicion was cast on the fairness and adequacy of this whole system of examination.

The results of these experiments led to the demand for an examination less dependent upon subjective judgment, and subsequently to the development of the objective test in the marking of which all competent persons get the same results. This "testing movement" produced a whole series of new tests including the intelligence test, the standardized achievement test, the teacher-made objective test, the aptitude test, the interest test, and the personality rating. Another important outcome of this scientific movement was the development of new and more significant purposes for examinations.

One of the most important of these newer purposes was the use of testing in guidance programs which attempt to fit each individual into the social pattern with full respect for his individual interests, needs and abilities. The modern type of "cooperative testing" was developed to help meet this situation. The state, which is usually a fairly suitable unit for this type of a testing program, has become one of the most common units for cooperative testing. No single classroom or small school system can put on a complete and effective testing program. The most effective use of test results in educational guidance demands a high degree of comparability of the test results from subject to subject and from year to year, and cooperative testing programs, involving fairly extensive and fairly

homogeneous groups, promise the most efficient and economical methods of solving many problems in this field.

Although leading authorities have always recognized that testing is a valuable aid in any program of supervision, few school systems have ever given testing a comprehensive place in their programs of supervision. With the present emphasis on consideration for individual differences and on guidance programs, it seems that testing may eventually find a proper and an important place in the supervisory programs of both local and state school systems. The specialists in testing insist that tests not be made an end in themselves, but that testing be done only when definite and specific uses are to be made of the results. The authorities on supervision give a prominent place to tests and measurements in their programs. All agree that the broader and more significant uses for the results of testing programs are closely connected with supervisory procedures. Many contend that no supervisory program can be complete which does not make effective use of scientific testing.

CHAPTER IV

PRESENT PRACTICES IN STATE SUPERVISION OF HIGH SCHOOLS

Activities of State Departments of Education

As was pointed out in Chapter I, state control over education has been increasing rapidly during the last quarter of a century. As is well known, direct participation by state agencies has been far more in evidence in the secondary field than it has been in the field of elementary education. This is particularly true as applied to the smaller high schools. Many services essential to the program of the small high school of today can be provided only by the state; others can be provided more completely and more economically by the state. Among such services are included extensive research studies and experimentation which may involve testing programs.

The modern point of view in this connection is illustrated by the following paragraph taken from a recent textbook on school administration which deals with the problems of the small high school:

The influence of the state in improving instruction should be made evident through leadership and not through the enforcement of standards and other kinds of regulations. ... rendering field service to help the locality with its peculiar problems, and bringing to the attention of the locality the results of research, experimentation, and progressive practices in the state and the country as a whole, should be its responsibilities. If the standards are necessary they should be in the nature of minimum ones and a certain amount of flexibility should be allowed. ¹

1. R. E. Langfitt, Frank W. Cyr, and N. W. Newsom, The Small High School at Work, p. 417. New York: American Book Company, 1936.

Number and Variety of Activities.- The report of the investigation of the work of the state departments of education, in the National Survey of Secondary Education, indicated that the state educational officers who devoted all or part of their time to secondary education performed duties involving practically every educational function.² That the supervisory activities of these officials were considered to be important was indicated by the fact that the word "supervisor" appeared in the majority of their titles, and was confirmed by an analysis of their reports of the duties which they performed. While visitation, inspection, direct supervision, and accreditation were frequently mentioned among the duties of these officials, emphasis was placed on indirect supervision through the preparation of courses of study, bulletins, and manuals for secondary schools and through an insistence that the local organization and administrative practices be maintained on high levels of efficiency. While the Survey indicated that these officials performed duties connected with inspection, supervision, and accreditation of high schools, it did not show just how many state departments of education performed these specific activities or who had general charge of them.

Questionnaire Concerning These Activities.- Since the present study is interested in the relation of state-wide testing programs to

2. Fred Engelhardt, William H. Zeigel, Jr., and Roy O. Billett, Administration and Supervision, National Survey of Secondary Education, Monograph 11, Bulletin, 1932, No. 17, pp. 9-34. Washington, D. C.: United States Government Printing Office, 1933.

inspection, supervision, and accreditation of high schools by state agencies, a questionnaire was sent each state department of education asking whether or not the department visited and inspected the high schools of the state; supervised them; accredited them; issued bulletins or other materials that served as "standards", "guides", or "directions" in the supervision of the high schools of the state; and who had direct charge of these matters. Many of the state departments of education, in addition to filling out the questionnaire, commented at some length on the situation. Table I shows the number of states which claim to perform each of the various activities listed in the questionnaire.

TABLE I
NUMBER OF STATE DEPARTMENTS OF EDUCATION
WHICH PERFORM CERTAIN ACTIVITIES

Activities	Number giving the following answer			No reply
	Yes	No	To a degree	
Inspect high schools	41	3	-	4
Supervise high schools	34	4	6	4
Accredit or approve high schools	40	4	-	4
Publish standards for high schools	40	3	-	5

The replies to this questionnaire were analyzed and the letters accompanying them were studied to ascertain just what the state departments of education were doing in each of these fields.

Inspection.- Of the three state departments of education which answered "No" to the inquiry as to whether or not they inspected high schools, California qualified the answer by adding "only so far as the laws of our State require it"; Colorado reported that the inspection is done by a high school visitor from the University of Colorado; and the third interpreted the term in a technical sense as is shown by the statement of its State Supervisor of Secondary Education, who wrote that "We avoid the use of the word 'inspection' entirely in our relations with the schools of the state."³ Publications and other sources of information indicate that the state departments of education which failed to answer this question do arrange for visitation and inspection of their high schools. In three states (Illinois, Michigan and Nebraska) the state universities share this inspectional activity with the state departments of education. In many other states the universities cooperate or assist in these inspections. In addition to their work for the state departments, these state "inspectors" quite generally act for the regional accrediting associations or assist in the work done by them.

The fact that practically all state departments of education do inspect high schools is due in part, of course, to the requirements of the state laws, but is largely an indication of the importance which the departments attach to this function. When, in the National Survey of Secondary Education, the state educational

3. Letter from W. L. Spencer, Alabama State Department of Education, dated May 20, 1937.

officials were asked to rank the relative effectiveness of their professional activities in connection with the secondary schools on a 3-point scale, three-fourths of them ranked "visitation and inspection" as "most valuable".⁴

Supervision.- In the present investigation, answers to the question as to whether or not the state departments of education supervise the secondary schools range through the steps - "No", "Very little", "Somewhat", to "We believe that our main job is supervision." The great diversity in practice in the state supervision of high schools is indicated somewhat by the following comments received in answer to the inquiry:

No. - Supervision of all public high schools by Superintendents - 50 for the State - all employed by the State Board of Education.⁵

The State Department of Education ... does not supervise in the sense that it gives specific directions to the secondary schools about their programs. There are certain legal provisions which must, of course, be observed. Aside from this, it is the attitude of the State Department of Education that the schools themselves should exercise initiative in developing their own programs.⁶

Nominally. ...inspection is done by a state high school visitor appointed by the State Board of Education. This visitor does the supervising of the high schools and he is a member of the College of Education at the University. ... our high school bulletin is out of print and a new one is being prepared.⁷

4. Fred Engelhardt and Others, op. cit., p. 30.

5. On the questionnaire from New Hampshire.

6. Letter from A. A. Douglass, Chief, Division of Secondary Education, State Department of Education, California, dated June 1, 1937.

7. Letter from J. Morris Richards, Director, Tests and Measurements, State Department of Education, Arizona, dated May 21, 1937.

Yes, the State Department of Education has 24 deputy superintendents who inspect, supervise and accredit the high schools in their respective districts.... The State Department of Education issues yearly a bulletin dealing with the supervision of the high schools of this State. ⁸

I do not believe we deserve to be called "Inspectors" but we do have the responsibility for the accreditation of the high schools and we believe that our main job is supervision. ⁹

In a few states the supervision of the high schools by the state departments of education is rather extensive and direct. With the exception of the city of Wilmington, all the schools of Delaware belong to one group, the high schools of which are supervised by "supervising principals" under the direction of the Assistant Superintendent in Charge of Secondary Schools from the state department of public instruction. ¹⁰ The University of the State of New York - the State Department of Education - has exercised an extensive control over the high schools of the state for many years. A somewhat similar condition obtains in the state of Minnesota. On the whole, however, funds available to state departments of education are so limited that very few states, even if they thought it best to do so, could ever hope to supervise directly the work of all the secondary schools. The

8. Letter from Myrtle L. Tanner, Director, Division of Information and Statistics, State Department of Education, Texas, dated May 24, 1937.

9. W. L. Spencer, op. cit., Letter.

10. J. M. Bennett, "The Supervising Principal and Constructive Supervision," Educational Administration and Supervision, XXII (February, 1936), 88-104.

Letter from John Shilling, Assistant Superintendent in Charge of Secondary Schools, State Department of Public Instruction, Delaware, dated June 23, 1937.

supervision offered by the state departments of education is chiefly of an indirect kind as described earlier in this chapter. It appears that this supervision is taking more and more the direction of suggestions to and stimulation of local districts in their self-improvement.

In this investigation, forty state departments of education indicated that they supervise the high schools of the state, to some degree at least, and in the National Survey of Secondary Education, 141 of the 174 State educational officials who were asked the question as to whether or not they attempted to supervise instruction during their visits to high schools answered "Yes".¹¹ Both studies, however, show a trend away from direct methods toward indirect methods of supervision. As local administrators have become better and better prepared for their work, the state officials have shown a tendency to substitute a type of leadership which encourages local initiative and aids cooperative efforts for that which prepares and enforces standards.

Modern trends in American civilization, however, have increased more and more the interests which schools of a state have in common and the problems which are state-wide in their nature. To meet this situation, the state departments of education, as bureaus of coordination, are playing a more and more important part in the supervision of the schools of the state. Under the leadership of the departments, local school administrators and teachers, and leaders in our colleges

11. Fred Engelhardt and Others, op. cit., p. 29.

and universities are learning to cooperate in the solution of these common and very important problems. It is in this connection that Payson Smith wrote, "There is a tendency in practically all the states to make larger use of the state departments in the direction and supervision of schools." ¹²

Accreditation.- The practice of accrediting high schools ¹³ developed at a time when the secondary schools were selective institutions which only the academically-minded adolescents attended. In most cases there was only one curriculum which all the pupils who attended the high school were compelled to pursue. It was assumed that all pupils who were graduated from an institution which was doing satisfactory work were prepared for entrance into the college or university doing the accrediting. Of course, this concept of accreditation does not fit the present conditions and procedures in secondary education. While state laws or regulations sometimes compel the state institutions of higher learning to accept graduates of accredited high schools, this is not the only or even the principal reason for

12. Payson Smith, "Current Organization Problems of State Departments of Education," Educational Record, XVIII (April, 1937), 172-181.

13. J. M. Wood, "Birth of the Accrediting Agency," Junior College Journal, III (April, 1933), 341.

H. A. Frankhauser, "Methods of Accrediting High Schools," School Executives, LII (February, 1933), 213-14.

state accreditation of secondary schools.¹⁴ Some authorities have gone so far as to bring into question the whole practice of accrediting institutions.¹⁵ Some state departments substitute the word "approve" for "accredit" in describing their work in this connection.

The terms "accredit" and "approve" were generally used interchangeably in the replies received to the inquiry sent out in the present study, although in a few instances a distinction between them was made. In the publications issued by the state departments of education there is some indication that neither term is satisfactory as a description of the activities which these departments carry on which are an outgrowth of the older type of accreditation. The cooperation of the state departments with the regional accrediting associations in this matter of accreditation was alluded to in many of the replies.

Of the four state departments of education which answered "No" to the inquiry as to whether or not they "accredit" high schools, three reported that this was done by the state university; and one

14. G. F. Zook, "New Trends in College and High School Accreditation," Secondary Education, III (November, 1934), 171-5.

G. E. Hartrick, "How Our Accrediting and Certifying Agencies Can Help in Improvement of Standards," School and Community, XXIII (April, 1937), 164.

15. Frank L. McVey, "Individual Versus Institutional Accreditation," Educational Record, XIV (January, 1933), 63-73.

C. M. McConn, "Academic Standards Versus Individual Differences the Dilemma of Democratic Education," American School Board Journal, XCI (December, 1935), 44-

that it was done by the State High School Accrediting Commission. Three other state departments reported that they cooperated with the state university in this matter; and one reported that the State Board of Vocational Education aided in doing it. Thirty-six states answered definitely that no other state agency had any part in this procedure.

Since the principle of accreditation grew out of the "admission" policies of certain universities, and since the laws of some states require the admission of graduates from approved or accredited high schools by the state institutions of higher education, and since there is a growing spirit of cooperation between the public schools and colleges, this independent action on the part of state departments of education in accrediting high schools is rather surprising. In addition to the requirements of certain state laws, this independent action on the part of the state departments of education is due in large part to the reaction against considering the high schools as college preparatory institutions, and to the realization that the state departments of education are the logical agencies to offer leadership to the schools which now must minister to the children of all the people instead of to a select group.

Standards for High Schools.- Forty of the state departments of education answered "Yes" to the inquiry as to whether or not they issue bulletins or other materials that serve as "standards", "guides", or "directions" in the supervision of all the high schools of the state; two reported that this was done by the state universities; one

gave an unqualified negative answer; while five failed to answer this question. It is quite generally agreed, that "the kind of influence exerted by the State departments of education on the public secondary schools of a State depends upon the degree to which standards are developed and maintained by these central offices."¹⁶ In connection with the present study, publications in this field were assembled from thirty-two states. Some of these were mere leaflets covering in the briefest fashion "standards for accreditation", while others included several volumes covering policies, regulations, standards, recommendations and suggestions on almost every phase of educational practice in secondary education as well as courses of study in many subjects.

Twenty-five of these manuals on "standards" for secondary schools were analyzed as an aid to an understanding of the relations of the state departments of education to the secondary schools of the various states. It must be remembered, however, that many of the published standards are somewhat out of date, that the revision of many of them awaits the completion of the national cooperative study of secondary school standards, and consequently the trend toward state encouragement of local initiative and state leadership in securing cooperative action on problems of state-wide interest may not be fully represented in the analysis.

16. Fred Engelhardt and Others, op. cit., p. 31.

State Officials in Charge of Inspection, Supervision, and

Accreditation of Secondary Schools.- In making the present study it was assumed that the importance which the state departments of education attach to inspection, supervision, and accreditation of high schools is indicated somewhat by the position of the official who is directly in charge of them. It was assumed further that the emphasis on the various phases of this work is indicated, to a degree, by the titles given the official in charge. In answer to the inquiry as to who had direct charge of matters covered by the questionnaire, a great variety of titles appeared. Table II gives a list of the titles as they appeared on the answers to the questionnaire, on letter-heads, and in state publications.

The titles listed in Table II indicate that the state departments of education do attach considerable importance to their activities in connection with inspection, supervision, and accreditation of high schools. Furthermore, since at least fifteen of the titles contain direct reference to supervision, it is probably fair to assume that the departments feel that supervision is an important part of their work in this field.

Publications of State Departments of Education

As has already been indicated, one of the chief ways in which state departments of education influence the high schools is through the publication of bulletins, manuals, and reports dealing with the various phases of secondary education. Since in present practice

TABLE II

TITLES USED FOR STATE OFFICERS WHO HAVE DIRECT CHARGE OF
INSPECTION, SUPERVISION, AND ACCREDITATION OF HIGH SCHOOLS

Title	Times used
State Superintendent	7
Commissioner of Education	2
Assistant State Superintendent	1
Assistant Superintendent in Charge of Secondary Education	1
Assistant Commissioner in Charge of Secondary Education	2
Superintendent of Secondary Education	2
Chief, Division of Secondary Education	2
Chief, Division of Promotion and Supervision	1
Director of Secondary Education	5
Director of Instruction	3
Director of Division of Instructional Service	1
Director of School Relations	1
Director of Supervision	1
State Supervisor of High Schools	4
State High School Supervisor	8
Supervisor, Division of High Schools	1
Head Supervisor, Secondary Education	1
High School Visitor	2
State High School Inspector	3

state influence over secondary education is still very largely a matter of preparing, interpreting, and maintaining standards, manuals covering this field as issued by twenty-five states were analyzed in order to determine these practices.

Publications Analyzed.- At the time of this study, publications on standards for some of the states were out of print and not available; in some cases, they were "being revised and not applicable to present practices"; others were, for a variety of reasons, not usable in this analysis. The manuals which were analyzed varied from eight-page leaflets which were little more than copies of the "standards" issued by one of the regional accrediting associations to compendiums of practices in secondary education covering more than two-hundred pages. Some of them were mere statements of "arbitrary standards". A few seemed to have been written in anticipation of the report of the national cooperative study of standards, or, at least, to have been prepared in conformity with the dictum of Dr. Zook who in discussing the new type of manual said it would be "necessary to prepare a manual to serve as a 'textbook of suggestions' - not a collection of specific requirements under the primary criteria, but a fuller statement relative to the meaning of the criteria."¹⁷ Some of them are bulletins which are revised and issued annually; some have not been revised for many years. One publication (Colorado)

17. G. F. Zook, "Accreditation of Secondary Schools in the Light of the North Central Association Report," Educational Record, XVI (January, 1935), 72-81.

was prepared by the state university, one (Illinois) was a joint product of the state department and the state university, while in a third instance (Michigan) it was necessary to analyze a publication of the state department and another of the state university in order to cover the field.

The very names of the publications in this field indicate a diversity of practice. The great variety of names applied to such manuals is shown in Table III which gives the name of the state, the name - sometimes abbreviated - of its publication in the field of secondary school standards, and the date of the publication in each of the twenty-five cases analyzed.

Major Divisions in the Analysis.- These twenty-five publications were analyzed to ascertain whether or not, through them, the state departments of education were offering aid, suggestions, and stimulation to the secondary schools in the following respects: (1) in the definite formulation and statement of a philosophy of secondary education, (2) in the determination of the educational needs of each school community, (3) in the determination of the necessity for and the significance of each particular school organization in meeting the educational needs of the community, (4) in the definition of specific purposes and objectives for each school, and (5) in the evaluation of the educational facilities, processes, and achieve-

TABLE III

STATE "STANDARDS" FOR HIGH SCHOOLS WHICH WERE ANALYZED IN THIS STUDY

Name of State	Name of Publication	Date
Alabama	Standards for Accrediment	1935
Colorado	Standards, Regulations and Recommendations	1936
Delaware	Handbook for Secondary Schools	1936
Florida	Standards and Programs of Studies	1935
Georgia	The Accredited High Schools of Georgia	1936
Illinois	The Recognition and Accrediting of	1935
Kansas	Handbook on Organization and Practices	1936
Kentucky	Organization and Administration for	1933
Louisiana	Standards, Organization and Administration	1937
Michigan	Standards for High Schools	1936
Minnesota	Manual for Secondary Schools	1935
Mississippi	Accredited High Schools	1936
Montana	Procedures for Accrediting High Schools	1936
New Jersey	A Manual for Secondary Schools	1932
New Mexico	Organization and Administration of	1931
North Carolina	Manual Including Reorganization Program	1929
North Dakota	Administrative Manual and Course of Study	1931
Ohio	Ohio High School Standards	1937
Oklahoma	Annual High School Bulletin	1936
Pennsylvania	Standards for the Classification of	1931
South Dakota	Standards for Accrediting	1937
Tennessee	High School Manual	1935
Texas	Standards and Activities Division of Supv.	1936
West Virginia	Standards for the Classification of	1936
Wyoming	High School Standards for Wyoming	1932

ments of each school. ¹⁸

The committee in charge of the experimental study of two-hundred high schools which is to form the basis for the Cooperative Study of Secondary School Standards took the position that a school cannot be studied satisfactorily nor judged fairly except in terms of its own philosophy, its expressed purposes and objectives, and its own needs. Yet in only twelve of the manuals analyzed was a philosophy of secondary education even so much as mentioned and in only three of them was it treated at all adequately. Very little was found in these publications by way of suggestions or encouragement for the schools to formulate and state definitely their philosophy, or purposes and objectives. This analysis revealed that the state manuals, prepared for the guidance of the high schools, offered almost nothing in the way of aids and suggestions to these schools for the determination of their needs as expressed by the character of the community and the nature of the school population. Consideration of the necessity for the organization of a particular school and its significance in meeting the needs of a school community was entirely missing except for brief mention in four manuals. Criteria for

18. T. H. Briggs, "A Philosophy of Secondary Education Today," Teachers College Record, XXXVI (April, 1935), 136-8.

P. W. L. Cox and R. E. Langfitt, High School Administration and Supervision, pp. 6-41. New York: American Book Company, 1934.

Harl R. Douglass, Organization and Administration of Secondary Schools, pp. 3-27. Boston: Ginn and Company, 1932.

Langfitt and Others, op. cit., pp. 67-101. (Very good)

evaluating the educational program in operation were found in every manual. Most of these criteria emphasized facilities and procedures rather than achievements. Table IV is a brief summary of these findings.

TABLE IV

NUMBER OF STATE MANUALS FOR SECONDARY SCHOOLS WHICH OFFER AID AND SUGGESTIONS TO SCHOOLS IN CERTAIN FIELDS

Fields considered	Number and type of suggestions offered			Total number of manuals analyzed
	Extensive	Brief	None	
Statement of Educational Philosophy	3	9	13	25
Determination of Educational Needs	-	7	18	25
Significance of Particular School	-	4	21	25
Definition of Purposes and Objectives	3	9	13	25
Criteria for Evaluation of School	14	11	-	25

Classification and Frequency of Evaluative Criteria.- The classifications of evaluative criteria in the manuals studied, in the publications of the regional accrediting associations, and in textbooks on education vary greatly. An outline of the Policies, Regulations and Standards for Accrediting Secondary Schools by the North Central Association of Colleges and Secondary Schools, which is presented on page 92, is an example of the type of classification used by the regional associations and copied by many of the states. On page 93 is an outline of the criteria for judgment used in the experimental study by the Cooperative Study of Secondary School

POLICIES, REGULATIONS AND STANDARDS FOR ACCREDITING SECONDARY SCHOOLS
by
THE NORTH CENTRAL ASSOCIATION OF COLLEGES AND SECONDARY SCHOOLS¹⁹
(An abbreviated outline)

I. POLICIES

Policies are rules governing procedures of the Commission on Secondary Schools.

II. REGULATIONS

Regulations are conditions which any school must meet in order that its annual application for accrediting may be unqualifiedly approved.

III. STANDARDS

Standards are criteria for evaluating the work of a school, the violation of which shall result in a warning or advice to the school.

1. The School Plant, Sanitation, Janitorial Service.
2. Science Laboratories and School Library.
3. Records.
4. Requirements for Graduation.
5. Instruction and Spirit.
6. Selection and Tenure of Teachers.
7. Preparation of Staff.
8. The Teaching Load.
9. The Pupil Load.
10. Athletics.

RECOMMENDATIONS

Recommendations are guiding principles, suggested in the interests of improvement of secondary education, and are not to be considered as a basis for warning, advising or dropping a school.

19. "Policies, Regulations and Standards for Accrediting Secondary Schools," North Central Association Quarterly, XII (July, 1937), 102-106.

COOPERATIVE STUDY OF SECONDARY SCHOOL STANDARDS

OUTLINE OF CRITERIA FOR JUDGMENT

Basic Information

THE SCHOOL'S PHILOSOPHY OF EDUCATION
PURPOSES AND OBJECTIVES OF THE SCHOOL
THE PUPIL POPULATION

Evaluative Criteria

THE EDUCATIONAL PROGRAM

- I. Curriculum and Courses of Study
- II. Pupil Activity Program
- III. Library Service
- IV. Guidance Service
- V. Instruction
- VI. Outcomes

THE SCHOOL STAFF

- I. Statistical Data
- II. Qualifications
- III. Improvement of Service
- IV. Conditions of Service

THE SCHOOL PLANT

- I. Health and Safety
- II. Economy and Efficiency
- III. The Educational Program

SCHOOL ADMINISTRATION

- I. Organization
- II. Supervision
- III. Budget
- IV. Business Management
- V. School and Community Relations

(The critical study, analysis, and evaluation of the school was made in seven main divisions or areas, as outlined - dealing with the school's philosophy, purposes, pupil population, educational program, staff, plant, and administration.)

Standards. A glance at the tables of content in the various textbooks on high school administration ²⁰ will reveal the differences among the authorities in grouping the factors in secondary education.

A satisfactory classification which includes all important criteria and yet is not excessively long is hard to make. This is particularly true when one attempts to classify them so that each criterion may be used to evaluate each school in the light of its own philosophy, needs, and objectives.

Each of the sub-divisions given on page 93 are again subdivided. Two important sections from this outline are selected to illustrate the next step in the analysis. These are shown on page 95.

These criteria are still further sub-divided until there is a grand total of 1500 items upon which checks are made or evaluations are given.

In order to analyze the state manuals for secondary schools so as to present a fair picture of the present practices in state influence over secondary education, it was necessary to select or compile a "model" classification of criteria which would be as con-

20. P. W. L. Cox and R. E. Langfitt, op. cit.

Harl Douglass, op. cit.

R. E. Langfitt and Others, op. cit.

C. R. Maxwell and L. R. Kilzer, High School Administration. Garden City, New York: Doubleday, Doran and Company, Inc., 1936. Pp. x / 514.

SUB-DIVISIONS OF TWO SECTIONS SELECTED
FROM PREVIOUS OUTLINE AS AN ILLUSTRATION

Evaluative Criteria

THE EDUCATIONAL PROGRAM

II. Pupil Activity Program

- A. General Nature and Organization
- B. Pupil Participation in Government
- C. Home Rooms
- D. School Assembly
- E. School Clubs
- F. School Publications
- G. Physical Activities
- H. Finances
- I. Supplementary Data
- J. General Evaluation

THE SCHOOL STAFF

IV. Conditions of Service

- A. Teacher Load
- B. Selection
- C. Salaries
- D. Tenure and Turnover
- E. Leave of Absence
- F. Retirement
- G. General Summary

sistent as possible with modern trends and yet be enough like the classifications in general use to be usable in the analysis.

Table V shows the number of states whose manuals on standards include each of a number of criteria according to a classification which is intended to be inclusive but at the same time reasonably short. No distinction is made in this analysis between manuals which set up these criteria for use in an arbitrary fashion, and those that set them up for use in evaluation according to the philosophy, needs, and objectives of the school being evaluated. All criteria included in the manuals, no matter how used, are enumerated.

This rather conservative classification follows fairly closely the principles of standard making as set forth by W. G. Piersel.²¹ In discussing the preparation of standards which were to be used in the educational field, Piersel developed six principles which might be abbreviated as follows:

1. Standards should be evolved from aims.
2. Standards should be objective.
3. Standards must measure progress toward desired goals.
4. Standards must be universally applicable to all matters of the same type and aim.
5. Standards should be set up for all phases of the work.
6. Standards should be grouped under appropriate categories and follow some logical order.

21. W. G. Piersel, "Principles of Standard Making," School and Society, XLIV (July 11, 1936), 56-7.

TABLE V
 NUMBER OF MANUALS AMONG THE TWENTY-FIVE ANALYZED
 WHICH CONTAINED CERTAIN EVALUATIVE CRITERIA

The Criteria	Number
Type of School Organization	12
Program of Studies, Curriculum, and Courses of Study	25
Pupil Organizations and Activities (Extra-curricular)	14
Schedule of Classes and Activities	6
Provisions for Atypical Students and Cases	12
Guidance Program	7
Instruction	17
Supervision	11
Administrative Practices	9
Outcomes (In Subjects, Attitudes, and Interests)	15
Library Facilities and Program	25
Instructional Aids, Equipment, and Supplies	21
Service Program (Attendance, Health, Safety, and Welfare)	7
Pupil Classification and Load	16
Pupil Marks, Promotion, and Graduation	25
Teacher Preparation and Selection	25
Teacher Assignment, Load, Improvement, Salary, Leave of Absence, Tenure, and Retirement	25
Staff Organization	5
Records and Reports	21
The School Plant; and Its Operation and Maintenance	25
Community Relations and Activities	3

The relation of each of the foregoing criteria to secondary education in general and its place in the programs of the twenty-five manuals analyzed will be considered in the order presented.

Type of School Organization.- The type of secondary school best suited to particular situations has been the subject of much discussion during recent years.²² The following quotations illustrate some phases of the problem:

The dominance of the four-year high school as a type of organization to date and the rapid recent development of reorganized types of high schools show some indication of responses in types of organization to better serve the changed needs of our social order. The changes in organization and practices which promoted and were in turn stimulated by the junior high school, and the recognition of new types of organizations for secondary schools, such as the 6-3-3 plan, the 6-4-4 plan, and the extension of secondary education to include the junior college are examples of growth and adjustment of a vital institution in the present order of American society.

In organizing modern public secondary education to meet the needs of all normal adolescents found in the community served by the school, many new types of organizations have been developed.²³

22. P. W. L. Cox and R. E. Langfitt, op. cit., pp. 3-41.

Harl R. Douglass, op. cit., pp. 3-27.

O. I. Frederick, "Secondary School Reorganization," Educational Administration and Supervision, XX (September, 1934), 438-47.

R. E. Langfitt and Others, op. cit., pp. 25-63.

C. R. Maxwell and L. R. Kilzer, op. cit., pp. 3-21.

F. T. Spaulding, O. I. Frederick, and L. V. Koos, The Reorganization of Secondary Education, National Survey of Secondary Education, Monograph No. 5, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.

23. P. W. L. Cox and R. E. Langfitt, Ibid., pp. 35-36.

There is considerable lack of agreement in regard to just what constitutes a secondary school or a high school.... The exact grades that are to be considered secondary in a given school system are determined by local practice. ²⁴

Many weaknesses and limitations of the small school because of its size have been listed in educational literature. In fact, a large part of the educational literature to date dealing with the small secondary school has been devoted primarily to a listing of its so-called weaknesses.... Many of the writers, in treating these limitations, state or imply that the only way in which they can be overcome is to enlarge the attendance unit and thus increase the number of pupils who are brought together in one building. Unfortunately, the solution is not so simple as this. ²⁵

High schools may be either comprehensive or special in type. ... On account of its cosmopolitan population and resulting opportunities for socialization and the breadth of its program, the comprehensive school is more widely adopted than the special type school, and should be the only type in communities served by only one school.

... In a community which operates several high schools of special types a careful guidance program outside of the school is essential. ²⁶

With all the questions involved in regard to the relative efficiency of schools of various sizes and types, with the pressure of the movement for consolidation and redistricting, with the difference of opinions as to the range of grades that properly belong to the secondary school, it is strange that less than half of the twenty-five manuals examined make suggestions for the guidance of the schools in this field or set up patterns by which they could measure their own organizations. Only six of the twelve did this in any significant way.

24. C. R. Maxwell and L. R. Kilzer, op. cit., p. 17.

25. R. E. Langfitt and Others, op. cit., pp. 42-44.

26. G. H. Reavis, Ohio High School Standards, p. 17. State of Ohio Department of Education. Columbus: The Department, 1937.

The trend in the relationship of the state department of education to the high schools in the matter of organization is fairly well represented in the following statement:

Local authorities are given entire responsibility in the matter of determining the general plan of organization of the schools.... While there is, of course, considerable diversity in the plans of organization, the following types are adapted to situations in this state.... Each plan of organization is an administrative device which serves as a means to an end, not the end itself. An excellent educational program can be carried on under any of the above plans. ²⁷

Program of Studies, Curriculums, and Courses of Study.- The curricular phase of education has probably received more attention during the last decade than any other. ²⁸ Since there is no general agreement on terminology in this field, the older meaning - which is found in most of the manuals reviewed - of the term "curriculum", as the schematic arrangement of different subjects of study to meet the needs of a particular group of pupils, is used in this discussion.

27. Handbook on Organization and Practices for the Secondary Schools of Kansas, p. 17. State of Kansas Department of Education. Topeka: The Department, 1936.

28. H. L. Caswell and D. S. Campbell, Curriculum Development. New York: American Book Company, 1935. Pp. 600.

E. M. Draper, Principles and Techniques of Curriculum Making. New York: D. Appleton-Century Company, 1936. Pp. 875.

A. K. Loomis, E. S. Lide, and B. L. Johnson, The Program of Studies. National Survey of Secondary Education, Monograph No. 19, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.

National Education Association, The Development of the High School Curriculum. Sixth Yearbook of the Department of Superintendence. Washington, D. C.: The Department, 1928.

In some states certain subjects, courses, and activities are required by law and must appear in the programs of all schools. Among other limitations, most manuals point out the difficulties encountered in this field by a district that is too small. It is generally agreed that the program should be broad enough to meet the needs of the pupils in so far as these needs are consistent with the greater good of the community, and in so far as the program can be supported by available revenues. This attitude is illustrated in one of the manuals issued as early as 1932 in which it was stated that:

The differentiation of studies and activities for secondary school pupils should be based upon the interest, ability, and need of those pupils.... The construction of a program of studies adapted to community and individual needs is one of the most important and difficult tasks of the school.²⁹

The following statement was found, however, in a 1937 manual:

The program of studies to be offered by an individual school is not a matter to be determined by the students of that school, but by the local school authorities. These authorities should select from the following lists the subjects for the program in each school, including, of course, the constants required of all students for graduation and such electives as may be necessary or desirable. The students' range of choice will then be limited to the subjects included in the school's program of studies.³⁰

Some states issue separate bulletins on program of studies; while others dismiss the whole subject with the briefest type of statement in their manuals.

29. A Manual for Secondary Schools, p. 57. State of New Jersey Department of Public Instruction. Trenton: The Department, 1932.

30. J. E. Coxe, Louisiana High-School Standards, Organization and Administration, p. 27. State Department of Education of Louisiana. Baton Rouge: The Department, 1937.

The manuals of a few years ago devoted much space to the discussion of curriculums and gave numerous examples of satisfactory organization of them. One of the older manuals reviewed devoted thirty of its eighty-six pages to presentation of suggested curriculums and their organization. Manuals issued more recently devote very little space to the discussion and illustration of curriculums. It may be that they assume educational literature is full enough of such illustrations, but they give some evidence of leaning toward the "constants with variables" plan of curriculum organization especially in the discussion of guidance. Many manuals warn the small school against trying to offer too many curriculums. An indication of the trend is shown in the New Jersey manual which states:

A very common method of curriculum planning is to group the offerings of the school under two or three headings; for example, the college preparatory curriculum, the commercial curriculum, and the general curriculum, requiring a few subjects in each and permitting the choice of elective subjects under a system of guidance....

It will be far better for a small school to organize a single curriculum which shall be well taught than to attempt to spread its energies over several curricula. ³¹

State suggestions and regulations in regard to courses of study range from comprehensive and detailed outlines in many subjects to the mere statement that local districts shall provide well planned courses of study. Kansas, which issues courses of study in ten volumes, besides her Handbook on Organization and Practices, is an illustration of the belief that state departments of education should

31. New Jersey, op. cit., p. 57.

take both an active and detailed interest in this field. The bulletin issued by Illinois places the responsibility on the local school district for providing "definitely planned courses of study in each subject offered, meeting the individual needs of the pupils".³²

Pupil Organizations and Activities.- "Pupil Activities" have made for themselves a very important place in the program of secondary education in the United States. In school systems which define the curriculum as organized subject matter presented in courses and sequences of courses, these activities are often spoken of as extra-curricular. In school systems organized on the "activity basis" where "learning by doing" is the motto, these activities are an essential part of the curriculum. In all cases the interest, initiative, and drive connected with them make them very fruitful experiences often much in need of guidance.³³

32. The Recognition and Accrediting of Illinois Secondary Schools, p. 28. Conditions for Recognition by the State Superintendent of Public Instruction and for Accrediting by the University of Illinois. University of Illinois Bulletin, XXXIV, No. 10. Urbana: The University, 1936.

33. R. E. Langfitt and Others, op. cit., pp. 307-348.

C. R. Maxwell and L. R. Kilzer, op. cit., pp. 121-165.

E. K. Fretwell, Extra-Curricular Activities in Secondary Schools. Boston: Houghton Mifflin Company, 1931. Pp. 552.

L. R. Kilzer, "An Evaluation of Extra-Curricular Activities," School Activities, VII (September, 1935), 6-7.

W. C. Reavis and G. E. Van Dyke, Non-Athletic Extra-Curricular Activities. National Survey of Secondary Education, Monograph No. 26, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.

Joseph Roemer, C. F. Allen, and Dorothy Yarnell, Basic Student Activities. New York: Silver, Burdett, and Company, 1935.

In view of the general agreement by the authorities on secondary education of the importance of such activities, it seems strange that only fourteen of the manuals reviewed even so much as mentioned student activities, and that seven of these manuals should limit their suggestions to the field of athletics. In only two of the manuals is it suggested that these activities should be an integral part of the curriculum. ³⁴

Just why so few manuals should mention student activities or why fifty per cent of those which did mention them should confine their discussions to a single activity is difficult to understand in the light of developments in modern secondary education. The modern attitude toward these activities, from two rather different points of view, is illustrated by the following excerpts:

Modern social trends are such that no school can hope to render maximum service to its students through the curricular or formal academic channels alone. If the school is to help students live the kind of lives that American democracy requires, it must make provision for activities in which the relations of the individual to society, and of society to the individual, may be learned at first hand. To develop certain desirable civic qualities, to meet health needs, and to prepare for the worthy use of leisure, various extra-class activities are essential. Unquestionably, many an aptitude of talent would lie dormant in a child's being, untouched by the traditional high school subjects, unless awakened by some appealing extra-class activity. ³⁵

There has been a tendency in the development of the secondary school to separate distinctly the program of studies offered as a part of the curriculum from the social life and other activities of the school, activities commonly called extra-curricular. So marked

34. Ohio, op. cit., p. 23.

New Jersey, op. cit., p. 63.

35. Louisiana, op. cit., p. 69.

has been this tendency that it often has appeared that the values and objectives of the curricular program are antagonistic to those of the extra-curricular program. This tendency has been distinctly unfortunate and essentially unnecessary. 36

Schedule of Classes and Activities.- While the authorities 37 in secondary school administration agree on the importance of a good schedule of classes and activities in the smooth running of a high school, in only one manual, that of Ohio, were suggestions and standards in this field covered at all adequately. In seventy-five per cent of the manuals this criterion was not even mentioned. This lack of consideration is in striking contrast to the attitude set forth in one of the most recent textbooks on administration of the small high schools in which it is stated:

Schedule-making is certain to be one of the challenging and perplexing problems of the principal and teachers in the small high school. It is the final organization of many separate factors into the best possible combination to provide the richest educational experiences for all pupils....

An accumulation in recent educational literature of valuable experience in schedule-making for small high schools is now available to the principal. Many of the inefficient practices found so frequently in small high schools is without reason or justification.

36. New Jersey, op. cit., p. 63.

37. P. W. L. Cox and R. E. Langfitt, op. cit., pp. 103-141.

Harl R. Douglass, op. cit., pp. 129-155.

R. E. Langfitt and Others, op. cit., pp. 479-502.

C. R. Maxwell and L. R. Kilzer, op. cit., pp. 166-193.

R. C. Puckett, Making a High-School Schedule of Recitations. New York: Longmans, Green and Company, 1931.

The regional accrediting association, the state department of education, ... and the citizens of the community supporting the school have the right to expect that the principal will develop some expertness in this phase of high school administration.³⁸

Provisions for Atypical Students and Cases.- Much has been said in recent years concerning individual differences, and all phases of the secondary school programs are being rearranged in the light of results obtained in experimentation in this field.³⁹ There are groups of pupils, however, for whom the regular high school program, although well organized to care for individual differences in the ordinary sense, does not offer adequate provision. Among these groups are: the physically, mentally, and morally handicapped; those who are ill for long periods; those who work all or part of the time; the over-aged; and those with highly specialized talents.

In most of the manuals that discussed provisions for such individuals or groups, the suggestions were very limited and were scattered through the manuals under such headings as summer schools, night classes, special classes, correspondence courses, part-time schools or classes, etc. In very few cases was there any mention of authorized private tutoring to meet emergencies, of special arrangements to care for handicapped children, or of cooperative plans involving either industry or agriculture.

38. R. E. Langfitt and Others, op. cit., p. 500.

39. F. S. Freeman, Individual Differences; the Nature and Causes of Variations in Intelligence and Special Abilities.
New York: Henry Holt and Company, 1934.

It does seem that state departments of education should set up standards and patterns of programs by which local schools could measure their provisions for this type of problems, and should offer suggestions for correlation and substitution among the means at hand for their solution.

Guidance Program.- That the term guidance is taking on ever broader and more significant meanings is evident in the literature,⁴⁰ and that more adequate programs must be provided for it is just as evident to every wide-awake high school principal. In one of the recent textbooks on school administration the need for guidance is stated as follows:

During a period of rapid change in which adults as well as youth find great difficulty in making satisfactory adjustment, every possible assistance must be given to youth. The great influx of youth into high school, the greater heterogeneity of the secondary school population, the greater emphasis on the individual pupil and his particular needs, and the resulting broadening and enrichment of the curriculum have all increased the need for pupil guidance.⁴¹

40. John M. Brewer, Education as Guidance. New York: The Macmillan Company, 1934.

P. W. L. Cox and R. E. Langfitt, op. cit., pp. 421-457.

Harl R. Douglass, op. cit., pp. 156-208.

R. E. Langfitt and Others, op. cit., pp. 105-126.

L. V. Koos and G. N. Kefauver, Guidance in Secondary Schools. New York: The Macmillan Company, 1932.

C. R. Maxwell and L. R. Kilzer, op. cit., pp. 222-294.

41. R. E. Langfitt and Others, op. cit., p. 105.

In view of the present trend, it is quite likely that far more than thirty per cent (the present ratio) of the manuals on standards for secondary schools issued by the state departments of education in the next few years will contain suggestions on and patterns for guidance programs. The following statements from two of the state manuals indicate some of the developments in this field.

The high schools of the State increasingly recognize their obligation and accept their responsibility for the guidance of pupils as individuals.... To treat individual differences differently would be simple enough; to treat them appropriately and with some precision is less easy, but quite important enough to justify more than a random attempt....

The serious study of accumulated records showing learning achievement and ability, the tendency to make those records continuous and significant, and the effort to use them in planning individual choices of curricula and of courses within a curriculum are becoming characteristic of our high school practice. ⁴²

If the guidance program is properly organized and conducted, its benefits may be measured in the reduction of the number of retarded pupils, a wholesome pupil morale, increasing holding power of the school, and in the pursuance of that type of work either in or out of school which is adapted to pupils' needs, interests, and capacities. ⁴³

Instruction.- In the manuals reviewed which discussed instruction there was general agreement on its importance whether several pages of the manual were devoted to this discussion as in the case of New Jersey, Pennsylvania, and Ohio or whether the topic was covered by a single statement similar to the following:

42. New Jersey, op. cit., p. 137.

43. Kansas, op. cit., p. 41.

The State Department of Public Instruction looks upon good teaching as the most important single point of excellence that a school can possess. 44

The most common practice was to consider instruction and spirit together under one standard as is done by the North Central Association of Colleges and Secondary Schools. That this practice was widespread is indicated by the fact that Alabama, 45 Montana, 46 North Dakota, 47 Oklahoma, 48 and Wyoming 49 used almost the same wording in their manuals.

Discussions on and suggestions about just what constitutes good teaching were found in very few manuals.

Supervision.- When supervisory programs are touched upon at all in the manuals, the suggestions are usually confined to the simple statement that each school shall have a supervisory program.

44. Standards and Programs of Studies for Florida High Schools, p. 8. Department of Public Instruction, State of Florida. Tallahassee: The Department, 1935.

45. Standards for Accreditation of Secondary Schools and for Approval of Junior High Schools, p. 8. State of Alabama Department of Education, bulletin, 1935. No. 6. Montgomery: The Department, 1935.

46. Procedures Formulated by the State Board of Education for Accrediting Montana High Schools, pp. 6-7. Helena: The State Board of Education.

47. Administrative Manual and Course of Study for North Dakota High Schools, p. 15. Department of Public Instruction, North Dakota. Bismarck: The Department, 1931.

48. Annual High School Bulletin, Regulations for Accrediting, p. 6. State of Oklahoma Department of Education, Bulletin No. 112-K. Oklahoma City: The Department, 1936.

49. High School Standards for Wyoming, p. 8. State of Wyoming Department of Education, Bulletin No. 12. Cheyenne: The Department, 1932.

and that the principal and the superintendent shall give a reasonable proportion of their time to supervision.

The Colorado Standards made the simple statement that "The school must be adequately supervised." 50

The Kansas Handbook stated that:

In order that the teaching staff may function with the highest degree of efficiency, a definite program of supervision of instruction should be planned. The superintendent and principal should devote considerable time to the supervision of instruction.... 51

That supervision as a cooperative undertaking which employs scientific and democratic principles will be set up as a definite criterion in future publications for secondary schools by state departments of education was hinted at in some of the manuals as illustrated by the following statement:

Problems of supervision should enlist a large share of the principal's time and attention. This phase of the principal's duty deserves more emphasis in the secondary field than it has yet received. Just as the sole purpose of administration is to permit and encourage a useful school life, so the purpose of supervision is to effect improvement in teaching. Necessarily, supervision is a cooperative undertaking. It is proper to assume that the teacher himself is keenly interested in the improvement of his own work. It is obvious, also, that improvement in teaching must be planned by those most interested in securing it, that it cannot be ordered or prescribed by a supervisory officer. 52

50. Standards, Regulations and Recommendations for the Accrediting of Secondary Schools by the University of Colorado, p. 4. Boulder: The University, 1936.

51. Kansas, op. cit., p. 57.

52. New Jersey, op. cit., pp. 74-75.

Administrative Practices.- Administrative procedures are of concern not only to high school principals, but also to all administrators, teachers, pupils, parents, and community leaders.⁵³ These procedures should be so set up that all can participate in them in appropriate ways. Cooperation and mutual responsibility with definite alignment of responsibilities are emphasized in all modern textbooks on school administration and found in the practices of the better high schools.⁵³

In the state manuals analyzed administration was usually presented on the basis that it is for the purpose of securing the best possible conditions under which pupils and employees may live and work while in the schools. While it is quite evident that no listing of specific duties in this field could be complete, it is

53. All textbooks on high school administration previously enumerated.

E. P. Cubberley, Public School Administration. Boston: Houghton Mifflin Company, 1929.

James B. Edmonson, Joseph Roemer, and Francis L. Bacon, Secondary School Administration. New York: The Macmillan Company, 1931.

Fred Engelhardt and Others, Administration and Supervision. National Survey of Secondary Education.

Frank P. Graves, The Administration of American Education. New York: The Macmillan Company, 1932.

M. Evan Morgan and Erwin C. Cline, Systematizing the Work of the School Principals. New York: Professional and Technical Press, 1930.

(See chapters on "The Principal", "The Opening and Closing of School", "Office Practices", "Business Management", etc., etc.)

strange that only about one-third of the manuals reviewed, assembled the enumerated duties in a group, or discussed administration in such a way that it could be considered an evaluative criterion.

Outcomes.- The outcomes most frequently mentioned in the manuals reviewed were citizenship and spirit with such sub-heads as character, sportsmanship, patriotism, industry, courtesy, cooperation, and good will. Scholarship, and thought and study habits were next in order of mention. Records made in college by high school graduates were mentioned fairly frequently as measures of the success of a high school. The following statement is an illustration of the type of discussions found in this field:

In every case the character of the work done by the school shall be a determining factor in accrediting. The character of work will be judged by detailed reports, systematic inspection, and especially by the record of the school's graduates in college....

In every school, the acquired habits of thought and study, the spirit of industry, cooperation, courtesy, and good will on the part of the pupils, teachers and administrators, and the general intellectual and moral tone of the school, as well as the cleanness of all athletic sports, are paramount in the demonstration of its standing....⁵⁴

Library Facilities and Program.- Although every manual that was examined made some mention of "school library", six of the twenty-five had nothing that could be considered as a statement setting up library service as a standard. Many of the other statements were brief and not very helpful to the schools. Other manuals devoted many pages to suggestions in this field. The Louisiana

54. The Accredited High Schools of Georgia, p. 7. University of Georgia Bulletin, XXXVII, September, 1936.

bulletin gave over twenty pages to the discussion of "Standards Governing Libraries" under the following headings:

Room - Equipment - Librarian - Administration - Organization - State Purchase of Books - Appropriation - Books - Book Buying - Periodicals - Lessons in the Use of the Library - Libraries in Schools Other than Senior High Schools - References - Summary ⁵⁵

The more progressive attitude of state departments of education toward the high school library is illustrated by the following statement:

It is impossible for a modern high school to function properly without a library planned and administered for the school. No public library however well run can take its place for the efficient school library is the center of the school and a laboratory for all. It meets the teaching work of the school at all points, aids and supplements the work of every department, serves every pupil and teacher in the school and is a definite part of the modern educational program.

It should be planned carefully to give the fullest service. The essentials are "adequate appropriation, carefully planned room and equipment, well-selected books, organization and trained service".

It is not possible in so small a space to give more than a few general principles and recommendations as to school libraries. These suggestions follow on lines that have been tested for usefulness and economy as it has been found that much time and money may be saved by adopting tried and approved systems rather than working out new ones.

A trained librarian will be able to plan the library fully, and aid in this work may be asked from the Public Library Commission. ⁵⁶

Instructional Aids, Equipment, and Supplies.- Almost all the manuals offered suggestions and set up requirements in the field of instructional aids, equipment, and supplies. These suggestions and requirements were usually found scattered through the manual. Often suggestions on uses to be made of motion pictures, radio, museum

55. Louisiana, op. cit., pp. 129-149.

56. New Jersey, op. cit., pp. 98-99.

materials, and like aids were discussed in one section but suggestions and requirements on instructional materials to be used in the classroom were often presented in connection with the discussion of particular subject fields. Suggestions most frequently presented appeared in connection with the discussion of the sciences.

Service Program.- Practical school people are agreed that there is a close relationship between good school work and proper attention to personal welfare. ⁵⁷ In view of this general agreement, it is surprising that so few manuals should discuss services in connection with attendance, safety, health, and social welfare in a way that might be interpreted as an evaluative criterion. In very few cases were these matters considered in any correlated fashion, although it would scarcely be denied that reasonable attendance is conditioned by health and personal needs, and that reasonable school outcomes in subjects, attitudes and interests are dependent upon all three.

Pupil Classification and Load.- Pupil load was usually defined as if there is such a thing as an "average pupil", and as if the school subjects are the only things that enter into the school load

57. P. Roy Brammel, Health Work and Physical Education. National Survey of Secondary Education, Monograph No. 28, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.

Harl R. Douglass, op. cit., pp. 415-438.

H. J. Otto, Elementary School Organization and Administration, pp. 367-400. New York: D. Appleton-Century Company, 1934.

that pupils carry. In keeping with the practice of the North Central Association, many states set up "pupil load" as a separate criterion. One of the oldest manuals analyzed, after discussing "pupil load" in the usual manner, gave some suggestions looking toward better practice in the following words:

The usual pupil load should not exceed twenty periods of prepared recitation work per week, exclusive of health, music, and activities. Only pupils ranking well above the average should be permitted to carry a program requiring more than this standard....

A careful check should be made of the outside activities of the pupil, including participation in dramatics, and musical and athletic activities, giving particular attention to insure that the school is not permitting or demanding a program which interferes with the health of the pupil and prevents satisfactory accomplishment. 58

Classifying pupils for the purpose of helping determine the amount of load that they should carry was suggested very few times. In no case was there an indication that the schools had been urged or even permitted to give full consideration to individual pupil differences in determining the load they should carry.

Pupil Marks, Promotion, and Graduation.- All of the manuals examined offered suggestions or set up standards in some or all of the fields dealing with pupil marks, promotion, and graduation. Requirements for graduation was the topic most frequently treated. Modern developments in this field, the relation of the various phases of the field to one another, and consideration of the whole philosophy of grading in relation to the modern secondary school program were merely hinted at in a few of the more progressive manuals.

58. Pennsylvania, op. cit., p. 82.

Such general consideration of this topic probably indicates an agreement with the authorities on secondary education as to its importance. 59

Teacher Preparation and Selection.- Preparation of teachers was given an important place in most manuals and was at least mentioned in all of them. There was a distinct trend toward higher requirements for teachers in secondary education. Most of the manuals made suggestions concerning the desirability of having teachers selected by the professional staff or made an out-and-out requirement of such procedure. A few manuals offered helpful suggestions in regard to detailed procedures in the selection of teachers which included investigation of academic and professional preparation for the particular position to be filled.

Teacher Assignment, Load, Improvement, Salary, Leave of Absence, Tenure, and Retirement.- Some or all of these conditions of service were discussed in every manual examined. The inter-relationships among the various phases of conditions of service were not fully discussed in any manual.

"Teacher load" was presented as a separate criterion in many of the manuals. Sponsorship of student organizations and activities,

59. Roy O. Billett, Provisions for Individual Differences, Marking and Promotion, Part IV, Ch. I. National Survey of Secondary Education, Monograph No. 13, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.

P. W. L. Cox and R. E. Langfitt, op. cit., pp. 346-370.

R. E. Langfitt and Others, op. cit., pp. 175-195.

laboratory and study-hall duties, and similar assignments were usually given consideration in measuring "teacher load". A few manuals gave warnings and suggestions concerning the loads assigned to inexperienced teachers.

Staff Organization.- It is generally recognized that proper organization of the staff is essential to effective school work,⁶⁰ but in only five of the manuals examined was it set up as a standard.

Records and Reports.- Some of the manuals merely repeat the brief and general statement of this standard as given in the Policies, Regulations and Standards of the North Central Association which is:

Accurate and complete records of attendance and scholarship must be kept in such form as to be conveniently used and safely preserved.

The desirability of cumulative records was the most frequently emphasized feature of this criterion. Both records and reports were discussed in connection with many activities to which they applied in most of the manuals. A few manuals gave suggestions in regard to the simplicity, continuity, accuracy, availability, and like features of records in general. In a few cases the relation of good reporting procedures to community support was pointed out.

The School Plant; and Its Operation and Maintenance.- While all the manuals reviewed offered suggestions or set up requirements in regard to the school plant which might be considered as an evaluative criterion, few of them treated the topic as fully or as definitely as might have been expected in view of the fine contribu-

60. P. W. L. Cox and R. E. Langfitt, op. cit., pp. 272-281.

tions to be found in educational literature in this field and in view of the development of such adequate scoring technique. ⁶¹

Community Relations and Activities.- Only three of the manuals presented suggestions and requirements in the field of community relations and activities in such a way that they could be considered as a standard for evaluation. Seven other manuals mentioned such relationships or activities in connection with some other standard or discussion. It was odd to find that this field had been so neglected in the state manuals for secondary schools after the strenuous efforts to popularize American Education Week, and after all that has been written and said about school publicity. One of the more concise, yet typical, statements is the following:

Helpful community relationships should be established by the secondary school and the community. It is only as those relationships are set up that the secondary school can hope for the active support of the community in its various projects. ⁶²

In the recent textbooks on high school administration this topic is given extended consideration. ⁶²

61. P. W. L. Cox and R. E. Langfitt, op. cit., pp. 188-199.
Harl R. Douglass, op. cit., pp. 466-488.

T. C. Holy and W. E. Arnold, Standards for the Evaluation of School Buildings. Ohio State University Studies, Bureau of Educational Research, Monograph No. 20. Columbus: The University, 1936.

R. E. Langfitt and Others, op. cit., pp. 561-578.

62. P. W. L. Cox and R. E. Langfitt, op. cit., pp. 632-656.
Harl R. Douglass, op. cit., pp. 489-540.
R. E. Langfitt and Others, op. cit., pp. 351-388.
C. R. Maxwell and L. R. Kilzer, op. cit., pp. 445-471.

The Development of State Manuals for Secondary Schools

Manuals for Regional Accrediting Associations.- Following the example of the University of Michigan, many universities adopted the plan of admitting students on certificates of graduation from high schools whose programs had been approved by them. Then the universities began to honor one another's approval of high schools. This led to the formation of regional accrediting associations in which the universities and secondary schools of several states joined to set up standards for admission without examination of the graduates of the affiliated secondary schools by the affiliated institutions of higher learning. These associations issued booklets of a dozen or so pages which contained definite and concise statements of the policies, regulations, and standards for the accrediting of the secondary schools. That the practices in this connection were not entirely satisfactory was shown earlier in this thesis by quotations from the Cooperative Study of Secondary School Standards by the six regional associations.

Earlier Manuals of State Accrediting Agencies.- As the accrediting practices of the universities and regional associations were developing, many of the state legislatures passed laws requiring their State universities to admit graduates of first class high schools without examination or under other favored conditions. Of course, some provision had to be made for classifying the high schools in states having such laws. In some cases the state university was charged with the responsibility of accrediting the high schools whose

graduates were to be admitted; sometimes there were commissions with representatives from the state department of education, the state institutions of higher learning, and the secondary schools, set up for the purpose of accrediting the secondary schools; often the state department of education was charged with the entire responsibility of classification. In any case it was necessary for the agency carrying this responsibility to issue publications in which standards for accreditation were set forth. Many of the pamphlets issued by these agencies were an imitation of the publications of the regional accrediting associations and subject to the same limitations and criticisms.

Type of Manual Now Issued by State Accrediting Agencies.-

Some state accrediting agencies still issue manuals of the definite and concise type similar to the ones issued by the regional accrediting associations. Due to certain developments, however, there has been a tendency for these manuals to become more comprehensive and to serve a variety of purposes. The state departments of education have very largely taken over the matter of accreditation and made it a phase of their general supervision of the secondary schools. The manuals which they publish are in keeping with this trend. In 1931, the Pennsylvania Department of Public Instruction issued a bulletin that deals in a rather detailed and complete fashion with many phases of secondary education under the title, **Standards for the Classification of Secondary Schools**. This bulletin is far more than just a set of standards for classification of the

schools. The name and the organization indicate its origin, but the contents of the bulletin while at times arbitrary are on the whole suggestive, inspiring, and helpful. The High School Standards for Wyoming which was published in 1932, although a bulletin of the definite and concise type, showed the trend when it announced in the introduction, that:

It is the purpose of the Bulletin to encourage schools to achieve the greatest possible educational out-put for every dollar of money spent. Not all details can be discussed in a set of regulations. Liberal interpretation will always be encouraged. ⁶³

In this same year, 1932, the New Jersey State Department of Public Instruction published a Manual for Secondary Schools which is a very comprehensive, liberal, and helpful statement of principles and interpretations on secondary education. The principle upon which the bulletin is based is, that "Education is primarily a state function, although largely administered by local agencies." ⁶⁴ The philosophy of the manual is well illustrated by a statement of the Commissioner of Education, who says:

The aim of this manual is to organize a body of information and interpretation which will be useful to the secondary schools of New Jersey.

The development and the improvement of secondary schools must be promoted by both State and local authorities. State authorities are charged with the responsibility of approving school programs. In exercising that responsibility it is necessary to require some uniformity of practice and to prescribe some procedures,--in a word, to insist on the maintenance of some standards. Standardization, however, should not repress or retard the progress of any school or interfere with the welfare of any pupil.

63. Wyoming, op. cit., p. 3.

64. New Jersey, op. cit., p. 127.

Consequently, the manual aims to require only those features of secondary school practice which are prescribed by law or which have the sanction of tested experience. Most schools should be able to go far beyond such a program and should be encouraged to do so. The chief aim of the manual, therefore, is to indicate on what basis a sound program of secondary education can be founded and to point out the direction in which improvement may be made. General principles and illustrative examples are given, but chief emphasis is placed on the point of view that the progress of secondary schools will depend on the initiative and resourcefulness of teachers and pupils. ⁶⁵

While practically all of the latest state manuals for secondary schools are far more comprehensive than the earlier ones, and while the trend is for the state departments of education to be charged with or to assume the duty of accrediting high schools and make it part of the general supervisory program, not all of them assume the attitude that it is the chief duty of the department in this connection to offer leadership to local schools for self-development and cooperative achievement. In the foreword of the Handbook on Organization and Practices for the Secondary Schools of Kansas, published in 1936, the State Superintendent of Public Instruction said:

It is our hope that a copy of this manual may find a place on the desk of every administrator in Kansas. If the instructions are followed carefully there should be little misunderstanding relative to the standards and other requirements of the State Board of Education. ⁶⁶

In the introduction to the 1935-36 edition of Standards and Activities of the Division of Supervision of the State Department of Education of Texas was found the following statement.

65. New Jersey, op. cit., p. 3.

66. Kansas, op. cit., p. 3.

The Division of Supervision, State Department of Education, has prepared this public manual No. 362 for the purpose of explaining to school officials, teachers, and patrons, the rules, regulations, and administrative set-up governing high schools in the State of Texas. 67

The other extreme to this attitude of direction is shown in a letter received from the California State Department of Education, and excerpts from an article entitled: "The University of California and the Secondary Schools of the State".

In a letter dated June 1, 1937, Aubrey A. Douglass, Chief, Division of Secondary Education, said:

The State Department of Education does not accredit the secondary schools of the state. It does not supervise in the sense that it gives specific directions to the secondary schools about their programs. There are certain legal provisions which must, of course, be observed. Aside from this it is the attitude of the State Department of Education that the schools themselves should exercise initiative in developing their own programs.

The University of California has accredited the high schools of the state with respect to entrance to the University....

In an article regarding accreditation of secondary schools by the University of California, this same attitude of holding the local school responsible was indicated by the following statement:

... Schools placed on the accredited list will remain there without applying for reaccrediting....

Schools not on the accredited list and applying for accrediting will be visited by university representatives until such time as the university feels warranted in placing them definitely on the accredited list....

The success of the high school will be determined by the number attaining "C" average at the university.... 68

67. Standards and Activities of the Division of Supervision, Bulletin No. 362, State Department of Education, p. 9. Austin, Texas: The Department, July, 1936.

68. "The University of California and the Secondary Schools of the State," School and Society, XLV (June 26, 1937), 876-7.

The 1937 Ohio High School Standards, which will be discussed in the next chapter, illustrate the type of manual that is developed by the cooperation of all state agencies interested in secondary education for the guidance and inspiration of all types of high schools found in the state.

Summary of Chapter IV

In this chapter consideration is given to the present practices in state supervision of high schools, chiefly by means of (1) a study of the general literature in the field; (2) an interpretation of the results of a brief questionnaire; (3) an analysis of twenty-five state manuals for secondary schools; and (4) a consideration of a national study bearing on this matter. Some of the more important findings follow.

Modern trends in American civilization have increased more and more the interests which schools of a state have in common and the educational problems which are state-wide in their nature. To meet this situation the influence and control of state departments of education and other state agencies over the secondary schools have increased very rapidly in recent years. A developing literature in the field, letters from state officials, and the titles of the officers who have direct charge of the inspection, supervision, and accreditation of the high schools all attest the importance which the state departments of education attach to their supervisory functions.

For many years state influence over secondary education was very largely a matter of preparing, interpreting, and maintaining standards for secondary schools. The chief instrument for exerting this influence was the state manual for high schools, commonly called "high school standards". An analysis of twenty-five of these state manuals confirmed the findings of the National Survey of Secondary Education that activities of the state departments of education in the secondary field involve practically every educational function.

Very few of these manuals, however, offered much by the way of aid and suggestions to the secondary schools (1) in definite formulation and statement of a philosophy of secondary education, (2) in the determination of the educational needs of each community, and (3) in the determination of the necessity for and significance of each particular school unit in meeting these educational needs of the community. All the manuals contained lists of criteria for the evaluation of the schools. The older type manual was brief, and was limited almost entirely to the presentation and interpretation of standards, policies, and regulations. The trend is toward an extensive manual or series of bulletins in which is presented a comprehensive, liberal, and helpful statement of principles and interpretations of secondary education, and as such will probably continue to exert great influence in state supervision of high schools.

The National Survey of Secondary Education, the results of the present study, and the general literature in this field show that the officials in most state departments of education have neither

the means nor the desire to supervise the high schools of the state directly. Rather they place the emphasis on indirect supervision (1) by preparing bulletins, manuals, and reports for the secondary schools which contain suggestions, data, and illustrations on the present best practices in secondary education; (2) by making data available for and by offering leadership in research and experimentation of special significance to the schools of the state; (3) by conducting research and dealing with problems in fields which can best be served by a central agency; and (4) by encouraging local units through their own initiative to maintain organizations, facilities, and functions best suited to local needs.

Textbooks on administration and supervision, the National Survey of Secondary Education, and answers to a questionnaire sent out in connection with this study all indicate that state supervisory procedures are changing from those which set up and enforce standards or other regulations to those which offer leadership and encouragement to schools in the solution of their own problems in the light of their individual needs.

CHAPTER V

AN EVALUATION OF A STATE HIGH SCHOOL MANUAL

The Ohio High School Standards

Some states issue revised editions of their manuals for secondary schools each year, but these revisions usually contain only slight changes from year to year. Modern developments in secondary education have led to increasing dissatisfaction with the type of manual that is a mere skeleton of standards similar to the publications issued by the regional accrediting associations. Since 1930, there has been a trend toward the more comprehensive type of manual, a few of which have offered real stimulation and guidance to the high schools in developing programs suited to local needs.

Very few states have published manuals in the last two or three years which could be considered fundamentally different from their former manuals. This is due in part, at least, to the hope that the Cooperative Study of Secondary School Standards, which is being made by the six regional accrediting associations, may furnish the basis upon which an improved type of manual may be produced.

In spite of this rather general attitude, Ohio has during the last two years been engaged in a thorough revision of her 1929 High School Standards. The State Department of Education invited teachers and administrators in the public schools and institutions of higher learning to cooperate in this revision in order that the

standards might be a product of the best minds in the profession and thereby represent the latest and best educational developments. The revision was begun in the fall of 1935 and completed in August, 1937. Literally hundreds of the best qualified persons in the state participated in its development.

The Underlying Principles

Early in the preparation of the manual, seven guiding principles were accepted for its revision. They were:

1. The purpose of these standards is to provide general guidance and direction for the high schools of the State in harmony with a basic democratic philosophy of education. They aim to articulate harmoniously the school's activities with the objectives of higher and lower schools and with the interests of the community.

2. The standards recognize the right of each school to formulate its own statement of purpose in harmony with state standards with full recognition given to local social needs and to the individual needs of pupils as determined by all known methods of scientific measurement.

3. The standards permit and encourage reasonable freedom in setting up curriculums, in organizing courses, in constructing schedules of recitation and in using teaching procedures. They aim to be guiding, suggestive and directive rather than restrictive. Only minimum requirements are insisted upon for accreditation, although it is expected that no school will be satisfied with attaining merely the minimum.

4. A school will be appraised upon the basis of the total pattern it presents. As far as possible the effectiveness of its program will be measured in terms of its own statement of purpose and of its adaptation to the individual differences and needs of the pupils.

5. The standards are not hard and fast regulations, but are flexible and responsive to social change. It is the intention that they should serve as a challenge to continuous growth and improvement.

6. It is hoped that the standards will help protect the pupils from individuals and groups who seek to use the schools for selfish ends.

7. All children should be given adequate educational advantages. In secondary education this means a broadening of the program of studies to meet the interests and abilities of all pupils. The standards seek to make possible and to encourage this broadened program.¹

These principles set forth in the preface by the State Director of Education give a true setting for the revised standards which are forward looking but fairly conservative. Part I of the manual presents a philosophy of secondary education and defines twenty-one standards. Part II gives outlines in subject matter under thirteen different headings.

The Underlying Philosophy

The philosophy set forth maintains that "the schools should advance the democratic way of life" but that "democracies seem unable to define easily the way of life for which they stand".² In spite of this or because of it, the school is required to define its purposes as clearly as possible. The philosophy maintains further, that "While the school appears to be educating the individual as such, and while modern education is increasingly aware of his interests, activities and capacities; a democratic society is ultimately concerned with that individual in his relationships to the home, the church, an occupation, a political party, a labor union or other organization."³

1. G. H. Reavis, Ohio High School Standards, State Department of Education. Columbus: The Department, 1937. Pp. 192.

2. Ibid., p. 9.

3. Ibid., p. 10.

In keeping with these points of view the essential task of the school is outlined as follows:

The school endeavors to help individuals-

1. Discover and develop their individual interests.
2. Identify and think about their basic disturbances and conflicts.
3. Improve their techniques of research, thinking, and experimentation.
4. Master those facts and develop those skills and understandings which are needed for effective living.
5. Understand the cooperative way of solving common problems in the light of American tradition.
6. Improve their techniques of cooperative inquiry, discussion, and experimentation.
7. Recognize and develop a genuinely democratic leadership.
8. Develop an understanding of, a respect for, and a faith in good leadership, and a critically intelligent following of that leadership. 4

An Outline of the Standards

The outline of evaluative criteria as set up in the Ohio Standards corresponds in many respects to the outline compiled for the study of state manuals for secondary schools as given in Chapter IV of this thesis. The Ohio standards are:

4. G. H. Reavis, op. cit., pp. 11-13.

1. Formulation of Purpose
2. Organization of Secondary Education
3. Admission of Pupils
4. The Educational Program
5. Provision for Individual Differences
6. Guidance
7. Instruction
8. Instructional Materials
9. The Library
10. Pupil Load
11. Promotion and Graduation
12. Marks, Records and Reports
13. Daily and Weekly Schedule
14. Welfare Program
15. Articulation of School and Community
16. Evaluation of the Educational Program
17. Qualifications of Teachers, Tenure, Assignments and Loads
18. Staff Organization
19. Administrative Procedures
20. Buildings and Grounds
21. Janitorial Service and Sanitation ⁵

The apparent intention was to set up each standard in such a way as to meet all legal requirements and point toward accepted best educational practice. To these ends, pertinent sections of the Ohio Code are quoted in the discussion of many of the standards and a rather complete bibliography is given at the end of each of many of these presentations of standards.

Formulation of Purpose.- ⁶ In the Ohio High School Standards, the formulation of purpose is set up as a standard, while in this thesis the position is taken that the standards should be applied with consideration for the philosophy and purposes of the school. The Ohio manual does offer the high schools of the State concrete suggestions related to explicit expression of philosophy and purpose.

5. G. H. Reavis, op. cit., p. 3.

6. Ibid., p. 14.

Organization of Secondary Education.- ⁷ Under this title guiding principles for the organization and reorganization of school districts, and a discussion of types of schools are presented. A sane yet progressive point of view is maintained throughout the discussion of this standard. In the light of the enthusiastic approval given the development of six-year high schools, which are not provided for in the Ohio Code, it is rather strange that nothing is said which would indicate the position of the State Department of Education in regard to the development of high schools that would include grades thirteen and fourteen.

Admission of Pupils.-⁸ The Ohio High School Standards is one of the very few manuals which make admission of pupils a separate evaluative criterion. The policies set forth under this criterion are in line with the practices in the most advanced secondary schools of the country. Most of the discussion of this criterion is an interpretation of the state law and opinions of the attorney general in regard to the admission of pupils to the high schools of the state.

The Educational Program.- ⁹ The statement of this standard is, that "Each school shall provide a comprehensive educational program embracing all those activities of pupils for which it assumes responsibility." ¹⁰ The suggestions offered and references listed clearly

7. G. H. Reavis, op. cit., pp. 14-19.

8. Ibid., p. 19.

9. Ibid., pp. 20-27.

10. Ibid., p. 20.

indicate that curriculum development, program of studies, and extra-curricular activities are all included in this standard. This combines two of the standards given in our outline and is an excellent arrangement. The necessity for a closer articulation of what is usually known as pupil activities with the customary program of studies is well defended. Very helpful suggestions are offered in the various fields covered yet with scarcely a hint of anything that might be interpreted as restrictive.

Provisions for Individual Differences.-¹¹ Under the standard listed as provisions for individual differences, the Ohio High School Standards touch phases of at least four other standards in their own list - the educational program, instruction, instructional materials, and pupil load - besides discussing the many phases listed under our standard of provisions for atypical students and cases. While there is some advantage in discussing together many of the points brought up under this standard, it seems reasonable that individual differences should be presented as the basis for certain differentiations made in the various fields of instruction, pupil load, etc., and that this standard should be retained for those types of provisions that are made for the more unusual or extreme types of differences. The Ohio Standards do have a trend in that direction since three-fourths of the space devoted to this standard is given over to a discussion of provisions for special cases.

11. G. H. Reavis, op. cit., pp. 27-36.

Guidance.-¹² According to the statement of this standard, the program of guidance shall be both comprehensive and workable. The place of the homeroom and the homeroom teacher in the program of guidance is emphasized, while comparatively little is said concerning the work of the trained counselor. The major areas of guidance, study of the individual and his opportunities, major aspects of the guidance program, and guidance agencies are all included in the discussion of this standard. Tests and measurements are mentioned as one of the means of studying the individual but specific suggestions on the use of this or any other means of understanding the individual are almost totally lacking. Since such an understanding is basic to any satisfactory guidance program, a rather extended discussion of the various means of this understanding and their relation one to another seems desirable.

Instruction.-¹³ There are those who might find the first two statements of the first paragraph of discussion on the standard on instruction inconsistent, where it is stated, that:

The final test for the approval of any high school is the work actually done by the pupils and their resulting achievement. In the final analysis the quality of instruction becomes the measure of the school.¹⁴

However, the case for good instruction and suggestions on means of attaining it are well presented. There is rather distinct emphasis upon "larger units" based upon "planned activities" and a slight

12. G. H. Reavis, op. cit., pp. 37-42.

13. Ibid., pp. 42-48.

14. Ibid., p. 42.

tendency to be arbitrary at this point. The selection of references almost exclusively from one "school" is scarcely consistent with some of the pronouncements in the "guiding principles" set up for writing the standards.

Instructional Materials.-¹⁵ This standard is set up in such manner as to be quite inclusive and discussed in a way that is broadly suggestive. The position is taken that "The continuous use of a wide variety of materials other than books is an essential element of the learning process."¹⁶ After mentioning several types of instructional materials, two short paragraphs are devoted to the use and selection of textbooks, and the remaining discussion, more than fifty per cent of the total, is given over to motion pictures and radio.

The Library.-¹⁷ In common with most of the state manuals for secondary education, the Ohio High School Standards set up a separate standard on the library. The criterion set forth is, that "The school library shall be so situated, equipped, staffed and administered as to contribute maximally to the educational program."¹⁸ In the discussion, the library is spoken of as the center and unifying agency of the school. Rather extensive and very helpful suggestions are given on many phases of library development and practice.

15. G. H. Reavis, op. cit., pp. 48-51.

16. Ibid., p. 48.

17. Ibid., pp. 51-57.

18. Ibid., p. 51

Pupil Load.- ¹⁹ The criterion on pupil load is stated in a manner to emphasize the outcomes for the school as a whole rather than those for the individual. Participation by pupils in a varied activity program commensurate with their abilities, needs, and interests is encouraged. On the other hand, the statement that "Four units of work, or their equivalent, and participation in related activities should constitute the load for the majority of the pupils" ²⁰ does not depart so far from the usual statement in connection with this standard as the earlier emphasis on individual differences might have suggested.

Promotion and Graduation.- ²¹ The policy governing promotion and graduation is about as liberal as the laws of the state will permit. Such statements as, "The election of fields of study should be so guided and directed that each graduate will have completed a well-rounded program", and "Progress should be judged in terms of the pupil's success in relation to his capacity and effort rather than on a comparative or purely competitive basis", ²² illustrate the philosophy of the discussion of this standard.

Marks, Records and Reports.- ²³ The suggestions offered in regard to marks, records, and reports follow very conventional lines.

19. G. H. Reavis, op. cit., pp. 57-58.

20. Ibid., p. 58.

21. Ibid., pp. 58-60.

22. Ibid., p. 59.

23. Ibid., pp. 60-62.

As indicated earlier in this chapter, the position maintained in this thesis is that admission, marks, promotion, records, reports, and graduation, in so far as they apply to pupils, are interlocking and should be considered under one standard. Of course, records and reports are a part of many other criteria.

Daily and Weekly Schedule.- ²⁴ The suggestions offered on the daily schedule of classes and other activities in the Ohio High School Standards are by far the most comprehensive and helpful found in any State manual.

Welfare Program.- ²⁵ Under the heading "welfare program", matters pertaining to safety, health, mental hygiene, and aid for the needy are discussed. The suggestions are in line with good modern social practice. The criterion as stated involves the entire school personnel. The position taken in this thesis is that the criterion should be so stated that there will be provision for and coordination of the work of such service agencies as the attendance department, health officials, safety organizations, psychiatric bureaus, and welfare agencies however informal these organizations may be.

Articulation of School and Community.- ²⁶ The suggestions offered on articulation of school and community are very comprehensive and forward looking, yet apparently workable.

24. G. H. Reavis, op. cit., pp. 62-66.

25. Ibid., pp. 66-67.

26. Ibid., pp. 67-69.

Evaluation of the Educational Program.-²⁷ The Ohio Standards state that "Each school shall continuously evaluate its educational program in the light of its purposes". The discussion clearly indicates that any modification of program or purpose shall be through the cooperative efforts of all the school personnel, and that it shall be based on the findings of an adequate program of evaluation. However, suggestions on how to provide and maintain such a program are quite limited. Schools are advised to get in touch with the Testing Division of the State Department of Education for help in this field.

Qualifications of Teachers, Tenure, Assignments and Loads.-²⁸ The criterion on matters concerning the teaching personnel is stated in very general terms. Most such matters are covered, however, very definitely and thoroughly in the Ohio laws. Many of the suggestions offered under this standard are interpretations of the laws. The other suggestions tend to maintain high standards in this field and should be very helpful to the local schools.

Staff Organization.-²⁹ All suggestions and the whole discussion on staff organization are in keeping with the statement of the standard to the effect, that "The organization of the school staff shall be that which best promotes the cooperative administration of the educational program."³⁰

27. G. H. Reavis, op. cit., pp. 69-71.

28. Ibid., pp. 71-75.

29. Ibid., pp. 75-77.

30. Ibid., p. 75.

Administrative Procedures.-³¹ The standard on administrative procedure emphasizes especially the opening and closing of school. The necessity for cooperation of teacher and pupil personnel with the administrative officers is clearly pointed out. Suggestions on general routine; office equipment, staffing, and procedures; transportation facilities, and the like all point toward that type of administration which functions in the interest of the total school personnel.

Buildings and Grounds.-³² The discussion on the standard covering buildings and grounds is limited to two pages. The description given under this standard is in most general terms, and therefore not so helpful as that given in connection with many of the other standards. Illustrative and descriptive material concerning office space, storage rooms, janitors' rooms, auditorium, gymnasium, health service quarters, rooms for special subjects, and others are entirely lacking.

Janitorial Service and Sanitation.-³³ In contrast to the suggestions offered on the standard for buildings and grounds, those offered on janitorial service and sanitation are quite detailed.

31. G. H. Reavis, op. cit., pp. 78-80.

32. Ibid., pp. 80-81.

33. Ibid., pp. 82-84.

Subject Matter Outlines 34

Part II is devoted to the discussion of subject matter outlines under thirteen different headings, such as agriculture, art, commercial subjects, etc. Many of these, of course, are subdivided. The discussions follow in general an outline similar to the one given below:

1. Guiding Principles
2. Objectives
3. Organization of Program
4. Contents of Course
5. Evaluation of Outcomes
6. Qualifications of Teachers
7. Equipment - Teaching Facilities

These subject matter outlines contain a great many helpful suggestions, yet in no way restrict the schools which wish to develop programs that go beyond the ones suggested.

Summary of Chapter V

An editorial, in a recent issue of the Educational Research Bulletin, summarizes so well the findings of the present review of the Ohio High School Standards in respect to the development and evaluation of them that it is quoted in full.

34. G. H. Reavis, op. cit., pp. 85-188.

The "Ohio High-School Standards", 1937 model, ³⁵ is newsworthy as the product of one of the important states of the Union; but to school men its significance lies in the methods by which the Standards were formulated.

By tradition, state standards are constructed by the staff of the State Department of Education and transmitted to the schools. The Ohio Standards were developed by conferences of unusual scope and variety over a period of nearly two years. In 1935, conferences were held at the sectional meetings of the Ohio Educational Association during which the groundwork of the Standards was laid. The school men and women in the field and in the public and private colleges and universities contributed their points of view. Several of the private colleges held regional meetings to discuss the subject. Numerous high-school faculties studied tentative formulations and wrote reports. For three quarters, seminar groups of principals, superintendents, and experienced teachers devoted one night a week to the formulation of the basic philosophy of the program and the attendant standards. Series of summer conferences were held in 1936 at public and private institutions in connection with their summer sessions. At the end, the staff of the State Department with advisory assistance completed the task.

The result of this procedure is a statement of objectives which express the most progressive point of view that Ohio high-school teachers are prepared to formulate. Individuals might have prepared a statement which would swing farther to the right or left; but if the spread were too broad the teachers would not be prepared to follow, and the formulations would be only paper standards. The Ohio Standards are a realistic expression of aims of the teachers of Ohio.

The objectives are progressive, however, rather than conservative. They possess the constructive advantage of being so stated that they will stimulate continuous growth rather than present a group of minimum qualities which, when achieved, induce the schools to become smugly satisfied with their status.

The subject outlines through which the objectives are to be realized show that a conscientious attempt has been made in each case to translate the objectives into guiding principles for the teachers of each subject. The usual division of subjects is retained, although something has been done to reorganize, consolidate, and fuse the various subjects into more functional units. The detailed expositions of some courses do not yet reveal the application of the guiding principles. However, as the guiding principles sincerely control the organization of subject-matter in the classroom, it is to be expected that conspicuous changes in the curriculum will promptly

35. W. W. Charters, "Ohio High-School Standards" (Editorial Comment), Educational Research Bulletin, XVI (October 20, 1937), 187-8.

occur in Ohio high schools. Constructed as the Standards have been in intimate relation with what the teachers believe and can do, they are a substantial first step in further functionalizing the curriculum. It is better to have a modest goal that can be achieved than hitch the wagon to stars in the stratosphere that are too far away to have much pull. Homemade objectives are more potent than those that are borrowed from a book, particularly when, like the Ohio Standards, they become a continuing challenge to improvement.

The manual "Ohio High School Standards" is divided into two parts. Part I is devoted to a philosophy of and standards for secondary education; Part II is devoted to a discussion of subject matter outlines under thirteen different headings, such as agriculture, art, commercial subjects, etc. The discussion of a philosophy of secondary education is brief but very suggestive. Standard I suggests that each high school formulate definitely its own philosophy and purpose. The State Department of Education promises constructive criticism in the following words:

The State, in its program of visitation and appraisal, is concerned with (1) the thoroughness with which the school community has given thought to the purpose of its high school, (2) the extent to which all activities of the school contribute to the accepted purpose and (3) the plans for continuous study and discussion of its purpose and educational program.³⁶

The other twenty standards are organized along conventional lines but stated as helpful suggestions rather than as arbitrary prescriptions. Although the activity program is commended in the standard on instruction, the discussion of the "subject matter outlines" in Part II follows conventional patterns.

36. G. H. Reavis, op. cit., p. 14.

CHAPTER VI

PRESENT STATE-WIDE TESTING PROGRAMS

Brief Presentation of Some Outstanding Factors of These Programs

Testing on a state-wide basis is not a new development in this country. For many years most of the states gave uniform examinations at the end of the eighth grade, in some instances the seventh, to determine which pupils should be promoted to high school; a practice which a few states still continue. New York has had a system of statewide examinations for many years as one technique in the supervision of the schools of the state. More recently testing programs have been developed in a number of states for high school seniors to determine, in whole or in part, their eligibility for college entrance.

Definition.- State-wide testing as used in this thesis refers to that type of examination which is open to all pupils of all schools of a state who belong to the classification for which the examinations were prepared. These examinations belong to a number and variety of classifications; are sponsored by many different agencies; and are given for many different purposes.

Types.- Tests used in state-wide programs may be classified in a number of ways. Some of them are intelligence tests or tests of scholastic aptitudes; others are achievement tests or tests in subject-matter fields. Some of them are required of all pupils whose classification makes them eligible; others are on a purely voluntary basis.

Some of them are for supervision or standardization of the schools of the state; others are for general stimulation and motivation of the pupils and teachers of the participating schools. Some are for the purpose of determining, in whole or in part, eligibility for college entrance; others are for the purpose of finding pupils who should be encouraged to enter college. Some are of the diagnostic type; others are of the general survey type. No classification was found which would be particularly helpful in the analysis of the various programs to be considered in the present study.

Sponsors.- Eleven of the state-wide testing programs, which were reviewed, were the direct and immediate responsibility of the state departments of education. Two of the programs were conducted by the state university. Four of them were sponsored by a college or group of colleges or universities other than the state university. Two of them were the joint responsibility of the state department of education and the state university. Two of them were sponsored by a State College Association. One was the joint responsibility of the state department of education and the College Conference. One was the joint responsibility of the State College Association and the Department of Secondary School Principals. In two of them the state department of education, the State College Association, and the High School Principals' Association cooperated in putting on the program. In one case there is a commission with representatives from the institutions of higher learning, the secondary schools, and the

elementary schools which had charge of the program. Some of the programs enumerated in this listing were rather meager, but all of them came within the definition set up for state-wide testing and all of them had some connection with the secondary schools.

Objectives.- The stated aims and purposes of state-wide testing are so numerous and so overlapping that any classification of them is difficult. Some of the purposes were indicated in the presentation of types of programs. The direct and immediate purpose of all these programs might be looked upon as the determination of the differences that exist among individual pupils and among schools.

The following classification of objectives was set up as an aid in the studying of the various state programs and will be used as the basis for comments upon them at the conclusion of this chapter.

1. Motivation and Stimulation of Pupils and Teachers
2. Supervision and Standardization of Schools
3. Instruction, Grouping, and Marking of Pupils
4. Curriculum Building and Revision
5. Research
6. Survey
7. Diagnosis
8. Prognosis
9. Guidance

Results Obtained.- Reports on the various programs indicated that all of the objectives listed above were attained in some measure

at some time, when all programs were considered together, but that no one program aspired to all these purposes and but few of them attempted to reach any large proportion of these goals. Motivation and guidance are the purposes most often mentioned and the results most often attained according to the reports received.

Criticisms.- The criticisms of state-wide testing programs collected from periodical literature, personal interviews, and reports and announcements concerning the programs themselves follow rather closely the objectives stated above. Some of the criticisms of state-wide testing are without doubt due to lack of complete understanding of the purposes of such programs, and many of them arise out of unfortunate experiences with poorly conducted programs. Most of the criticisms listed below, however, have also appeared among the cautions given by competent sponsors of such programs or by capable students of measurement technique.

The following are some of the more pertinent criticisms given in an abbreviated form:

1. These programs motivate and benefit the few to the detriment of the many.
2. Resulting standardization is on the whole detrimental to the schools.
3. These programs cause teachers to over-emphasize factual learning.
4. They tend to turn the control of curricular matters over to agencies outside the school systems.
5. Research growing out of such programs is too limited and deals with the less important phases of education.

6. Too many jealousies grow out of such testing.
7. State-wide tests have little or no diagnostic value. The only diagnostic tests that are vital are those prepared by the teacher of the class.
8. These programs over-emphasize preparation for college.
9. State-wide programs cannot give proper consideration to differences in schools, much less to individual differences among pupils. They are, therefore, of little assistance in the guidance programs of the schools.

The sources of these criticisms together with some consideration of the validity or weaknesses of them will be given at the close of this chapter.

An Inquiry Concerning Present State-wide Testing

Previous studies of state-wide testing programs were studied carefully for whatever light they might throw on present practices in this field. Bulletins, announcements, reports, and other publications of the sponsors of these programs were also analyzed to help determine these practices. In order to bring the study up-to-date, an inquiry was prepared covering certain phases of the present state-wide testing practices.

This inquiry was sent by the Ohio Scholarship Tests Division of the Ohio State Department of Education to the state departments of education in all the states. It was in the form of a letter in order to encourage departments to respond concerning programs which were not directly under the charge of the departments but concerning which the departments were in position to have much information.

This letter asked for statements, reports, and studies that reveal the nature and types of such testing programs; their aims, goals and objectives; the methods of administration; the number and types of schools and students served; and the results that had been obtained. Similar letters were sent to other agencies known to be sponsors for such programs. The information received from these inquiries was the basis for the analyses of the various state programs given below.

David Segel, Educational Consultant and Specialist in Tests and Measurements, Office of Education, United States Department of the Interior, made a study of this field and issued a bulletin in 1933 entitled "National and State Cooperative High School Testing Programs". * The present chapter of this study will serve to bring up to date the phases of that study which dealt with state-wide testing programs.

Analyses of Various State High School Testing Programs

Alabama.-- The State Department of Education, The High School Principals' Association, and the State College Association of Alabama co-operate in a program of scholastic aptitude testing. High schools which participate in this program do so voluntarily and must purchase their own tests. About ten thousand seniors from more than two hundred high schools were tested during the school year 1936-37. The test used was the third part of the Cooperative English Test, Series I, 1935 published by the Cooperative Test Service. In previous years, the Otis Self-Administering Test, the Henmon-Nelson Test of General Ability, and similar tests had been used.

* See Chapter II of this thesis, pp. 31-33.

The results were assembled, certain tabulations made, and the high schools were encouraged to make whatever use they could of them in their programs of guidance. Lists containing the names of the seniors who ranked among the highest twenty per cent on these tests were sent to the institutions of learning of the state for their use in soliciting students. The colleges gave this same test and a psychological examination published by the American Council on Education to entering freshmen. The results of these tests together with marks attained in subjects taken during the freshman year were sent to the high schools. Both high schools and colleges were reported to be very enthusiastic about the results obtained so far in this cooperative effort.

The State Department of Education expressed the hope that this program might be expanded to include such a variety of tests that a complete program of guidance in the high schools would be encouraged. Two features of expansion most desired by the Department were that more high schools should participate in the program and that all three grades of the high school should be included in it.¹

Arizona.- From 1933 to 1935 Arizona carried on a state-wide testing program using locally constructed high school comprehensive examinations in the twelfth grade. The program served the purposes of classification and guidance. Although the State Department of

1. Letter from J. A. Keller, Superintendent, State Department of Education dated March 11, 1937, and letter from W. L. Spencer, Head Supervisor, Secondary Education, dated June 29, 1937.

Public Instruction had to give up this program for lack of funds to carry it on, the county systems and local districts still carry on testing programs, at least to some extent. Checking of achievement and guidance are the chief purposes in these testing programs. The present program cannot be considered a strictly state-wide testing program as defined in this thesis although it grew out of such a program. ²

Arkansas.- The following quotation indicates the position of Arkansas in regard to state-wide testing at the time the letter was received.

...We do not, at the present time, have a state-wide testing program in Arkansas. A committee was appointed last summer to take initial steps to inaugurate such a program. We have had some correspondence with the American Council on Education in regard to assistance to Arkansas by that organization in promoting a testing program similar to those in Texas and Georgia. Final action on our request is pending. ³

California.- The attitude of the California State Department of Education toward state-wide testing is indicated by the following quotation.

...No state-wide testing program is undertaken in California. Educational and mental tests are employed in the discretion of individual school districts with no attempt to coordinate testing programs or to institute a state-wide program of testing in any field.... ⁴

2. Letter from J. Morris Richards, Director, Division of Tests and Measurements, State Department of Public Instruction, dated March 2, 1937.

3. Letter from M. R. Owens, State High School Supervisor, State Department of Education, dated February 20, 1937.

4. Letter from Walter E. Morgan, Assistant Superintendent, State Department of Education, dated May 7, 1937.

Colorado.- There are at least two programs in the State of Colorado that are of the type under consideration. One is a state scholarship contest covering several high school subjects in which each high school is permitted to enter one team. The other is a cooperative testing program in scholastic aptitude which is intended to bring about a closer relationship between the high schools and the colleges of the state.

The Colorado State Scholarship Contest is carried on under the supervision of Western State College, Gunnison, Colorado, for the purpose of increasing interest in scholarship and motivating individual achievement. It is not used for administrative or supervisory purposes.

The scholastic aptitude testing program is known as the Cooperative Testing Program of the Colorado High Schools and Higher Institutions of Learning and is carried on under the auspices and direction of a committee representing the College Registrars and the Association of Secondary School Principals of the State. The primary purpose of this program is to point out individual differences in scholastic aptitudes as a basis for the guidance program of each participating high school. Furthermore, the program is concerned with the discovering of factors other than test results which are predictive of a student's ability to do academic work. There has been an attempt to get the more able students who had not yet decided to do so to enter college. J. D. Heilman, Director of Personnel, Colorado State College of Education, Greeley, has taken an

active part in the development of this program and prepared some of the reports on it. Mr. A. A. Brown, Principal of the High School, Fort Morgan, Colorado, was chairman of the committee in 1936-37. 5

Connecticut.- During the school year 1936-37, the Connecticut Teachers College, Storrs, Connecticut, in cooperation with sixty-eight high schools of the state launched a program to secure an objective picture of the secondary school population of the state. The chief sources of information for this picture were data secured from records of personal history of each student and the results of a series of objective tests in English, science, mathematics, and social science. These tests were prepared by the Cooperative Test Service and paid for by the participating schools or their pupils.

It was expected that the program would give some indication of the needs for higher education and vocational training among the high school pupils of the state; furnish data which could be used by the College for curriculum revision and individual guidance; provide information essential to the improvement of the admission policy of

5. Letter from John J. Dynes, Western State College of Colorado, Gunnison, dated June 25, 1937.

Letter from J. D. Heilman dated June 22, 1937.

Letter from A. C. Cross, State High School Visitor, University of Colorado, Boulder, dated August 12, 1937.

J. D. Heilman, Report on the 1934-35 Cooperative Testing Program of the Colorado High Schools and Higher Institutions of Learning, Mimeographed, Colorado State Teachers College, p. 18. Greeley, Colorado: The College, 1934.

the College; and furnish important background for the guidance programs in the high schools. ⁶

Delaware.- Under the supervision of the Director of Research, the State Department of Public Instruction of Delaware has a cooperative testing program which touches all grades from two to twelve and covers the fields of general scholastic aptitude, special aptitudes, and achievement in a wide range of school subjects. The programs vary from year to year according to the needs of the schools as interpreted by the schools and the state department.

In the Spring of 1937, all pupils in the eighth grades were given a survey test that included reading, spelling, arithmetic, and English, and a general intelligence test. Near the close of the school year 1936-37, the high school pupils were given tests in algebra I, algebra II, plane geometry, solid geometry, and trigonometry. This series of tests for the various grades in high school were selected because of complaints that some of the graduates from the Delaware high schools had been having difficulty in their college mathematics.

The 1936 Testing Program in Secondary Schools included tests in Latin, French, algebra, general mathematics, home economics, seventh and eighth grade arithmetic, and an aptitude test for high school seniors.

6. Taken from an Outline of the Project, and a letter received from Mrs. Jennie Byers Heiser, Assistant Director of Research, Connecticut State College, Storrs. Letter dated March 24, 1937.

J. R. Gerberich, Assistant Professor of Education, later took over the direction of this program.

The program covers all schools of the state except those of the City of Wilmington and appears to be very complete. The chief purposes seem to be to stimulate scholarship and motivate individual and school achievement, and to furnish the high schools pertinent data which may be used in programs of pupil guidance.⁷

Florida.- The state-wide testing program of Florida consists of a college aptitude test and achievement tests in several school subjects that vary from year to year. The program is sponsored by the Florida College Association and approved by the State Department of Public Instruction and the associations of public school administrators. At the time of this inquiry, the State Department of Public Instruction was giving serious consideration to the possibility of taking over this program.

The objectives, procedures, and expected results were set forth very clearly and completely by a bulletin entitled "Cooperative Testing and Guidance for the Florida High School Pupils". The objectives and procedures as set forth in this bulletin are very forward looking. Both the colleges and the high schools have been left very largely to their own devices as to the use made of the results of this testing program aside from the suggestions offered in the

7. Letter dated February 12, 1937, circulars, and reports received from R. L. Herbst, Director of Research, Delaware State Department of Public Instruction.

bulletins issued by the committee in charge. Colleges reported use of the test results in placement and guidance.⁸

Georgia.- The state testing programs in Georgia are a part of a program of school surveys of county systems which are undertaken only after the written request of the county school superintendent and Board of Education has been filed in the State Department of Education. This section of the school survey is called "educational results" and is based on standard achievement and intelligence tests. In some cases the entire student body both elementary and high school of the county were tested. J. I. Allman, Supervisor, Division of School Administration, State Department of Education, outlined the procedure for a testing program as follows:

Standard tests recommended by the Department of Education are purchased by the Board of Education.

Tests are administered under the supervision of Mr. J. I. Allman, the County or City School Superintendent, and the principal of each school.

Tests are graded and results recorded for individual pupils by teachers, high school seniors, or others selected by the Superintendent to assist in the work.

The tests are then sent to the State Department of Education where tables showing the distribution of scores by subject, grade, and school are set up.

8. Letter from M. W. Carothers, State Director of Instruction, State of Florida Department of Public Instruction, dated February 16, 1937.

Letter from M. R. Hinson, Florida State College for Women, Tallahassee, dated March 31, 1937.

M. R. Hinson, Cooperative Testing and Guidance of Florida High School Pupils, Mimeographed, p. 2.

Median scores for each grade are worked out by subjects tested....

From the individual grade tables of distribution of scores, comparative tables for the county as a whole are then made up. These are set up by grade and subject and graphs are drawn showing the comparative achievement of individual schools with county, standard, and age levels, together with total averages.

Interpretation of test results is made for each school and conclusions and recommendations are then written in report form....

The testing which accompanies these surveys is open to any school of the state after proper arrangements are made but is not a state-wide testing program as usually interpreted. It is, however, sponsored by the State Department which sets up the same type of objectives for this program as is found in the usual state-wide program. 9

Idaho.- The Idaho state-wide testing program consists of the giving of the Standard Graduation Examination, the Metropolitan Achievement Tests, or similar examinations to all pupils in the eighth grades as a requirement in determination of eligibility for graduation. 10

Illinois.- The following quotations from letters received in answer to the inquiry will indicate the status of state-wide testing in Illinois. "There has never been anything of the nature

9. Letter dated April 29, 1937, and Outline of Procedure received from L. L. Perry, Director, Division of Information and Publications, State Department of Education.

10. Letter from William W. Gartin, Assistant State Superintendent of Public Instruction, dated February 17, 1937.

of a state-wide testing program developed in the State of Illinois." 11

"The Department of Public Instruction in Illinois is making no surveys of a testing nature in the public schools, neither are tests being used as a supervisory device." 12

Indiana.- The Indiana State High School Testing Program is a service offered the high schools by the following state institutions of higher learning: Ball State Teachers College, Indiana State Teachers College, Indiana University, and Purdue University. The program is directed by H. H. Remmers, Director, Division of Educational Reference, Purdue University, Lafayette, Indiana. The general administration and direction as well as the authorship of the tests are provided by the four state institutions at no expense to the high schools. The cost of the tests which range in price from $1\frac{1}{2}$ ¢ to $3\frac{1}{2}$ ¢ each and the forms necessary to carry on the program must be met by the schools or pupils participating.

New tests are constructed each semester and all tests are based upon Indiana programs of studies and activities. The program is quite extensive as may be seen by the fact that for the spring of 1937, an intelligence test, several aptitude tests, and thirty subject-matter achievement tests were available.

11. Letter from C. W. Odell, College of Education, University of Illinois, dated March 18, 1937.

12. Letter from John A. Wieland, Superintendent of Public Instruction, dated February 24, 1937.

The Committee on High School Testing for Indiana which has charge of the general administration of this testing program urges all participating high schools to grade the tests promptly, and to tabulate and report the results immediately. The committee then analyzes the results, constructs norms, and sends out reports at once to all participating high schools. That the committee is emphasizing the objective of guidance is illustrated by the following sentence taken from a letter received from H. H. Remmers: "For the coming year a properly qualified person will spend half time assisting high schools of the state in various ways in making the High School Testing Service more effective for guidance purposes." 13

That comparison of the results of this testing program is intended to serve as the basis for many features of the guidance programs of the high schools is shown by the type of tables prepared for use by the high schools and by the suggestions contained in the various reports as illustrated by those given in the February, 1937 report which are quoted in full:

All those concerned with the tests - pupils, teachers, and administrators will desire to make various kinds of comparison of the test results; among these are the following:

1. Comparison of a pupil's relative standing in his various subjects. How does he stand in algebra as compared with his Latin, biology, etc.? As compared with other pupils in the school?
2. Comparison of a pupil's standing on each test as compared with the State norms.

13. Letter dated July 19, 1937.

3. The comparative standing of pupils in general scholarship (averaged T-Scores for their various subjects).

4. Comparison of the average standing of each class or high school in a given subject with other classes or high schools in the same system or the State as a whole.

5. The comparative standing of each school when all the tests are combined. 14

The T-Scale method of making all test scores comparable was selected by the committee as the most satisfactory. To meet the demands from some schools, the committee worked out a set of "letter grade equivalents of T-scores". Apparently the services furnished by this program over the years has been very helpful to the high schools of Indiana. 15

Iowa.-

The Iowa Every-Pupil Testing Program is a cooperative, regional testing project whose fundamental purposes are to provide superior instruments for the measurements of educational achievement, to facilitate improvement in high school instruction and in educational guidance, and to encourage better scholarship. It is sponsored annually by the College of Education and the Extension Division of the State University of Iowa, and is conducted on a non-profit basis as an educational service agency. 16

This program for the spring of 1937 consisted of a sixty-minute general achievement test of the objective type in each of the

14. H. H. Remmers, First Semester Norms for the High School Tests for Indiana, Preliminary Report, p. 1. Lafayette, Indiana: Purdue University, February, 1937.

15. Letter, circulars, bulletins, and reports received from H. H. Remmers.

16. E. F. Lindquist, The Ninth Annual Iowa Every-Pupil High School Testing Program. Bulletin of the State University of Iowa, New Series No. 888, p. 2. Iowa City, Iowa: The University, 1937.

following: ninth year algebra, plane geometry, general science, biology, physics, World history, United States history, economics, American government, first and second year Latin, English correctness, reading comprehension in literature, and contemporary affairs.

Participation in this program is entirely voluntary on the part of the schools, but each school must agree to test and report the results for every pupil regularly enrolled in any subject in which the school determines to give a test. While the program is designed particularly for the high schools of Iowa, schools in states having similar school population and similar educational objectives are invited to participate. The tests must be administered by and scored by the officials and teachers in the schools using the tests, and they are required to report the results to the director of the program very promptly.

Since it is the belief of the sponsors of this program that "It is highly essential to the success of a project of this kind that the detailed summary report be made available to the schools within a very brief period after the administration of the tests",¹⁷ a complete statistical summary of the results of the entire testing program is made available in an almost unbelievably short time. The printed "Summary Report of Results" together with a separate confidential report of results in each school is furnished all participating schools. This statistical summary "provides the participating high

17. E. F. Lindquist, op. cit., p. 21.

schools with far more adequate basis for interpretation of results than can be secured for any standardized test now published." 18

Tests which are used in the Every Pupil Program are furnished to the schools at a cost of four cents each.

Kansas.- The bureau of educational measurements of the Kansas State Teachers College of Emporia sponsors three different testing programs. Two of these partake of the nature of contests in scholarship and participation in them is limited to pupils in the high schools of Kansas. The other program is known as the Nation-wide Every Pupil Scholarship Test in which pupils from almost every state and a few outside the Nation participate.

The Kansas State Scholarship Contest is open to all students in the seventh to twelfth grades inclusive in all high schools of the state. The main purpose of this contest is to place a premium on excellence in scholarship and to motivate the work of the students. About three thousand students entered this contest last year. The other Scholarship Contest which is for high school seniors only is conducted in similar manner and for similar purposes. It is constructed, however, to measure all-round scholarship for the student's entire school career rather than excellence in individual school subjects. These contests are conducted at the same time in twenty-three centers of the state and as many schools as desire may enter contestants. Last year approximately 175 schools availed themselves of the opportunities afforded by these contests.

18. E. F. Lindquist, op. cit., pp. 20-21.

The Nation-wide Every Pupil Scholarship Test is Kansas' big testing program. It was begun about thirteen years ago and has been the inspiration for programs of this type developed in other states. It provides two testing programs annually, one in January and the other in April. In April, 1937, forty-six different tests in high school and elementary school subjects were provided by this program. Since the time required for taking a test in each of the high school subjects is forty minutes, they may be administered during the ordinary classroom period without interruption to the usual program. Schools participating in this testing program are asked to score the tests and forward a list of the results to the Director as promptly as possible. The Bureau of Educational Measurements then compiles a complete summary of all scores reported for each subject and grade, prints it, and sends a copy to each school that has participated. This report as well as announcements concerning the program suggests a wide variety of uses of the test results. High school tests sell at two cents per copy. ¹⁹

Kentucky.-- The Kentucky Cooperative Testing Service was organized in 1932 by the Kentucky Association of Colleges and Secondary Schools. The program for the high schools is administered by a Technical Committee which is a sub-committee of the Committee on Guidance appointed by the Association. Participation by the high

19. Letter dated March 19, 1937, announcements, and reports received from H. E. Schrammel, Director, Bureau of Educational Measurements, The Kansas State Teachers College of Emporia.

schools is entirely voluntary. About 125 of the 600 high schools in the state participated in the program in the spring of 1937. The total number of students tested was less than three thousand.

The program started in the spring of 1932 with the administration of a standard intelligence test to high school seniors. Since that time in addition to the intelligence test, the program has included an English achievement test and sometimes either or both a mathematics achievement test and a reading test. The tests used in the 1937 program included the Kentucky General Scholastic Ability Test which is designed primarily to measure a student's all-round ability to do school work; the Kentucky English Test which is designed to measure a student's knowledge of English fundamentals; and the Iowa Placement Mathematics Test. The tests used in this program are constructed or selected to fit the conditions peculiar to the State to be served.

The aim of the testing in the high schools is to provide information for programs of counselling and guidance. The summary of results and report which is sent to the high school authorities contains suggestions to aid in the interpretation and use of the test results. During 1936, and again in 1937, the program was extended to the sophomore and junior levels in high school in order to give more time for guidance of high school pupils. Some of the colleges of the state use the results of this testing program in determining the admission of students or in classifying them in college classes, or both. For this reason, each college in the state

receives a list of all high school seniors taking the tests together with their scores and percentile ranks among high school seniors.²⁰

Louisiana.- Beginning about 1929, the State Department of Education of Louisiana conducted state-wide testing programs for a few years. The tests for the elementary schools were prepared by members of the Elementary Division of the State Department and given at six-weeks intervals throughout the year. The test for each period was limited to one subject per grade. This is, of course, the older conception of state testing and was abandoned because of the weaknesses so apparent in such testing. A. M. Hopper, State Supervisor of Elementary Schools, State Department of Education, writes that, "The tests were abandoned because we felt that they were doing more harm than good in that they placed too much emphasis upon memorizing subject matter and caused the teachers to emphasize those parts of the subject that could be included in objective tests."²¹ The high school state-wide testing program was discontinued because "there is such diversity of interests in the several schools that a uniform program could not be carried on."

Maine.- The state-wide testing program in Maine has been carried on since 1930-31 under the auspices of the School of Education of the University of Maine. The value which the State Department of

20. Letter dated August 14, 1937, bulletins, and circulars received from A. J. Asher, Director, The Kentucky Cooperative Testing Service, University of Kentucky, Lexington, Kentucky.

21. Letter from A. M. Hopper dated February 18, 1937.

Education attaches to this program was indicated in a statement by the Director of Secondary Education from the department when he said, "This Department, in cooperation with the University of Maine, has been carrying on some unusually good state wide testing programs." 22

This testing program consists of two divisions: one of the type and with the features of the programs usually designated as "every pupil" tests; and the other a scholarship contest for a select few of the pupils. One of the purposes of this testing program is to provide recognition of outstanding scholastic accomplishment somewhat in the nature of the recognition now given certain extra-curricular activities. A closely related purpose is that of serving as an instrument for the selection of recipients of college scholarships.

At present the program is limited very largely to high school seniors who are preparing for entrance into institutions of higher learning. Schools participating in the first division of this program must test all pupils who belong to group being tested. Each competing school is permitted to enter only a select few (generally two in each subject tested) in the second division or the district contest. About two-fifths of the secondary schools of the state participate annually in the contest.

The tests used in this program are selected from those published by recognized test construction agencies, such as, the Cooperative Test Service. The State Department of Education through

22. Letter from Harrison C. Lyseth, Director of Secondary Education, State Department of Education, dated February 13, 1937.

an annual grant bears a considerable portion of the expense of this program which is almost free to the participating secondary schools. The sponsors of this program seem very anxious to expand it to include the lower grades of the high school so that it may become the basis for extensive guidance programs. ²³

Minnesota.- There are three testing programs of state-wide nature in Minnesota. One is the Minnesota College Aptitude Test sponsored by the Association of Minnesota Colleges; the second is known as the Pupil Personnel Study of Pupils in Minnesota Public Schools and is sponsored by The Minnesota Council of School Executives; while the third is a system of State Board examinations conducted by the State Department of Education.

The program on College Aptitude is under the direction of Dr. E. G. Williamson of the University of Minnesota and is for the purposes of selecting students for college, encouraging or discouraging entrance into college, and to an extent of classifying those who enter. Each student tested is given a College Aptitude Rating which is a combined ranking of scores on the aptitude tests and marks received on subjects taken in high school. Reports of studies made indicate that college scholarship can be predicted with a high degree of success from this ranking. It has been found, however, that a contact must be established with the pupil in the early years of his

23. Letter from J. R. Crawford, Director State Scholarship Contest, School of Education, University of Maine, Orono, Maine, dated April 28, 1937.

high school work if the guidance is to be entirely satisfactory. ²⁴

In 1928, the Superintendents Section of the Minnesota Education Association appointed a State Testing Committee to select a series of tests for use in the schools of Minnesota. Later the committee which consists of five members, - three superintendents, one from the State Department, and one from the University of Minnesota - was selected by the president of the Minnesota Council of School Executives. Soon this testing took the form of projects set up to meet some of the practical problems of the school people of the state. This program has the endorsement of the Minnesota State Department of Education and has received support from the Minnesota Works Progress Administration. In 1935-36, this committee set up two sets of projects; one set dealt with the pupil personnel study of pupils in the Minnesota public schools; the other set was concerned with pupil knowledge of current events and geographical information related to current events. ²⁵

The State Board examinations which are prepared under the direction of the State Department of Education cover five subjects in grades seven and eight, and twenty-five subjects in grades nine

24. I. L. Kandel, Examinations and Their Substitutes in the United States. Bulletin Number Twenty-eight, The Carnegie Foundation for the Advancement of Teaching, pp. 115-120. New York: The Foundation, 1937.

25. The State Testing Committee of The Minnesota Council of School Executives, Pupil Personnel Study of Pupils in Minnesota Public Schools. Minnesota State Department of Education. St. Paul: The Department, 1936.

to twelve. There has been a tendency in recent years to unify the content in subject fields and reduce the number of examinations.

The results of these examinations are used for at least three purposes: first, to admit non-resident pupils to accredited high schools; second, to check up on the use of high-school syllabi; and third, to offer a supervisory device through a detailed analysis of the test items on each examination.

The procedure for giving these examinations is very detailed and definite. After the examinations are given, each classroom teacher scores the papers for her class or subject according to the scoring keys prepared by the committee responsible for the preparation of the examination. These results are assembled in the superintendent's office, tabulated and sent to the Statistical Bureau of the State Department. From tabulations made in this bureau, a passing mark is established for each subject.

After the passing marks have been established, the Department by means of a group of special "readers" rechecks the papers that have been sent to it. Each year several state-wide studies of errors in different subjects are made during the time the papers are being re-read. A number of these have resulted in Masters' theses.

Certain practices have grown up in connection with these examinations that the State Department is anxious to discourage. Among them are drilling on old State Board examination questions, and judging the merit of teachers, school administrators and school systems by the results of these examinations.

The cooperation among the school people of the state has been such that much good has resulted from this system of examinations although it has been subjected to many of the same criticisms directed at the New York Regents examinations which it resembles. ²⁶

Mississippi.- Under date of February 18, 1937, E. R. Jobe, High School Supervisor, State Department of Education, wrote that they had no state-wide testing program but expressed an interest in such programs.

Missouri.- Under the direction of C. W. Martin of Northeast Missouri State Teachers College, Missouri initiated a state-wide testing program during the school year 1936-37. It is hoped that this program may eventually furnish data that can be used in a thorough-going guidance program for the high schools of the state. Other purposes of the program are stimulation of scholarship and improvement of instruction. The Iowa Every-Pupil Tests were used in 1936-37. ²⁷

Montana.- The Montana District Scholarship Contest for the high school pupils of the state is directed by Montana State College under the leadership of Leora Harper. It is a program entered into voluntarily by both the college and the participating high schools.

26. Letter from T. J. Berning, Director, Statistical Bureau, State Department of Education, dated February 17, 1937.

State Board Examinations, Mimeographed, State Department of Education, Code XVII-B-30. St. Paul: The Department.

27. Letter from C. W. Martin, Northeast Missouri State Teachers College, Kirksville, dated March 17, 1937.

The purpose of the contest is stimulation of scholarship and motivation of individual achievement. 28

The State Department of Public Instruction sends examinations to the county superintendents which they may use in the seventh or eighth grades. Some rural schools make use of the results of these examinations in determining promotion to the high schools. 29

Nebraska.- The University of Nebraska, through its examiner, Dr. A. A. Reed, gives an English Classification Test and a psychological test to all high school students who enter the University of Nebraska. 30

This testing which is known as the Regents' Scholarship Contest, is done in the various high schools under the supervision of the principal or superintendent. All papers are returned to the University for grading. 31

Nevada.- The State Department of Education of Nevada gives some standard test of mental ability to all eighth grade pupils annually for the purpose of helping to determine eligibility for promotion to high school. 32

28. Letter from W. F. Brewer, English Department, Montana State College, Bozeman, dated June 28, 1937.

29. Letter from R. C. Haight, Deputy Superintendent of Public Instruction, Helena, dated February 24, 1937.

30. Letter from J. C. Mitchell, Director of Secondary Education, State Department of Public Instruction, dated February 16, 1937.

31. "Regents' Scholarship Contest," University Extension News, XVI (March 11, 1936), pp. 1-2.

32. Letter from Chauncey W. Smith, Superintendent of Public Instruction, dated February 24, 1937.

New Hampshire.- New Hampshire's state-wide testing program for the secondary schools is fairly comprehensive and has been administered without break for many years. The program is sponsored by the State Board of Education and consists of an intelligence test and two or more achievement tests. In 1936, the Otis Self-Administering Tests of Mental Ability, Higher Examination, Form A, the Buckingham-Stevenson Place Geography Tests - United States, Form 2, and the Cross English Tests, Form A were given to the high school seniors of the state. The achievement tests are selected upon the recommendation of the Superintendent's Committee on Fundamentals in accordance with the immediate needs of the schools.

Each school is given a code number and sent a report of its achievements in relation to the results for all the schools participating. Reports are also sent to the University of New Hampshire and other interested institutions of high learning. These data are reported to be very useful in the guidance programs of both high schools and colleges. 33

New York.- The University of the State of New York, The State Education Department, conducts a program of state-wide testing known as the New York Regents examinations. The Examinations and Inspection Division of the State Department issues a ninety-page (September, 1936) handbook of rules and procedures for these examina-

33. Letter dated February 17, 1937, and reports received from Walter M. May, Deputy Commissioner, State Board of Education, Concord, New Hampshire.

tions. Receipt of apportionments by the secondary schools is dependent upon use of the Regents academic examinations, or approved substitutes for them, in the third and fourth years of the secondary school course.

The examinations are prepared under the direction of the state department by twenty committees whose membership is chosen from the most competent teachers and supervisors which the state has in the various subject fields. Each committee, in theory at least, includes one college representative, two or more high school representatives, and the state supervisor of that particular field. These examinations are furnished without expense to the local schools.

The examinations are given by the local school administrators and the papers scored under their direction, both in accordance with the very strict rules set up by the state department. Papers that are thought to be passing are then sent to the State department for final checking. Granting of high school diplomas, college entrance diplomas, and State University scholarships are all dependent upon the results of these examinations.

At one time examinations were offered in six preliminary subjects and in sixty-eight high school academic subjects. Recently there has been a tendency to eliminate examinations in subjects that are not taught in a significant number of the schools of the state, and to substitute comprehensive examinations covering an entire subject field for examinations in each subject by grades. However,

Avery W. Skinner, Director of Examinations and Inspections, in a statement issued by the Department on February 3, 1936, said "Every effort to limit or decrease the number of examinations has met with wide opposition on the part of principals who have expressed a belief in the value of Regents examinations in the early secondary school grades for diagnostic and remedial teaching purposes." 34

In a recent issue of School and Society, George M. Wiley, Assistant Commissioner for Secondary Education, makes the following four specific suggestions in regard to this testing program:

1. That the optional plan governing the use of preliminary examinations in the cities and villages of the state be extended to include other communities where there is an approved six-year secondary school.

2. That there be a further reduction in the number of subjects in which Regents examinations are offered.

3. That the state examinations be not used in such a manner as to interfere in any way with the development of experimental instructional materials for pupils of superior ability or for pupils of lower mental level.

4. That increasing time and attention be given to the development of an adequate testing program that will serve the needs of educational guidance, that will be informative of the growth and progress of each individual pupil, and that will aid parents and teachers in meeting more intelligently the advisory responsibility toward adolescents. 35

34. Avery W. Skinner, History of Regents Examinations (Duplicated). Regents Special Committee on Examinations, Division of Examinations and Inspections, The University of the State of New York. Albany: The University, February 3, 1936.

35. George M. Wiley, "The Changing Functions of Regents Examinations," School and Society, XLV (March 13, 1937), 369-370.

The Regents examinations are given at the close of each semester and at the close of the summer session of the secondary schools. 36

North Carolina.- For the last four years, the State Department of Public Instruction of North Carolina has had a state-wide achievement testing program in the seventh grade which is the last grade of the elementary schools of that state. The Metropolitan Achievement Tests were used in this program during the last two years. From reports it would seem that the chief purpose of the program is to raise the general educational standards of the state.

For a number of years the North Carolina College Conference sponsored a state-wide testing program for high school seniors. The results of this testing were used chiefly for purposes of classification and guidance after the students entered college. This program was discontinued in 1935. The state department sponsored a testing program for high school seniors in 1937. About twenty thousand seniors participated in this program. The tests which were purchased by the schools or the pupils participating were the Otis Quick-Scoring Mental Ability Test, Gamma Test, Form A,

36. Letter from W. W. Coxe, Director Educational Research, The University of the State of New York, dated March 1, 1937.

Letter, circulars, reports, and forms received from W. W. Knox, Acting Assistant Director, Examinations and Inspections Division, The University of the State of New York.

and the Myers-Ruch High School Progress Test, Form A. The purposes of this testing were not given in the circular announcing it. ³⁷

North Dakota.- In a letter dated February 23, 1937, S. T. Lillehaugen, Director of Secondary Education, North Dakota State Department of Public Instruction, expressed regret that they did not have a state-wide testing program. About four years ago practically all high school seniors were given the Sones-Harry tests under the direction of the School of Education of the University of North Dakota. Both state and university authorities seem to regret inability to continue state testing programs. ³⁸

Ohio.- There are two separately conducted state-wide testing programs in the State of Ohio. One known as the "State-wide Testing and Guidance Program" is sponsored by the Ohio College Association and directed by Herbert A. Toops, Chairman of the Committee on Intelligence Tests. The other known as the "Ohio Scholarship Tests" is sponsored by the State Department of Education and directed by Ray G. Wood, Director.

In the Ohio High School Bulletin No. 9, Dr. Toops listed fifty-eight proposals for a minimal guidance program for the secondary schools of Ohio. Among these proposals were: (1) An annual intelli-

37. Letter dated April 28, 1937, circulars, and periodicals received from Clyde A. Erwin, State Superintendent of Public Instruction, North Carolina.

38. Letter from J. V. Breitwieser, Dean, School of Education, University of North Dakota, Grand Forks, dated March 19, 1937.

gence test for every Ohio high school pupil; (2) Annual scholarship tests of every pupil; (3) An annual transmutation to a common basis of the high school marks of every graduating senior; (4) The appointment of a teacher, principal, or other qualified person to serve as a guidance counsellor in every high school; (5) The holding annually of at least one guidance interview with every high school pupil; and (6) The adoption of a uniform cumulative record blank with a time projection to supply a complete account of the pupil's abilities, attitudes, plans, and ambitions.

Some of the objectives of this program as given in "A Catechism on a State-wide Testing and Guidance Program" are: (1) To aid the secondary schools in establishing a guidance program that will more nearly insure equal opportunities for all pupils of the state; (2) To encourage all properly qualified pupils to enter college; (3) To establish the personnel viewpoint and philosophy in the secondary schools of the State; (4) To provide guidance techniques and instruments for secondary schools; and (5) To develop statistical methods and reporting techniques appropriate to large-scale cooperative research.

In the 1936-37 state-wide survey of Grades 9, 10, 11, and 12, this program used a scholastic aptitude test known as The Ohio State University Psychological Test, Form 19. A large part of the Ohio high school seniors as well as many pupils from the lower classes were included in this testing program. The schools or the pupils participating must pay the costs in this program which will average

from four to seven cents per pupil according to conditions. Form 19 is the so-called "self-scoring" type of test which produces three duplicate copies of the pupil's answers and can be very satisfactorily scored by pupils.

The Ohio College Association has issued over one hundred bulletins besides many other publications in connection with this program. The scoring, tabulating, reporting, and other services connected with this program are extensive and of the finest quality. 39

The Ohio Scholarship Tests are considered at length in the next chapter of this study.

Oklahoma.- In a letter dated March 22, 1937, J. A. Holley, Director of Instruction, Oklahoma Department of Public Instruction, expressed regret that lack of funds prohibited a state-wide testing program in the secondary schools of that state.

Pennsylvania.- The members of the staff of the Department of Public Instruction prepare examinations to be used for selecting high school graduates for various scholarship funds each year. 40

39. Herbert A. Toops, "A Minimal Guidance Program for Secondary Schools," Ohio High School Bulletin, No. 9 (Mimeographed). Ohio College Association Committee on Intelligence Tests. Columbus: Ohio State University. Pp. 16.

A Catechism on a State-wide Testing and Guidance Program (Mimeographed). Ohio College Association Committee on Intelligence Tests. Columbus: Ohio State University. Pp. 9.

Many bulletins, circulars, and reports furnished by Herbert A. Toops, Ohio State University.

40. Letter from Robert G. Bernreuter, Chief Special Education, Commonwealth of Pennsylvania Department of Public Instruction, dated February 25, 1937.

South Carolina.- Under the leadership of John G. Kelly, State High School Supervisor, State Department of Education and W. C. McCall, Director, Personnel Bureau, University of South Carolina, a very complete state testing program is being worked out for South Carolina. This program has three divisions: the South Carolina Every-Pupil Basic Skills Testing Program for Grade 7 (the last grade in the elementary system), the South Carolina Every-Pupil Testing Program (for grades 8 to 11), and the South Carolina College Testing Program.

In a letter dated June 3, 1937, Dr. McCall says, "Our outstandingly thorough job was the seventh-grade program of January, 1937, thanks to the cooperative arrangement with Iowa...."

The South Carolina Every-Pupil Testing Program is sponsored by the South Carolina State Department of Education, the Department of Superintendence of the South Carolina Education Association, and the University of South Carolina. The 1937 program for each of the four grades in high school was very carefully planned and fairly complete. Most of the tests were taken from the 1937 program of the Cooperative Test Service. Two of the tests were specially constructed to fit the curriculum of the South Carolina schools. The directors of the program offered assistance to teachers and school administrators in selecting tests for purposes and fields of instruction not covered by the 1937 program.

The purposes of this program are set forth in the preface of The South Carolina Every-Pupil Testing Program - 1937 as follows:

The South Carolina Every-Pupil Testing Program is a co-operative state testing program whose primary purposes are the stimulation of improvement in the measurement of educational achievement, the facilitation of educational guidance, the encouragement of scholarship, and the promotion of instructional efficiency. It is conducted annually by the Personnel Bureau of the University of South Carolina and the Office of the High School Supervisor in the State Department of Education as an educational service to the schools of South Carolina.

Schools participate in this program on a voluntary basis, must pay the costs of their part in the program, and must conform to a set of regulations that govern its administration. Each school is pledged

- (1) to conform to the requirement that all pupils in a participating group shall take the test and that the results in each case be reported to the tabulating bureau;
- (2) to administer the tests according to directions;
- (3) to score the tests painstakingly and carefully recheck the counting and totaling; and
- (4) to record the test results (not pupils' names) on test forms provided, and mail to the University of South Carolina Personnel Bureau within one week after the administration of each test.

The teachers and administrators are pledged

- (1) not to prepare any pupil or group to excel in State-wide rating by giving that pupil or group special coaching;
- (2) not to answer questions while pupils are at work on the tests; and
- (3) not to drill pupils on tests that are similar to the ones anticipated for the testing program.

The reporting service connected with this program is one of its strong features. In 1937, each participating school received two reports: one a confidential report which contained information and suggestions about that particular school; and another which was a "Summary Report of Results" contained South Carolina norms and percentile tables of pupil scores. Prompt reporting was a keynote

in the 1937 program. 41

Texas.- The Texas Commission on Coordination in Education under the leadership of Herschel T. Manuel is developing a state-wide testing program which touches the elementary, secondary, and higher levels in education. For the last two years they have used the New-South Achievement Tests in Grade Seven, the last grade in the elementary schools. In the high schools, they have used achievement tests published by the Cooperative Service, and the American Council Psychological Examination. In 1935-36, the commission suggested a minimum program for grade 7, grade 10, and entering freshmen. In 1936-37, they suggested such a minimum program for grades 7, 10, 11, and entering freshmen. The commission also offered its services to schools that wished to carry on a more comprehensive program.

In the 1935-36 report on this testing program, there are several pages of suggestions on the uses of test results. The program also includes an inquiry on measurement and guidance which is suggestive of very good procedures. 42

41. The South Carolina Every-Pupil Testing Program - 1937 (Mimeographed). Office of State High School Supervisor and University Personnel Bureau, p. 26. Columbia: Personnel Bureau, University of South Carolina, March, 1937.

Letter dated June 3, 1937, reports, and programs received from W. C. McCall, University of South Carolina, Columbia, and reports received from John G. Kelly, State Department of Education, Columbia, South Carolina.

42. Herschel T. Manuel, A Further Report of the 1935-36 Testing Program and Announcements for 1936-37, p. 31. Bulletin Four of the Texas Commission on Coordination in Education. Austin: The Commission, January, 1937.

Washington.- In a letter dated March 8, 1937, Elmer H. Kennedy, Supervisor of Upper Elementary and Junior High Schools, State Department of Education, indicated that as yet there is no state-wide program for high schools in Washington, but that a program which had been working satisfactorily in the elementary schools for two years might eventually become a comprehensive state-wide program. Of the present program he writes, ".... the use that the State Department will make of these tests will be in cooperation with the County Superintendents of Schools in organizing remedial programs and re-organizing the Courses of Study."

Wisconsin.- The Committee on Cooperation Wisconsin Secondary Schools and Colleges, which represents the High School Principals' Association, the Association of City Superintendents, the privately endowed colleges, the State teachers colleges, and the State university, conducts a state-wide testing program which reaches practically every accredited four-year high school in the state. During 1936-37, more than 37,000 high school sophomores, and 28,000 seniors in about 450 high schools were tested.

Different forms of the Henmon-Nelson Mental Test are used each year. Thus since each pupil is tested in the tenth grade and again in the twelfth grade, the results of two scholastic aptitude tests are available for each graduate from the Wisconsin high schools. During the school year 1936-37, the pupils in something over one hundred high schools were given achievement tests in certain high school subjects.

The aims of this program are to measure scholastic aptitude in order to predict academic success in college, and to furnish a basis for high school and college guidance program. The expenses of the program are pro-rated among the colleges of the state in proportion to the number of freshmen entering the particular colleges from Wisconsin high schools. The Bureau of Guidance of the University of Wisconsin, under the direction of the Registrar of the University is in charge of the details of administration. ⁴³

In the cases where the name of a state does not appear in this summary, information was received to the effect that the state did not have a state testing program.

Brief Tabular Summary of These Analyses

When a state had a state-wide testing program consisting of several divisions sponsored by the same agency, as in the case of Kansas, it was tabulated as one program, and each purpose was listed only once. The five divisions of the "Ohio Scholarship Tests" were tabulated as one program, and each purpose was listed only once although some of them may have been enumerated in several of the divisions; but the Ohio Intelligence Test Program sponsored by a different agency was tabulated as a second program.

43. Letter from Curtis Merriam, Registrar, University of Wisconsin, dated February 25, 1937.

V. A. C. Henmon and F. O. Holt, A Report of the Administration of Scholastic Aptitude Tests to 34,000 High School Seniors in Wisconsin in 1929 and 1930, p. 104. Bulletin of The University of Wisconsin. Madison: The University, June, 1931.

Types of Programs.- Table VI shows the number of programs which may be considered as psychological, scholastic aptitude or intelligence testing; the number that were limited to achievement or subject-matter testing; and the number of programs which had testing of both types in them.

TABLE VI
NUMBER OF VARIOUS TYPES OF STATE-WIDE TESTING PROGRAMS

Type	Number
Psychological, Scholastic Aptitude or Intelligence Testing	6
Achievement or Subject-matter Testing	10
Both Intelligence and Achievement Testing	10

Sponsors of Programs.- No program of cooperative testing sponsored entirely by the high schools was found which was state-wide in its scope. Table VII shows in brief and condensed form the sponsors of these various state testing programs.

TABLE VII
NUMBER OF VARIOUS AGENCIES WHICH
SPONSOR THE STATE-WIDE TESTING PROGRAMS

Sponsor	Number
State Departments of Education	11
Universities, Colleges, or College Associations	8
State Departments and Universities Jointly	3
Universities and Associations of Secondary Schools	2
State Departments, Universities, and Associations of Secondary Schools	2

See page 144 of this thesis for detailed description of the conditions summarized in the preceding table.

Objectives of Programs.- Table VIII gives the number of programs in which it was clearly stated the objective listed was an aim of the program. In many cases the type of program, or reports of the results, clearly indicated an objective but if it was not definitely listed by the sponsors as such, either in the printed literature or in the answers to our inquiry, it was not tabulated.

TABLE VIII
NUMBER OF TIMES STATED OBJECTIVES ARE INCLUDED
IN THE VARIOUS TESTING PROGRAMS

Objectives	Number
Motivation and Stimulation of Pupils and Teachers	16
Supervision and Standardization of Schools	2
Classification and Marking of Pupils (In the High Schools)	5
Curriculum Building and Revision	4
Research	7
Survey	1
Diagnosis	9
Prognosis	16
Guidance	21

Consideration of Some Purposes of State-wide Testing

From the analysis of materials available on state-wide testing programs, it appears that evaluation in ways to motivate and stimulate pupils and teachers is one of the purposes of many of these programs. Frequently, however, efforts along this line take the form of contests ⁴⁴ which are subject to a great deal of criticism ⁴⁵ on the ground that such contests result in stimulation for a few of the most able pupils and a few of the most favored schools to the neglect of the pupils and schools most in need of stimulation. On the other hand, many of the programs are so organized, and their reports are made in such manner, that each school has all the information necessary to make the comparisons of its own results from year to year and from subject to subject that are so essential to any evaluation, as well as to make comparison with results from the other schools, without being able to identify any school except itself. ⁴⁶

-
44. Kansas State Contest for All Pupils Grades Seven to Twelve.
 Kansas State Contest for High School Seniors.
 Ohio State-District Scholarship Test.
 State Testing Project in Maine.

45. Harl R. Douglass, "The Effects of State and National Testing on the Secondary School," School Review, XLII (September, 1934), 497-509.

H. C. Christofferson, "Analyzing the State Scholarship Program," Ohio Schools, XIV (March, 1936), 80-82.

Letters received from Ohio high school principals.

46. E. F. Lindquist, The Ninth Annual Iowa Every-Pupil High School Testing Program, pp. 18-22. Bulletin of the State University of Iowa, New Series No. 888. Iowa City: The University, 1937.

The South Carolina Every-Pupil Testing Program - 1937, p. 26. Personnel Bureau, University of South Carolina. Columbia: The University, 1937.

Very few of the programs have as a stated or implied purpose the standardization of the practices of the schools of the state. The programs of the state departments of education of New York and Minnesota probably come nearest to having this effect. The following statement from the Minnesota State Board Examinations illustrate this point of view:

Perhaps the best statement of the purpose since 1911 would be as follows: ...

2. For standardization. This is a check-up on the use ... of the high-school syllabi.

3. For supervising. The purpose here is to make supervision more effective by means of the use of a detailed analysis of the test items in each examination indicating where difficulties have been encountered.⁴⁷

Most state-wide testing programs very clearly intend to provide the type of tests whose results will be helpful in the various types of supervisory programs found in the state.

It does not seem to be the purpose of many of the state-wide testing programs that the results of the testing should be used to mark or group the pupils in the schools tested. In a few instances directions were given for transmuting test scores obtained in such programs to "letter marks" which might be used by the schools.⁴⁸

47. Minnesota State Board Examinations, (Mimeographed). Undated, but received in September, 1937.

48. H. H. Remmers, First Semester Norms for the High School Tests for Indiana, p. 2. Mimeographed material issued by Purdue University in February, 1937.

H. E. Schrammel, Report of the Twenty-fifth Nation-wide Every Pupil Scholarship Test, p. 3. Kansas State Teachers College Bulletin of Information, Vol. XVII. Emporia: The College, 1937.

Suggestions that results of intelligence tests given high school seniors might be used in classifying college freshmen were given or implied in some of the programs.⁴⁹ In very few cases was there any hint that the tests furnished in the state-wide program were to be considered as "instructional" tests.

In many of the programs the statement was made that the testing materials were in no wise to be considered as a basis for curriculum construction or as a limitation upon it,⁵⁰ and in no case was there a suggestion that the curriculum should conform to the type of material used in the tests. The suggestion was sometimes offered or implied that an analysis of test results might be helpful to schools which were planning curriculum studies or revision. The "test-makers" seem to be interested in finding the materials common to the programs of all the schools tested, but not in the least interested in making the schools conform to a program which they may set up.⁵¹

The results of some of the state-wide testing programs have been the basis for rather extensive research. Both the Iowa and the Ohio programs are good examples of this fact. While the present study did not reveal any case where this type of research had affected nation-wide practice in any fundamental educational practice, it was

49. See programs for Alabama, Kentucky, and Nebraska.

50. The South Carolina Every-Pupil Testing Program, p. 5.

51. The Cooperative Achievement Tests, A Handbook Describing Their Purpose, Content, and Interpretation, p. 7. New York: The Cooperative Test Service of the American Council on Education, 1936.

evident from statements of officials in some state departments of education that such research had at least, resulted in change of emphasis on subjects and activities on a state-wide basis. ⁵²

Testing is used in most, if not all, comprehensive school surveys, but no continuous state-wide testing program examined had for one of its purposes the furnishing of information for a general survey of this type. One phase of the Georgia testing program is a part of a survey program carried on by the state department of education. On the other hand, most of the tests used in these programs are of the survey type and the results obtained are used in much the same ways that similarly obtained results would be used in a school survey.

Diagnosis in the usual or technical sense of the word is not a purpose of many of the tests in the state-wide programs. Some of the "every-pupil" testing programs suggest that the results of the tests be used for diagnostic purposes. For example, the announcement of the Ohio Every Pupil Test states: "They afford diagnostic measures and suggest lines of remedial work." ⁵³ A few of the state-wide programs contain special tests or division of their programs ⁵⁴ that are clearly of the diagnostic type.

52. Letter from John Shilling, Delaware, op. cit.

53. Ray G. Wood, The Ohio Scholarship Tests 1937-1938, Section on the Every Pupil Test. Scholarship Test Division, Ohio Department of Education. Columbus: The Department, 1937.

H. E. Schrammel, op. cit.

54. Ray G. Wood, op. cit., Section on Senior Survey Tests and Handbooks.

Many of the programs, however, emphasize the diagnostic value of their tests by which they mean not the usual detailed analysis of a subject or a limited part of the subject, but an analysis involving subjects, activities, and situations in their broader aspects. ⁵⁵

Prognosis is one of the purposes most frequently noted in the various state-wide testing programs. This is especially emphasized in the programs carried on by, or with the cooperation of, the universities. ⁵⁶ In the older type of program it often resulted in keeping certain pupils out of college, while the present emphasis is on getting qualified students into college. ⁵⁷ Prognosis more generally applied is one of the features of the guidance program.

Guidance is the one purpose almost universally emphasized in the state-wide testing programs. If the programs are as valuable in this field as claimed by some enthusiasts and if schools ever set up thorough-going guidance programs, regional cooperative testing will become one of the great educational movements in the school systems of the United States. Most of the able leaders in the field of cooperative testing, however, warn against over-enthusiasm and point

55. E. F. Lindquist, op. cit., p. 3.

56. See reports on programs from Alabama, Colorado, Connecticut, Indiana, Kentucky, Nebraska, and Wisconsin.

57. H. A. Toops, A Minimal Guidance Program for Secondary Schools, op. cit., pp. 5-7.

the way to a sane development of state-wide testing by showing its essential but limited place in a program of guidance. 58

Consideration of Some Criticisms of State-wide Testing

One criticism of state-wide testing is that schools spend too much time in getting ready for the tests to the neglect of more important matters; that a few pupils are over-trained in order that the school may make a favorable showing, while the education of the mass of pupils is overlooked; and that in such a process even the few are harmed more than they are benefited. 59 This criticism has grown out of the abuses that have been permitted in connection with certain district, state, and national scholarship contests. Some of these abuses are difficult, if not impossible, to control. These contests were initiated to take advantage of the competitive spirit among adolescents, and to raise scholarship to a place in their regard comparable with that of athletics. 60 Such a purpose does

58. E. F. Lindquist, op. cit., pp. 3-10.

The South Carolina Every-Pupil Testing Program, op. cit., pp. 6-8.

The Cooperative Achievement Tests, op. cit., pp. 8-11.

59. Harl R. Douglass, op. cit., See especially comments by high school principals from Iowa and Kansas.

See excerpts from letters of Ohio high school principals given in Chapter VII of this thesis.

60. Ray G. Wood, "An Appraisal of Methods for Promoting Scholarship Contests in the Secondary Schools of the United States." An unpublished master's thesis Ohio State University, 1928.

not fit well the present trend in secondary education with its emphasis on cooperation. Popularity of athletics is often based on too questionable practices to make a sure foundation upon which to build interest for scholarship. Scholarship contests, as a part of the state-wide testing programs, would be dropped entirely if it were not for the intense interest in them, and it does not seem improbable that they may be dropped eventually because of the abuses which accompany this intensity of interest. ⁶¹

The criticism is sometimes offered to the effect that state-wide testing programs tend to standardize the schools of the state. One of Douglass' objections to state-wide testing cited in Chapter II was that such testing "discourages experimentation, progress, or other deviation from the standardized norms of instruction set by the tests." ⁶² Guy M. Wilson criticizes administrative tests because of their use of "old man norm". ⁶³ W. S. Monroe finds that "the increasing use of objective tests is tending to nullify our attempts to change the curriculum." ⁶⁴

As was indicated earlier in this discussion, no state testing program examined, with the possible exception of two state systems of examinations conducted by the state departments of education,

61. H. C. Christofferson, op. cit.,
Letters from principals cited above.

62. Harl R. Douglass, op. cit., p. 509.

63. Clifford Woody and Others, "A Symposium on the Effects of Measurement on Instruction," Journal of Educational Research, XXVIII (March, 1935), 481-527. See pages 489-492.

64. Ibid., p. 497.

either explicitly stated or implied that standardization is an aim of the testing program. Suggestions offered in connection with the use and interpretation of the results of the testing programs would tend to nullify the dangers implied in this criticism. In the more advanced types of cooperative testing, where norms are calculated from the results of each testing and interpreted in the light of the immediate situation,⁶⁵ there seems to be even less foundation for this criticism.

Notwithstanding all this, there are possibilities in the use of test norms by any school that would seriously limit its educational program. However, no study was found in connection with either the criticisms or the testing programs which would show just what effect the consideration for norms had had upon the educational program in any particular situation.

Quite generally there is found in educational literature criticism to the effect that objective tests are concerned only with factual material, and that testing programs tend to over-emphasize teaching of such material.⁶⁶ Segel in his study of cooperative high school testing programs concluded that often "the emphasis of the tests is upon reasoning rather than upon factual

65. E. F. Lindquist, op. cit., p. 21.

South Carolina Program, op. cit., p. 24.

66. See criticisms of objective tests in any standard text book on tests and measurements, and selected references.

knowledge in a given field." 67 He further indicated that such testing often causes the teacher to realize that specific facts are not considered the most important aspects of her subject and to turn her attention toward the more general development of the thinking of her pupils on the subject involved.

In a handbook on cooperative achievement testing published by the Cooperative Test Service, the position is taken that "the major emphasis in the tests is upon the functional values of the product of learning, upon the student's ability to apply what he has learned in interpreting his own environment." 68 Examination of the literature issued in connection with the state-wide testing programs indicates that it is the intention of the authors connected with these programs to adhere to the principle of functionality in constructing the tests but an examination of some of the tests indicates that practice lags far behind theory in this regard.

One of the criticisms of state-wide testing as outlined by Douglass was that under the influence of such programs the secondary schools are inclined to surrender their independence in determining curriculum matters to the test-makers. 69 On the other hand, the testing movement has been one of the most important factors in bringing about the realization of the great range and variety of individual differences and their importance in education. Thus testing, in

67. David Segel, National and State Cooperative High-School Testing Programs, p. 36. Bulletin, 1933, No. 9, United States Office of Education. Washington, D. C.: United States Government Printing Office, 1933.

68. The Cooperative Achievement Tests, op. cit., p. 7.

69. Harl R. Douglas, op. cit., p. 509.

showing the necessity of provisions for individual differences, is put at the very foundation of the differentiations in curricular practices. J. H. Williams, in discussing some results of the testing movement, says: "Test results are especially useful in the study of plans for curriculum revision."⁷⁰

In the Handbook on Cooperative Achievement Tests, the principle is laid down that tests authors use only elements of instructional materials which are common to the curriculums of most of the schools of the country.⁷¹ This fundamental principle of test construction, as applied to the schools of the region tested, was in evidence in many of the state-wide testing programs. Thus it may be seen that the test-makers are interested in materials which are common to all of the schools to be tested but not in having the curriculums conform to the test materials. Indeed, the state-wide tests which are constructed from new materials each year do not lend themselves well to misuse by teachers who might be tempted to substitute items from former tests for school curricular materials.

The criticism is sometimes offered to the effect that research growing out of state-wide testing is too limited and deals with the less important phases of education. Since some of these programs involve hundreds of schools and thousands of pupils, and cover the field of intelligence testing, as well as achievement testing in

70. J. H. Williams, "Some Results of the Testing Movement," Education, LIII (March, 1933), 419.

71. The Cooperative Achievement Tests, op. cit., p. 7.

practically all the subject-matter fields found in the secondary schools, it would seem that they offer a splendid opportunity for very significant research. Since Ohio State University finds materials in the Ohio Scholarship Tests for several masters' theses each year and for an occasional doctor's thesis,⁷² it would seem that at least one of the largest institutions of higher learning does not believe this criticism is valid. The same conclusion applies to the State University of Iowa in regard to the Iowa Every-Pupil High School Testing Program. That some state departments of education do modify their programs of supervision in the light of results shown by the state testing programs was indicated earlier in this thesis.

It is maintained that state-wide testing programs over-emphasize the preparation for college. Douglass put it thus:

... admitting to college by certificate promised to be the charter of liberty for secondary education. Recent developments indicate that, before the high school has really had time to employ its recently acquired semi-freedom in the evolution of superior program of education in its broadest and truest sense, the school-master contingent in the colleges is attempting to mount to the saddle again via the testing route."⁷³

Some of the state-wide testing programs studied were primarily concerned with pupils who were seeking admission to college and to such programs this criticism applies in full force. Other programs were limited to high school seniors just about to be graduated, and

72. Ray G. Wood, Bulletin of Research Activities of the Ohio Scholarship Tests. The Ohio State Department of Education, Bulletin R-1. Columbus: The Department, 1936. Pp. 182.

73. Harl R. Douglass, op. cit., p. 499.

with the exception of the limited vocational guidance sometimes offered, this criticism was just about as applicable to them. Many of the better state testing programs are set up, however, to determine and to help meet the needs of the entire pupil body.

It is often said that each school can outline for itself a better testing program than any that can be furnished by state-wide agencies. This criticism is entirely beside the point since the state-wide programs should never be more than just one feature in a school's testing program, but often they do offer the very best opportunities for certain types of comparative testing so essential in a complete testing program.

Summary of Chapter VI

This chapter is devoted to the brief consideration of twenty-six of the present state-wide testing programs, the purposes which it is claimed they serve, and some criticisms of them. They may be roughly classified into the following groups: (1) psychological, scholastic aptitude, or intelligence testing; (2) achievement or subject matter testing; and (3) programs which include both types of testing.

These programs are sponsored by a variety of agencies including (1) state departments of education; (2) universities, colleges, or college associations; (3) state departments and institutions of higher education acting jointly; (4) universities and secondary school associations; and (5) state departments cooperating with institutions

of higher education and associations of secondary schools.

Some of the most frequently stated objectives of such programs include (1) guidance in both secondary and higher institutions; (2) prognosis, especially in predicting the probability of success in college of high school pupils; (3) motivation and stimulation of pupils and teachers; and (4) diagnosis of problems and situations common to or including a number of schools. Data from these testing programs are less frequently used in individual school-subject diagnosis, in building and revising curriculums, in classifying and marking high school pupils, in standardizing schools, and in general school surveys.

A consideration of the criticisms offered in opposition to state-wide testing indicates that many of them are founded on misunderstandings of these programs or on instances of misuse of such programs.

CHAPTER VII

A DETAILED STUDY OF ONE STATE-WIDE TESTING PROGRAM

The Ohio Scholarship Tests

The Scope of This Program.- From the point of view of types of testing done, the Ohio Scholarship Tests are probably the most extensive of the state-wide achievement testing programs. This very extensiveness offers an opportunity for it to have some of the best features of state-wide cooperative testing and subjects it to the possibility of suffering from some of the weaknesses of this type of testing. On account of these factors, and because more material on this program was available and more personal interviews were possible, the Ohio program was selected for more intensive study.

This program which has served the schools of Ohio for a period of eight years is divided into five separate and distinct divisions. Each division is a complete testing program. While the program is sponsored by the state department of education, the use of any or all of the various tests is entirely a voluntary matter with each individual school system. Some schools use only one of the programs; some use all five; some various combinations of two, three, and four of them; and many schools use none of them.

Letter of Inquiry Concerning Experiences with the Ohio Scholarship Tests.- The following letter of inquiry was sent in the name of the Research Division of the Ohio Scholarship Tests to three

hundred schools of various sizes and types which had used one or more of these programs for a number of years.

The Research Division of the Ohio Scholarship Tests is very appreciative of the interest which you have taken in the program and hopes that this interest may increase.

The Ohio Scholarship Tests are essentially a cooperative enterprise dependent upon all who participate in it. The tests used are based on Ohio curricula, and built by Ohio teachers for Ohio schools. One function of the Research Division is to serve as a clearing house for ideas which the workers in the field have in regard to the program.

An essential feature of any live and growing testing program is systematic evaluation. Many of you have spoken very encouragingly of the program as a whole or of certain features of it. Some of you have offered timely criticisms. We have now arrived at a time when we need, for the purposes of evaluation, a thorough canvass of your experiences with the program.

Please write us at once concerning the exact ways in which you have or have not found the program useful in your schools. As you know, this program is made up of five distinct divisions: The Senior Survey Tests and Handbooks; the Every Pupil Tests; The General Scholarship Test for High School Seniors; The Eighth Year Test; and The District-State Scholarship Test.

A separate and distinct account of the uses your school has made of each of the various divisions which you have at any time employed will be most helpful to the evaluation and improvement of this testing program.

A questionnaire is enclosed, the use of which (if you care to use it) will enable you to answer each item briefly and objectively.

Again expressing my deep appreciation for your cooperation,
I am

Very sincerely yours,

Although this inquiry was sent out late in the year after some schools had closed, 168 usable replies were received. Each of a number of the replies received from city and county superintendents

included data from a number of high schools but in all cases were tabulated and considered as one reply. All who answered used the questionnaire except one city superintendent, but a majority included additional comments on certain phases of the inquiry. A description of each division of the Ohio Scholarship Tests together with the results of this investigation pertaining to each division follows.

The Senior Survey Tests and Handbooks.- This is an unusual type of cooperative test service which has arisen in answer to complaints on the part of institutions of higher learning and the business world that high school graduates are often not well prepared in the so-called fundamental or tool subjects. The tests which cover the fields of English usage, reading, and mathematics, are open to every beginning senior in the state. They should be given as near the beginning of a semester as possible, and all schools using them are urged to see that each pupil entering upon his senior work takes all the tests in this group.

The purpose of the testing program is to determine the preparation of each pupil in the three fields named, and to diagnose to a limited extent the particular difficulties which each is having in these fields. The English Survey Test includes materials in the fields of grammar, vocabulary, capitalization, punctuation, and sentence structure. The Reading Tests cover general reading, special types of reading, speed, and comprehension. The Mathematics Test includes common fractions, decimal fractions, percentage, measuring, and elementary algebra.

The handbooks may be used as a remedial program (review course), or as a part of a remedial course, for pupils found unprepared in any or all of the fields tested. There is a handbook for the pupil which resembles somewhat the self-instruction type of textbook, and a handbook for the teacher which offers many suggestions on this type of course. The state department of education permits the school to grant one-half unit of credit to each senior who completes this "Review Course".

Results of the Investigation Pertaining to the Senior Survey Tests.- In 1936-37, there were 361 orders for a total of 41,500 tests received in this division known as the Senior Survey Tests and Handbooks. Seventy-nine of the 168 school systems which answered the inquiry had used this program. Several schools which have been using one or more of the other programs indicated that they were interested in this one and would probably use it next year. This program includes remedial work as well as testing. Of course, some schools may find after testing that they do not need to use the handbooks or any other form of remedial program. The schools that had used this testing program were asked whether or not they had set up an adequate remedial program following the diagnosis. Forty-eight schools had such a program; sixteen did not have such a program; and fifteen either did not answer this question or were uncertain as to whether or not their program was adequate. Table IX is a tabulation of the replies of these seventy-nine schools to the question as to how well these tests and handbooks had served their purpose in the various fields of subject matter covered.

TABLE IX

REPORT OF SCHOOLS ON THE VALUE OF SENIOR SURVEY
TESTS AND HANDBOOKS IN EACH OF THREE FIELDS

Fields	Number of schools rating tests:				No rating given
	Excellent	Good	Fair	Poor	
English	19	34	12	2	12
Reading	16	28	14	2	19
Mathematics	17	31	12	3	16

Although no space was left on the questionnaire for additional comments on this program and criticisms of it were not asked for, a few suggestions for its improvement were added. Most of them concerned the remedial program, and the examples which follow illustrate their nature.

Handbooks for Survey Course should be rewritten and the battery of tests enlarged. There should be at least two forms of these tests; one for diagnosis and a second form for checking remedial work.

Handbooks for pupils could be much improved.

I would like to see the Senior Review Handbook expanded to include more remedial activities and directions....

Some of my colleagues among the superintendents have wondered if the "Senior Survey Course" would be more effective in the Junior year - counting upon greater opportunity for effective remedial work. I have wondered the same.

The Senior Survey Tests, the two Every Pupil Tests, and the Eighth Grade Test are very helpful.

Several reasons may be advanced to account for the fact that there were fewer comments upon this program than upon some of the others.

Among them, some of the more pertinent are that: this program had been developed only recently; it is a rather unique type of program; and that no request for general comments about it was made in the questionnaire.

From data in Table IX it may be seen that seventy-six per cent of those giving definite replies to the question as to how well the program was fulfilling its purpose, found it either excellent or good while less than four per cent rated it poor. Furthermore, the program was estimated to be just about equally effective in each of the three fields covered - English, reading, and mathematics. These findings are all the more significant since the program had been only recently developed and because it contained definite remedial plans and materials in addition to the testing program.

The Every Pupil Tests.- This is a typical cooperative regional testing program which is divided into two parts: one given early in December and known as the First Every Pupil Test; the other given early in April and known as the Second Every Pupil Test. These tests cover a wide range of subject matter in grades three to twelve inclusive. The first is constructed to be as diagnostic as possible in the "essentials" or "fundamentals" of the fields covered while the second test is more of the survey type intended to reveal the achievement in the important phases of the subjects covered in the first three-fourths of the year's work. In 1936-37, there were twenty-six separate tests in this program including the following high school subjects: algebra, plane geometry, chemistry, general

science, biology, physics, American history, ancient history, world history, Latin, American and English literature, scientific thinking, and French.

The purposes of this program are to encourage better scholarship, to afford diagnostic instruments for use in a remedial program, to provide superior means for measurement of educational achievement, and to supply pertinent information for the school's guidance program. Every pupil in every class studying a particular subject is eligible to take the test in that subject, and all pupils of any class to which a test is given are required to take it. Schools are required to score the tests and report results to the State department promptly. As soon as possible the department sends to each school percentile tables showing the rank of each score for each subject, or test, computed on the results for the entire State; and an item analysis table showing the per cent of the total number of pupils in each subject who gave correct answers to each item. These tables make it possible for teachers and administrators to interpret the scores of individual pupils and classes, and to apply remedial measures in keeping with the results revealed by the item analysis.

This program is by far the most extensively used of all the Ohio Scholarship Tests. In December, 1936, there were 515,271 tests given in 755 different schools, and in April, 1937, 548,634 tests were given in 829 schools. Of course, this program as all others is entirely voluntary and the expense must be borne by each school or by the pupils. The tests and certain report forms cost two cents each, and the answer keys are one cent each.

Results of the Investigation Pertaining to the Every

Pupil Tests.- Replies received from schools using this program indicated that 123 of them used both parts in 1936-1937; while six used only the First Every Pupil Test given in December, and eleven used only the Second Every Pupil Test given in April. Many schools had used this program from the time of its introduction and most of them had administered these tests several times. The questionnaire which accompanied the letter of inquiry suggested that the schools indicate the tests which had proved most satisfactory, and the ones which had proven least satisfactory. Tests which had proven "most satisfactory" were indicated far more frequently than those "least satisfactory", but the percentage of "most satisfactory" marks for each subject calculated on the total of such marks for all subjects was almost identical with the percentage of "least satisfactory" marks for the same subject calculated on the total of such marks for all subjects. Schools were also asked to suggest any changes they would like to see made in this program. These suggestions will be commented upon a little later in the summary of general statements concerning the program.

Table X shows the values the schools placed upon this program in five particulars.

TABLE X
 REPORT OF SCHOOLS ON THE
 VALUE OF EVERY PUPIL TESTS IN FIVE PARTICULARS

Purposes	Number of schools rating tests:				No rating given
	Excellent	Good	Fair	Poor	
As instruments for encouraging scholarship	31	81	20	3	5
As diagnostic instruments	29	84	20	3	4
As means of comparison from year to year	33	70	22	1	14
As means of comparison from grade to grade	31	78	21	0	10
As means of comparison from subject to subject	27	63	28	2	20

That the interest in this program was very great was shown by the fact that comments and suggestions upon it were offered by sixty-five different schools. The following are illustrative of the different types of suggestions:

I feel that this is the best test in the program....

No change.

No suggestions.

I think these tests are an incentive to the teachers as well as to the pupils....

We like the Every Pupil Tests best, not only for the assistance to the pupils, but for what they do for us. In comparing our pupils with those of the state, we are able to locate weaknesses, and so isolate and correct them. Our experience has been that the tests are more of an incentive to the teachers directly than to the pupils. The danger lies in that the teacher over emphasize facts.

... I feel that the Science tests are very diagnostic and we use them as a teaching aid to a large extent.

I feel there is need of diagnostic tests in the fundamental operations in arithmetic....

Unless a very definite, uniform course of study is provided in English and American Literature I believe it to be useless to attempt to test on a state wide basis in these subjects....

The physics, Latin, and general science December tests were too far advanced for our students. Otherwise they are all right.

I don't like a test like geography which covers so many grades. I doubt the value of this type of test.

Separate test for all grades and not a combined list as we have in arithmetic 5 & 6 and 7 & 8.

Single grade test for each subject and increase number of items.

Some of tests are too closely related to subject matter and order of treatment in a particular text. Matter should be general....

...occasionally we find one that seems to have been prepared from a narrow point of view.

If possible make tests less factual.

Directions are too hard to interpret....

The directions for Chemistry and Physics should be such that they do not need to take so much time in understanding them.

Omit true and false items. They encourage guessing. Base questions on material found in standard texts.

December tests may emphasize items taught during the second semester in certain science subjects. No fault of test - lack of statewide program, uniform texts, etc.

We have followed the procedure of selecting a scholarship team from the Second Every Pupil Test about a week previous to the competitive tests....

Our teachers do not appreciate the use of the tests as they consider the final reports require too much detail....

Further comments indicated that the schools felt that work in connection with the reports to the department should be lightened or more time should be given in which to make them.

Schools using the every pupil tests seemed to be appreciative of this type of program. As shown by the results in Table XIII, eighty-three per cent of the schools giving a definite answer to the inquiry found that these tests served either excellently or well their purpose of stimulating pupils to put forth appropriate efforts in mastery of subject matter. Eighty-three per cent of the schools also found these tests either excellent or good diagnostic instruments. General comments indicate that schools using a number of the different programs in the Ohio Scholarship Tests consider this the most helpful one.

The General Scholarship Test for High School Seniors.- The unique purpose of this program is to furnish a contact between high school seniors of high scholastic achievement and the institutions of higher learning. Only pupils in the upper thirty-five per cent of the senior class or seniors recommended by the principal of the school are eligible to participate in this testing program. Out-of-state institutions as well as Ohio colleges and universities are encouraged to offer scholarships to pupils who rank high in these tests.

It is felt that the requirements for participation in this test and its general setting provide stimulation toward scholastic endeavor to all pupils during the entire high school period. The tests are given at some central point, usually the county seat, and are of the comprehensive type covering the fields of mathematics, English, social studies, science, and foreign languages. In 1936-37, the cost of this testing program was fifty cents per pupil.

Results of the Investigation Pertaining to the General Scholarship Test.- In 1936-37, a total of 4,711 seniors took these tests. Since a majority of the 147 school systems answering the inquiry in regard to the General Scholarship Test for High School Seniors had used the program for five years or more, their answers and comments should be very significant. The inquiry asked in regard to this program: (1) how long the school had participated in it, (2) how well it had served to stimulate interest in scholarship and to motivate toward better achievement, (3) how well it substantiated the high school records of the pupils tested, and (4) how well it had served its purpose as a means of college guidance as judged by progress in college. Table XI is a summary of the results of this part of the inquiry.

General comments upon this program were rather few, but that schools using it were well pleased with it was indicated by the fact that so many of them use it year after year. Some of the comments were, however, none too complimentary and some indicated a lack of complete understanding of the purposes of the program. The following

TABLE XI

REPORT OF SCHOOLS ON THE RESULTS OBTAINED BY USE
OF GENERAL SCHOLARSHIP TESTS FOR HIGH SCHOOL SENIORS

Results	Number of schools answering:				No answer given
	Excellent	Good	Fair	Poor	
Stimulation of interest in scholarship	39	68	24	4	11
Confirmation of high school records	59	65	11	2	10
Criteria for guidance programs	37	66	22	5	17

quotations taken from answers to the questionnaire are probably fairly indicative of the various attitudes of users of these tests.

Senior Test as now constructed very excellent. No change except in social science....

We have always had a number of seniors who took the April tests and have had very good results. We have used them principally in measuring the upper third of our senior class with that of other schools of the state but have found that the review necessary previous to the taking of the examination has been very beneficial to those who expect to enter college. We believe the test is well worthwhile and expect to continue to participate annually. The tests have served to stimulate interest in scholarship and have been of distinct value in guidance.

This test accommodates only those who have taken the strictly academic subjects.

I feel that the Senior Scholarship Test has very little place in the modern school since it measures only the traditional college-entrance subjects. Few high school students stick to this program any more.

This test is compartmentalized. Our students lacking mathematics and science (as they do) will not take it. Large sections of a test which they leave blank, marks them as failures in their opinion.

I have found that some schools select their seniors for Senior Scholarship Tests early and drill them most of the year.... In my opinion such a plan is not contributing to the best teaching efficiency for the majority of these classes.

I'm wondering if these tests for seniors are not quite an endurance test. They certainly look as if they had passed through the knowledge mill after the 4-hour grind.

Most of the adverse criticisms of the General Scholarship Test for High School Seniors offered in the questionnaire and in interviews with users came chiefly from those who seemed to regard this program as just another scholastic contest.

The District-State Scholarship Test.- So much publicity in one form or another has been given to this program that the mention of state-wide testing in Ohio is likely to bring forth a reply which indicates the one addressed is thinking of this type of contest. This has been most unfortunate, since a program with five distinct divisions, which in 1936-37 involved the use of almost one and a quarter million tests, is either praised or condemned on the basis of opinions formed concerning one division which in the same year used a total of only 6,237 tests.

This type of testing was developed to take advantage of the competitive spirit which is so strong in adolescent pupils. One purpose is to provide a way to give satisfaction to pupils who are not able to win honors in athletic events, and to give scholastic attainment a more honorable place in the minds of pupils. From interviews and from results of the investigation it would seem that these purposes have been well served by the District-State Test since it is now generally felt that to be a member of a school

scholarship team or to win individual distinction in one of these contests is one of the highest honors which can come to a high school student in Ohio.

To encourage a wholesome attitude toward and an active interest in scholastic endeavor on the part of all pupils, to familiarize teachers with and promote use of objective-type tests, to bring promising students into contact with professors and institutions of higher learning as well as fellow high school pupils of like ability, and to provide data for the construction of better programs of study and for the improvement of methods of teaching are among the more general objectives of this program of testing. How well or how poorly some of these aims are served by this program may be judged by the results of the inquiry which are given later.

For the purpose of administering the District-State Scholarship Test, the state is divided into five districts as nearly equal in school population as availability of the state university in each of the five districts will permit. The contest is held under uniform conditions and on the same day in early May at the various state universities. Each institution is responsible for carrying out all details of this test on its campus. The chairman at each university must secure enough faculty members and college students to administer the tests, score and rescore them, announce the results, and forward all tests and results to the state department before 7 p.m. on that same day.

In 1936-37, the schools of the State were classified as

"Large High Schools"- city, exempted village, and private schools with an enrollment of 801 up;

"Medium High Schools"- city, exempted village, and private schools with an enrollment of 401 to 800;

"Small High Schools"- city, exempted village, and private schools with an enrollment of 400 or under; and

"County High Schools"- schools not in any of the other three classes.

Each county was allowed to select one and only one team from the pupils attending high schools under county supervision. All contesting high schools had to compete in one of the four groups listed. A school was permitted to enroll in a "higher" group but not in a "lower" one; for example, a school with an enrollment of five hundred might compete in the "Large High School" class but not in the "Small High School" class.

Tests were provided in each of the following subjects in 1936-37: biology, chemistry, general science, physics, first year algebra, plane geometry, American history, world history, ninth year English, tenth year English, eleventh year English, twelfth year English, first year Latin, second year Latin, first year French, and second year French. Each team could enroll not more than two contestants in each of these sixteen tests, and not more than thirty contestants in all of them. Rules provided that no student or group of students could be selected for or drill for these tests before the first of April. Very detailed rules were provided for eligibility to the various subject-tests, to the

various phases of the program, and to the contest as a whole. Certificates of award for team and individual honors within the district and within the state were provided by the department.

Results of the Investigation Pertaining to This Program.-

A majority of the 149 schools which answered the inquiry concerning the results of the use of the District-State Scholarship Test had used the program for five years or more, and many of them had used it from its inauguration. For this reason it would seem that their experiences would qualify them to speak with some authority in regard to the value or lack of value of the program.

The questionnaire, which accompanied the inquiry, asked that each school indicate how well this District-State Scholarship Test had served to stimulate scholarship in that school; the opinion of the school in regard to the "April 1" rule; whether the school encouraged all pupils to try to make the team; and to what degree the criticism that this type of testing "benefits the few to the detriment of the many" applied in this particular instance.

Table XII indicates what the high school administrators thought of the District-State Scholarship Test as a means of stimulating real scholarship.

TABLE XII
 REPORT OF SCHOOLS ON THE
 VALUE OF DISTRICT-STATE SCHOLARSHIP TEST
 FOR STIMULATION OF SCHOLARSHIP

Rating	Number of Schools
Excellent	50
Good	71
Fair	17
Poor	4
No rating given	7

The rules governing the District-State Scholarship Test provide that no school shall select a pupil or group of pupils for this contest prior to April 1. Table XIII shows what the principals of the schools think of this rule.

TABLE XIII
 OPINIONS OF SCHOOLS REGARDING THE "APRIL 1" RULE

Rating	Number of Schools
Good	106
Fair	19
Poor	14
No opinion given	10

Table XIV shows the number of schools which encourage all pupils to try to make the team in this scholarship contest.

TABLE XIV

NUMBER OF SCHOOLS WHICH ENCOURAGE
ALL PUPILS TO TRY TO MAKE THE SCHOLARSHIP TEAM

Answer	Number of Schools
Yes	105
No	34
No answer given	10

Table XV shows the opinions of the school administrators as to whether or not this scholarship contest is detrimental to the mass of pupils.

TABLE XV

REPORT OF SCHOOLS ON THE DEGREE
TO WHICH THE DISTRICT-STATE SCHOLARSHIP TEST
"BENEFITS THE FEW TO THE DETRIMENT OF THE MANY"

Opinion	Number of Schools
Not at all	71
To some degree	60
Very largely	10
No opinion given	8

Many schools offered general comments on this program, and a few wrote at great length about it. Many considered the distance to the center where the contest is held as a distinct hardship. The schools which belong to the county systems seem to feel that some provision should be made whereby individual schools, and not merely the county team, could receive honors. From the many comments the following were selected as typical:

Prevent the tutoring done in some high schools to prepare their students for these tests.

... Teachers here feel that there is no possibility of state control as to the amount of coaching done; that because much coaching is done in many schools, there is no chance of rating high without such coaching. Hence such a contest means taking time to train a few....

... When the selection is made according to your rules, very few students place, and a community which thinks the only criterion for measuring the accomplishments of a teacher is this series of tests, places very unfair evaluation on the teacher. She is subjected to the most unfair criticism when her work may be superior in quality in general....

Urge no unusual preparation. We do no especial preparation for the tests.

Do away with the rule about special training as it cannot be enforced in all schools.

I know that some schools in order to make a good showing on these tests spend weeks in advance poring over old tests and purely factual material in order to whip their pupils into shape for the one day's intellectual derby. This is not my idea of teaching and our school is about ready to quit participation....

... Without question some teams are made up very early in term, altho it is done in a way not contrary to the rules....

More chance for participation of county schools.

... County schools with four hundred or more in upper four years be allowed to compete with "Small" or "Medium" schools.

More stringent county supervision....

I believe when possible the Every Pupil Tests should be given with these tests to balance the testing program.

... A plan that would involve all pupils so that all could participate. Schools should be judged according to the median of its pupils and not as they now are.

No particular change. We approve the tests and plan.

We select our scholarship team by the records made on the State Every Pupil Test. Selection should be democratic.

I have liked the test for the average and brighter pupils. I expect from this on to encourage our pupils to look forward to the Every Pupil Tests. It will reach all of them.

Scholarship is one phase of school life which should be encouraged. These tests will help.

Add fields such as commercial and vocational.

I believe it is the least beneficial of all scholarship tests.

I am not at all in sympathy with this type of testing. It is pure exploitation. It measures memory and depends on high native academic capacity. We should be at least one generation beyond such a "spelling bee" type of educational procedure.

While eighty-five per cent of the schools which gave a definite answer to the question in regard to how well these tests served the purpose of stimulating scholarship replied either "excellently" or "well", the general comments would indicate that it served this purpose much better in the case of the more able pupils than it did for the student body as a whole. Since many included in their general comments such expressions as "in constructing the tests follow more closely the curriculum guides", "names of texts used in constructing the tests should be given to all", "difficulty will not be overcome until we have state courses

of study", and the like, there may be a danger that this type of testing has a tendency to restrict experimentation in the field of curriculum construction and course of study building. Where general comments touched upon the field of teaching methods, they frequently indicated a feeling that this testing program was not conducive to good teaching.

The Eighth Year Test.- Every pupil in the eighth grade whether of a one room, traditional elementary, consolidated, six-year high, or junior high school is eligible for this test. It is of the cumulative-achievement type usually given at the end of some rather distinct period of schooling, serving as a survey of what has been accomplished and as a guide to what should be attempted in the next period. One of the announced purposes is to encourage thorough preparation of the fundamental or "tool" subjects on the part of every pupil throughout his entire elementary school period. This type of test had its origin in testing to select elementary school pupils for high school work. An investigation by David Segel¹ published in 1936 showed that twenty-one states still administer state-wide examinations at the end of the elementary school period as an aid in determining eligibility for graduation, and that sixteen other states make use of county-wide tests for the same purpose. While use of the results of the Eighth Year Test as an aid in deter-

1. David Segel, Elementary School Graduating Examinations, p. 60. United States Office of Education, Bulletin, 1935, No. 16. Washington, D. C.: United States Government Printing Office, 1936.

mining promotion to the high school is not an announced purpose of this program, interviews indicated that it was sometimes used for this purpose. The fields covered by this test are arithmetic, English, science, and United States history.

Results of the Investigation Pertaining to the Eighth Year Test.- While use of this test is confined rather largely to the schools in the county systems, replies in regard to the results obtained from its use were numerous enough to be highly significant. Furthermore, a majority of the 119 schools answering the inquiry concerning this program had used it for four or more years, and many of them had used it during the eight years of its existence.

The inquiry asked for the opinions of the schools on the value of the Eighth Year Test in stimulating the pupils to a more thorough preparation of the elementary school subjects. Table XVI gives a summary of the replies to this question.

TABLE XVI

REPORT OF SCHOOLS ON THE VALUE OF THE
EIGHTH YEAR TEST FOR STIMULATION OF SCHOLARSHIP

Rating	Number of Schools
Excellent	43
Good	54
Fair	15
Poor	2
No rating given	5

Another question asked was in regard to the weight given the results obtained on this examination in determining promotion to the high school. Table XVII gives a summary of the answers to this part of the inquiry.

TABLE XVII

REPORT OF SCHOOLS ON THE WEIGHT GIVEN TO THE RESULTS OF THE EIGHTH YEAR TEST IN DETERMINING PROMOTION TO THE HIGH SCHOOL

Answer	Number of Schools
Exclusive	2
Great	29
Moderate	55
Little	20
None	6
No answer given	7

The schools were asked for their opinions on the prognostic value of the Eighth Year Test. Table XVIII gives a summary of the opinions of the school administrators on how well the results of these tests indicate the probable achievement of the pupils in their high school work.

The following were selected as typical of the general comments:

The program should be continued as it is.

Have Eighth Year Test in the middle of May to enable the schools to better use it for final examinations.

The Department should demand that greater weight be given in determining promotion to high school.

TABLE XVIII

REPORT OF SCHOOLS ON THE VALUE OF EIGHTH YEAR TEST
AS A PROGNOSIS OF HIGH SCHOOL ACCOMPLISHMENT

Answer	Number of Schools
Excellent	35
Good	56
Fair	19
Poor	2
No answer given	7

Let all pupils go to a central point for this examination, just as in the County elimination tests.

This test should be given later in the school year than has been the practice heretofore.

Well satisfied with the Eighth Grade Test; Needs for variety in English.

These tests should by all means ... be given in a neutral center and graded by a neutral group....

That persons more closely connected with actual teaching have more to do with preparation of tests. These tests will never be entirely satisfactory until a more statewide uniformity in course of study is maintained.

Follow more closely the curriculum guides.

Have the State require a certain achievement in this test for promotion into high school.

From interviews and the results of this investigation it appeared that this test was popular with county schools, and was considered by many users as a graduation or final examination for the elementary schools no matter what other purposes it may serve.

General Comments on the Entire Program.- There were many suggestions for changes affecting a detail or details of particular tests and several comments on difficulties met in scoring some of the tests. The most general adverse criticism concerned the mis-directed efforts put forth in preparation for the contest features of the program. There was frequent indication that the users of these tests desire a better articulation between this program and other efforts by State authorities to improve the secondary schools of Ohio. Some of the more general comments follow.

Until there are some broad general purposes of elementary and secondary education set forth for Ohio schools in general, I cannot see how we are doing more than using ammunition without very true aim.

The introduction of the new test on scientific thinking is a valuable departure. It should stimulate teachers to develop tests of their own in similar way. A constant stimulation to new types of tests and tests adapted to other than informational goals are seriously needed.

In general I would say that our experience with your testing program convinces us that if used as tests should be used it is a distinct contribution to the school organization of Ohio....

These tests are good but the competitive character of the tests is yet far from satisfactory. Comparisons of schools where conditions, length of term, salaries of teachers, background of pupils, standards of citizenship, etc. vary so greatly are demoralizing to the morale of teachers and pupils, are not fair and promote dishonest statements and practices upon the part of those who teach and those who learn....

My opinion is that competition should be only within the school, each district separately, with a chance for the pupil and school to know how he and it stands compared with the state standards. Comparison of schools in the public press is the chief trouble maker. Cooperation is what we talk and competition is what we practice.

My teachers, students, Board of Education and community are highly enthusiastic about the entire state testing program.

I believe in the program because it does serve as an aid to better scholarship, and provides some variety and interest to school work.

My impression and that of the teachers here is that the tests that we have given are very satisfactory, very stimulating, and very much worthwhile. The effect with us is that they have been of great benefit to the entire school.

We did not notice a great improvement at first but we have found that year after year there has been a decided increase in interest and a steady improvement.

This program is moving rapidly from good to excellent. We fully indorse it.

In my judgment the scholarship testing program has done much to stimulate interest in scholarship....

We have been very well pleased with the results of your testing program. They serve an excellent purpose both in a diagnostic way and as a means of comparison....

... I feel certain that the merits of the present testing program are many more than its defects, and that the Senior Survey Test, the two Every Pupil Tests, and the Eighth Grade Test are very helpful. However, until some way can be found to eliminate "stuffing" I cannot wax very enthusiastic over the District Scholarship testing.

The battery of tests lacks one thing - a good intelligence rating test to be given each group at the beginning of the school year.

I would suggest that an automatic grading machine be tried out by the State department....

... It is a pleasure to express the appreciation of my teachers and myself for the splendid assistance given education in Ohio by Dr. Wood and his division. May this fine work continue greatly to grow in strength and usefulness.

... A more intensive and extensive campaign, directed by the state department, should be carried on to have superintendents, principals and teachers understand the purpose and use of the state testing program. Some way should be found by which the state could furnish these tests free of charge to the various schools....

The entire program, in my opinion, has very definite value. We do more about it every year....

... I am not convinced of any great value except personal glory to be derived from the county elimination and district tests. The every pupil tests may be used to great advantage to pupil, teacher and class....

Summary of Chapter VII

The Ohio Scholarship Tests offer a program in achievement testing which is probably the broadest in scope of any of the state-wide testing programs. It has the following five distinct and separate divisions,- each being a complete testing program: (1) The Senior Survey Tests and Handbooks; (2) The Every Pupil Tests; (3) The General Scholarship Test for High School Seniors; (4) The Eighth Year Test; and (5) The District-State Scholarship Test.

It is now entering its ninth year of service, and while it is sponsored by the state department of education, the use of any or all the various tests is entirely a voluntary matter with each individual school system.

The Senior Survey Tests and Handbooks constitute a program of diagnostic testing and remedial treatment for beginning high school seniors who are weak in the so-called fundamental or tool subjects. This program has been developed only recently and probably will be subject to much revision. However, the investigation revealed rather general satisfaction among the users.

The Every Pupil Tests form a typical regional cooperative testing program which is available both in December and in April.

There are tests in fourteen high school subject fields. This program is by far the most extensively used of the Ohio Scholarship Tests. Both tabulations from the questionnaire and general comments indicate that the schools using a number of the different programs consider this the most helpful one.

The chief feature of the General Scholarship Test for High School Seniors seems to be provision for helpful contact between high school seniors of high scholastic achievement and the institutions of higher learning. Most schools using this program seem to like it. The adverse criticisms of this program, offered in the questionnaire and in interviews with users, came chiefly from those who seemed to regard it as just another scholastic contest.

The District-State Scholarship Test is the most widely known of the Ohio Scholarship Tests because of the news interest which it has. This program is of the contest type which was developed to take advantage of the competitive spirit among adolescents. A great many accusations of unfair practices were found among the comments upon this program. Furthermore, the comments indicated that some felt this program had some tendency to restrict experimentation in the field of curriculum construction, and was not conducive to good teaching practices.

The Eighth Year Test is of the cumulative-achievement type usually given at the end of some rather distinct period of schooling, serving as a survey of what has been accomplished and as a guide to what should be attempted in the next period. This program apparently

serves its purposes of stimulation and prognosis to the satisfaction of its users who are limited rather largely to the rural areas. The old use of such examinations as a graduation or final examination for the elementary schools clings to this program.

Some comments indicate a desire for a closer working arrangement between the Ohio Scholarship Tests and the supervisory practices of the state department of education.

CHAPTER VIII

THE PRESENT AVOWED RELATIONS OF STATE-WIDE TESTING PROGRAMS TO STATE SUPERVISION OF HIGH SCHOOLS

Review of the State Manuals for Secondary Schools

The manuals for secondary schools issued by the various state departments of education were examined for suggestions of relationships existing between state supervision of high schools and state-wide testing programs. Only six of the twenty-five manuals examined mentioned examinations which were in any way connected with state-wide testing programs.

The relation of state board examinations to the programs of secondary schools are best illustrated by the procedures in Minnesota and New York. The following statement is found in the manual for secondary schools issued by the state department of education of Minnesota:

State Board examinations are a part of the plan of State administration of public schools. They are based on the latest State syllabi for years seven to twelve inclusive. It is optional with any school whether it shall give any or all of the examinations offered, except that the state director visiting such school may require that they shall be given by schools which he shall designate.¹

So much has been written about the New York Regents' Examinations that it seems almost superfluous to say anything about them at

1. Manual for Graded Elementary and Secondary Schools, pp. 101-2. State of Minnesota Department of Education. St. Paul: The Department, 1935.

this point. Kandel, in his recent study of examinations in the United States, ² summarized the general sentiment when he said:

"The control of secondary education through examinations was nowhere as strict and direct as in New York State." A changing attitude may be noticed in the suggestions of George M. Wiley, Assistant Commissioner of Secondary Education, as given on page 173 of this thesis.

The most significant of these suggestions were:

That the state examinations be not used in such manner as to interfere in any way with the development of experimental instructional materials for pupils of superior ability or for pupils of lower mental level.

That increasing time and attention be given to the development of an adequate testing program that will serve the needs of educational guidance, that will be informative of the growth and progress of each individual pupil, and that will aid parents and teachers in meeting more intelligently the advisory responsibility toward adolescents. ³

The North Carolina manual comments on the purposes of a state-wide testing program as follows:

Each Spring around the middle of February the State High School Supervisor, cooperating with the North Carolina College Conference, gives to all seniors in the State the North Carolina High School Senior Examination. All seniors whatsoever take it - public and private, white and colored, urban and rural. Although the chief purpose in giving the examination relates to homogeneous grouping in college, its results can be used advantageously by the principal as an aid in supervision and guidance. ⁴

2. I. L. Kandel, Examinations and Their Substitutes in the United States, p. 37. The Carnegie Foundation for the Advancement of Teaching, Bulletin, No. 28. New York: The Foundation, 1937.

3. George M. Wiley, "The Changing Functions of Regents Examinations," School and Society, XLV (March 13, 1937), 369-370.

4. High School Manual, Including Reorganization Program, p. 32. Educational Publication No. 137, Division of School Inspection No. 36. State Superintendent of Public Instruction, North Carolina. Raleigh: The Superintendent, 1929.

The following paragraph is taken from the North Dakota manual:

State examinations are a part of the plan of state direction. The material contained in the examination is based upon the outlines in the high school manual and the syllabi which the Department of Public Instruction issues from time to time. It is believed that these tests help standardize the work in the schools, to define subject content, and to improve the instruction, and that they are valuable as a supervisory agency for the principal, the superintendent, and the Department of Public Instruction and as an instructional agency for the teacher. ⁵

The following very interesting comment is found in Standard V - Instruction and Spirit - of the state high school bulletin of Oklahoma:

The results of objective subject-matter examinations administered by the Department will be used as one measure of the efficiency of instruction. ⁶

A circular issued on January 12, 1937 by the North Carolina Superintendent of Public Instruction indicated that the "High School Senior Examination - 1937" was on a voluntary basis. A letter from Superintendent Clyde A. Erwin indicated that the testing program for 1937 was entirely under the direction of the state department and that emphasis was being placed upon the use of the results in local programs of guidance and supervision.

5. Administrative Manual and Course of Study for North Dakota High Schools, p. 28. Department of Public Instruction. Bismarck: The Department, 1931.

6. Annual High School Bulletin, p. 7. State of Oklahoma, Department of Education, Bulletin 112-K. Oklahoma City: The Department, 1936.

Under date February 23, 1937, S. T. Lillehaugen, Director of Secondary Education, North Dakota Department of Public Instruction, wrote: "We regret to inform you that our state does not have a state-wide testing program." Thus the North Dakota program outlined above must now be inoperative.

The Ohio High School Standards commend certain phases of the Ohio Scholarship Tests in the discussion of the standard on "Evaluation of the Educational Program", and offer suggestions on the use of certain portions of this testing program in the "outlines on subject matter". The following quotations will serve to illustrate the position which the department of supervision takes toward the testing program:

The construction, selection and use of instruments of evaluation, including tests and other helpful devices, requires special training and experience. The Testing Division of the State Department of Education assists the schools in this undertaking. This division does not test or certify the pupils in the schools but assists the schools in meeting their own evaluation responsibilities. It assists the schools, when requested, by (1) recommending useful instruments of evaluation, (2) helping the schools construct instruments needed to evaluate important objectives for which no satisfactory instruments are now available, (3) helping the schools interpret the results of tests and other evaluation instruments, (4) suggesting ways in which evaluating instruments may be most helpfully utilized, and (5) responding to calls.

As a step in this direction the Testing Division of the State Department of Education has developed over a period of years two important phases of its work.

The first of these is the Every Pupil Tests, which are administered the first week of December and April of each school year and which include carefully developed tests for almost every subject of the secondary school; the second is the diagnostic remedial course in the essential fundamentals for each high school senior....

Each school is free to develop its own evaluation program. This program will be judged in terms of the degree to which it provides an appraisal of the school in terms of the school's own purpose and the degree to which it contributes helpfully to education and guidance.⁷

No statement was found in any state high school manual which could be considered as enthusiastic encouragement for the use of the newer cooperative testing programs. The Ohio statement comes nearest being such.

An Inquiry Concerning the Relationship

As an aid in the finding of the relation of state-wide testing programs to state supervision of high schools, an inquiry was sent to each state department of education where it was known that the state had a state testing program. The following four questions were asked:

1. What use, if any, do your supervisors, "visitors", or "inspectors" of high schools make of the state testing programs in planning a visit to one of your high schools?
2. How do they use the results of the state-wide testing programs during their inspection of the schools?
3. What suggestions do they offer the schools in regard to the uses which should be made of the results of these testing programs?
4. What bearing, if any, do the results of state-wide testing have on your accrediting or approving high schools and their programs?

7. G. H. Reavis, Ohio High School Standards, pp. 70-71. State of Ohio, Department of Education. Columbus: The Department, 1937.

The following are pertinent suggestions gleaned from letters which were received in answer to this inquiry:

The head supervisor of secondary education in a state which has a limited and rather new program of state testing wrote:

... our high school supervisors are not giving much attention to these tests in their visits at the schools. They may do some of it informally if they have a chance to see the list, but they have no systematic way about going about it.... we do not use these tests seriously in our passing upon questions about the accreditation or approving of high schools....

The only state high school visitor in a state which has two state high school testing programs of the limited type, wrote:

... (the state-wide tests) have no bearing on the accrediting of high schools.... They are not designed for that purpose.

The Assistant Commissioner in Charge of Secondary Schools in a state that has quite an extensive testing program, wrote:

... our testing work is almost entirely for stimulation rather than comparison or accrediting. When I see a weak spot I try by various means to bring strength there instead of weakness. For example, during the past year we have been making a drive on improving the work in mathematics and a part of the stimulation was by means of tests.

The following is a typical reply from a state that has a limited, university-directed state testing program:

At the present time the cooperative testing program is not being used by the State Department in planning visits to the various high schools or during the inspection of these schools.

The results have no bearing on the accrediting or approving of high schools in their programs.

One of the regional supervisors in a state which has an excellent state testing program, wrote:

We make no particular use of the results of the statewide testing program in planning our visit. However, we usually inquire whether the tests are given in a school during our conference with

the superintendent. We consider that the results of the tests are one of the most objective and accurate items of information regarding the instructional efficiency of the school. We encourage the schools to give these tests and consider that a superintendent has a supervisory program when he gives them in his school.

We encourage the use of the tests, not as a means of checking up on teachers, but suggest that they be used as a means of discovering weak spots in their school and perhaps some gaps in their curriculum. We also suggest that the superintendent follow these tests with some kind of remedial program and endeavor to close the gaps which may be due to the lack of adequate or enriched instructional materials.

Since the tests are entirely voluntary a great many of the schools do not give them. We do not employ any definite rating scale in accrediting the high schools in this state. Consequently, these tests do not have any specific direct bearing upon the accrediting of the schools here.

However, as stated above, we do consider that the giving of these tests is an evidence of the supervisory program on the part of the superintendent and an interest in keeping his school up to a satisfactory scholastic standard....

The High School Supervisor of a state which has a very complete state testing program directed by one of the universities wrote:

This department does not make any use of the testing program of ... or any other agency in rating the schools of this state.

The State High School Supervisor of a state which has a new but very promising state testing program wrote:

The State supervisors make no use of these test data except when requested by local school officials to assist in the interpretation of the test data for the local school.

The following statement, taken from a letter written by a Supervisor of Secondary Education in a state which has no state-wide testing program, illustrates a feeling (not so uncommon) that is pertinent to this part of our study:

We are all very fearful of setting up a system of testing which would encourage our teachers to direct their teaching toward drill work in passing tests. Our whole philosophy is contrary to such practice.

Many progressive educators in the secondary field take quite a different view of this whole matter and have no such fears as the ones just expressed. The conclusions reached after a careful investigation of city-wide testing programs will illustrate this fact. After an extensive investigation to determine the nature and extent of testing carried out on a city-wide basis in the city schools of the United States, the investigators concluded:

The test results are used as aids in supervision, planning, and improving instruction, placement and classification of pupils, guidance, and as basis for further study of individual pupils.⁸

Conclusions for Chapter VIII

Chapter VIII is a report of the results of a study of the present avowed relations of state-wide testing programs to state supervision of high schools.

This study did not reveal a single case where consideration of the results of state-wide testing had any bearing on plans of the state supervisors of high schools for visiting the schools.

This study revealed no evidence that the state supervisors make significant use of the results of state-wide testing during their visits to the high schools. A few of them seem to make incidental inquiry about these results, others offer help in interpretation of the results of the state testing programs when the

8. Rosa F. Parsons and Gertrude Moderow, "The Extent and Nature of Public-School Testing Programs in City School Systems," Educational Administration and Supervision, XXIII (September, 1937), 461-472.

schools ask for it, and some suggest to schools the advantages of participating in the state testing programs.

This study revealed a lack of connection between the state-wide testing programs and the state accreditation or approval of high schools, and a very positive feeling that there should never be any such connection.

Of course the conclusions just given do not apply in full force in those states where compulsory examinations are held under the direction of State Boards of Education, but the differences in the few cases where such compulsory examination systems are in effect are insignificant so far as the present total picture is concerned, and in no way suggest a different trend.

CHAPTER IX

CONCLUSIONS AND RECOMMENDATIONS

This study of the relation of state-wide testing programs to state inspection, supervision, and accreditation of high schools has considered: (1) some of the significant general developments in education which have a bearing upon state responsibility for and influence over secondary education; (2) some of the functions and the importance of supervision in general educational practice; (3) the present practices and trends in state supervision of high schools; (4) the place and importance of testing in general educational practice; (5) the nature, extent, and results of present state-wide testing programs; and (6) the present avowed relationships of state-wide testing to state supervision and accreditation of high schools. It has also attempted to give a background: (1) for an understanding of certain implied though unstated relationships between state-wide testing and state supervision of high schools; and (2) for the recommendation of certain improved relationships between state supervision of high schools and state-wide testing programs.

The following conclusions, authority for which and development of which are contained in the body of this thesis, and the consequent recommendations were selected and so stated with the hope that they might be to some slight degree, at least, inspirational and suggestive

to those interested in improving the programs in the field to which this study is devoted.

Conclusions

Some General Developments in Education Related to State Responsibility for Secondary Education

1. For a number of years local control of education in the United States has been giving way to centralized types of control. The state is fast becoming actually and actively, as well as legally, the governmental unit in control of education.

2. The state has taken with increasing seriousness its responsibilities in connection with the American ideal of a "common education" for all the children of all the people.

3. Secondary education is fast becoming a part of the common education for all in the United States.

4. Because the most distinguishing feature of American education has been its emphasis upon equality of educational opportunity for all, it was natural and normal that each state should develop controls and influence over the secondary schools which tend to make them all much alike.

5. The development of scientific procedures in education revealed many weaknesses in current educational practices. It showed that equality of opportunity had been confused with identity of opportunity; and that methods and procedures developed to meet the needs of an assumed "average pupil" or "average school" were often

disadvantageous to most pupils and schools. It showed very clearly that secondary education which is to be common to all cannot be the same for all.

6. With a revelation of the errors which had been committed came the determination to improve and further extend the opportunities in the field of secondary education. Diversified programs of education, better preparation of teachers, and tremendously increased and improved material facilities began to appear.

7. General educational literature indicates a rather universal acceptance of the point of view that secondary schools must provide opportunities by which the individual shall be developed to fit into the social pattern with full respect for his individual interests, needs, and abilities.

8. These very significant technical developments in education added to the rapidly increasing responsibilities of the state for education in the United States, make it imperative that every state department of education find better supervisory and administrative procedures and techniques in dealing with the secondary schools of the state.

9. Since psychologists interested in education have shown that the controllable factors in education are very largely a matter of growth and development under guidance, it seems that state departments should interest themselves, as indeed they have, more and more in guidance programs. This development probably points the direction from which the general improvement in methods and techniques in state influence over high schools is to come.

Some Functions of and the Importance of Supervision in
General Educational Practice

1. The National Survey of Secondary Education indicated that supervision is concerned chiefly with: (1) the development of objectives of education; (2) the development of subject matter or content, including pupil activities and experiences; and (3) the development of effective teaching methods and procedures.

2. Students of education are generally agreed that supervision is important in any system of organized education and indispensable in a system which provides a diversified program such as must be offered in the secondary schools of the United States.

3. Most textbooks on the subject agree that at its best supervision is a cooperative undertaking employing scientific principles in a democratic manner. The emphasis is on constructive, positive, and preventive procedures rather than on negative and remedial ones.

4. However, well-developed programs of cooperative supervision are the exception rather than the rule in the secondary schools of the United States.

5. Guidance, which is basic to all education, is an important feature in any program of supervision but a very complicated matter in the cooperative type of supervision.

6. The high schools often look to the state departments of education for encouragement and assistance in the development of both their supervisory and guidance programs.

Present Practices and Trends in State Supervision of High
Schools

1. The present trend toward centralization in education makes state supervision of high schools an ever increasingly important factor in secondary education.

2. Until recently state supervision of high schools has been carried on chiefly through the preparation of curriculums and courses of study for these schools, through the preparation and interpretation of standards for them, and through visits to them for purposes of accreditation.

3. Accreditation of high schools has been based almost entirely on the results obtained by the use of quantitative evaluative criteria. This practice arose out of the desire on the part of leaders in both higher and secondary education to establish better relationships between the high schools and the colleges, and to get away from some of the difficulties connected with the administration of entrance examinations. This type of accreditation served many good purposes during the period of rapid development of secondary schools in the United States, but it is not well attuned to modern education with its emphasis on provisions for individual differences.

4. Accrediting agencies, including state departments of education, have become thoroughly dissatisfied with the present practices in accrediting high schools. The six regional accrediting associations, with the support of practically all agencies interested in secondary education, have joined in a national Cooperative Study of

Secondary School Standards in an attempt to find better methods of attaining the desired results. Some authorities feel that the whole system of accrediting schools is so inconsistent with the present development of provisions for individual differences that it must eventually be given up.

5. Not only methods of accrediting high schools but practically all state procedures influencing secondary education are undergoing fundamental changes.

6. It is generally conceded that it is neither desirable nor possible for state departments of education to supervise the high schools of the state directly.

7. The trend in state-wide supervision is away from the policy of attempting to make all high schools of the state much alike through preparation and enforcement of arbitrary, quantitative standards toward that of recognizing the objectives set up by each school to fit its own needs, of encouraging local initiative, of offering leadership and assistance in the solution of problems common to many or all schools, and of disseminating information concerning best educational practices.

The Place and Importance of Testing in General Education

1. History reveals that in any system of formal education methods of evaluating its results are certain to develop and that testing, which is a more or less refined instrument of evaluation, has taken many forms through the various stages of development of education but has been an important feature at every stage.

2. The development of new forms of tests, new types of testing programs, and new uses for the results of testing has been an important part of the scientific movement in education during the last quarter of a century.

3. Of all the new and significant purposes for examinations developed during this scientific movement, probably the most significant is the use of test results in the guidance programs which attempt to fit each individual into the accepted social pattern with full recognition of his personal interests, needs, and abilities.

4. The ordinary use of even the most highly developed standardized tests does not meet the demands for such a guidance program. This type of program demands a high degree of comparability of test results from subject to subject and from characteristic to characteristic, with norms that have been recently developed with large groups of pupils who are sufficiently similar to the ones being tested to make the comparisons valid. Furthermore, the long-time features of such a program demand that the results of the tests be comparable from year to year and that the records of them be of such type that the data are readily and constantly available.

5. The modern "cooperative testing program" was developed to meet these demands. In this type of testing, groups of schools having similar objectives, similar curriculums, serving similar groups of pupils, and in other ways having a degree of homogeneity, agree to give the tests at the same time and under the same conditions to all pupils in the chosen classifications, and to return the results

of such testing to a central bureau which calculates norms and returns them with other pertinent data just as promptly to the cooperating schools.

6. Cooperative testing promises some of the most efficient and economical methods for the solution of many of the problems connected with guidance.

7. All authorities are agreed, however, that testing is only an instrument, that it should never be made an end in itself, and that it should be carried on only when definite and specific uses are to be made of the results.

The Nature, Extent, and Results of Present State-wide Testing

1. State-wide testing is one of the finest opportunities for both the development and the use of cooperative testing programs. The state is not only the largest educational unit, but the schools in many of the states are operated under fairly homogeneous conditions.

2. The development of cooperative testing programs is largely responsible for the steady growth in number, scope, and influence of state-wide testing programs during recent years. Most of the state testing programs developed recently are of the cooperative type whose stated objectives are of the broader and more significant kind.

3. The norms obtained in these programs are very useful because they are calculated from data received from the schools which are to use them and at the time when they are to be used.

4. More than fifty per cent of the states now have state-wide testing programs and other states are being added to the list each year.

5. Such programs are sponsored by state departments of education, colleges and universities, associations of colleges and secondary schools, and various combinations of these agencies.

6. Sponsors of state-wide testing programs claim that they contribute to motivation of learning; stimulation for improvement in teaching; determination of the value of materials and activities for curriculum construction; accumulation of material for research; diagnosis of learning difficulties; prognosis of success in various fields of future endeavor; worth-while data for use in selecting, classifying, marking, promoting, and failing pupils; and the accumulation of data for guidance programs, in addition to the widely discussed contributions to the enforcement of standards.

7. In the better organized programs comparisons are made in ways that stimulate and motivate pupils and teachers without arousing jealousies or in other ways encouraging the misuse of the results. Programs which have contest features in them are subject to the greatest abuses in this connection.

8. State-wide testing programs are interested in finding the curricular materials which are widely and successfully used by the schools being tested but not in prescribing the materials for these schools.

9. In a few instances the results of state-wide testing have been used in rather significant research projects.

10. A few programs or divisions of programs are designed to aid schools and teachers in diagnosing particular learning diffi-

culties. Many programs encourage the use of the results for diagnostic purposes so far as they lend themselves to this purpose, and point the way for significant use of teacher-made tests in this field.

11. Many programs, especially those sponsored by colleges and universities, furnish data for the selection and classification of students entering college. A few of them are definitely organized to encourage "qualified" students to "seek higher education".

12. Results of state-wide testing are sometimes found among the data which teachers use to group, mark, promote, or fail pupils. At least two state programs given definite instructions for transmuting the test results to the letter marks used by the schools of these states. Far more important in this connection are the services offered by many of the bureaus sponsoring the state-wide testing programs in furnishing information and illustrations of better methods in the construction and use of tests and in the interpretation of test results.

13. State testing programs when properly organized and administered discourage rather than encourage standardization of the schools in the sense of fixing curriculum and procedures. Schools, whose administrators and teachers understand the purposes and functions of testing, are laboratories for experimentation.

14. Guidance is the one purpose almost universally emphasized in the state-wide testing programs. However, it is usually clearly pointed out in these programs that their results furnish only a limited part of the data upon which guidance is to be based.

The Present Relations of State-wide Testing to State Supervision and Accreditation of High Schools

1. The division of the state department of education which has charge of the supervision of the high schools is in the most strategic position to use the results of state-wide testing programs for the benefit of all the high schools of the state. However, outside of the two states in which the state testing programs are more or less compulsory, and the one state which exercises rather direct control over the high schools of the state, this division seems to make very little use of these results.

2. One of the chief reasons why state-wide testing programs have had so little connection with state supervision of high schools is the confusion of the purposes of the newer cooperative state testing programs with those of the older compulsory type.

3. Another reason for this lack of connection is the dominance of the college point of view in the development of many of the cooperative testing programs. The chief interest in the programs has often centered in a limited phase of their guidance value--that of selection for college entrance. This point of view also contributes to the possibility of misuse of such testing for purposes of standardization. The university sponsors and interested faculty members have been very largely responsible for the present cooperative testing movement, however, and many of them are among the leaders in the fight for broader and more effective use of the results of such programs.

4. Procedures in standardization, which had proven so helpful in the period of rapid development of high schools, greatly retarded the application of cooperative methods to state supervision of high schools. In turn they impeded the recognition of the newer and more significant purposes of the cooperative testing programs by the division in charge of this supervision.

5. On the other hand, in spite of the fact that the scientific movement, including testing, had been so instrumental in revealing the weaknesses inherent in such practices as standardization, tests have been misused in ways to contribute to these doubtful procedures.

6. In connection with the dissatisfaction over the present methods of accrediting high schools, some investigators have taken the position that since the aim of the schools is educational achievement, the ultimate or basal criterion for evaluation of the schools should be measured achievement. Others have taken the position that, in the light of modern developments in regard to individual differences, the accreditation of schools should give way to the accreditation of individuals. Both positions closely relate testing to accreditation. The committee of the North Central Association appointed to study accreditation practices took the position that measurement of individual achievement should be used to supplement institutional accreditation.

7. This present study, however, revealed a lack of connection between state-wide testing programs and state accreditation or approval of high schools, and a rather general feeling that there should never be any such connection.

8. Not a single case was revealed by this study where consideration of the results of state-wide testing had any bearing on the plans of the state supervisors for visiting the high schools.

9. A few supervisors seem to make incidental inquiry concerning the results obtained on state-wide tests during their visits at the various schools. In a few cases the supervisors offer help in the interpretation of the results obtained on such programs when the schools ask for it. Some supervisors suggest to the schools that there are advantages to be derived from participation in the state-wide testing programs. One state department credits a school with having a supervisory program if it makes use of the state testing program. All of this confirms the stand that the division of supervision in the state departments of education makes very little use of the results of the state testing programs.

Recommendations

In the light of the developments revealed by this study, the following seems to be a reasonable outline of procedure by which the best features of the cooperative testing programs, by whomsoever sponsored, could be more widely applied and the use of their results incorporated in the state programs of supervision: first, that the state departments of education offer assistance or leadership in the development of state-wide cooperative testing programs which serve the needs of modern education and which include all school units from the elementary schools through the universities; second, that

these programs be maintained on a purely voluntary basis dependent upon their proved merits for any extension in their use; third, that each state department of education adopt a form of supervision which will encourage initiative on the part of local school systems in developing educational programs to fit local needs, and offer leadership to all schools of the state in their cooperative efforts to solve common and group problems; fourth, that state departments of education use the results of the state-wide testing programs in such ways, and only in such ways, as to contribute to the purposes of a cooperative, democratic, yet scientific program of supervision.

A few concrete and somewhat detailed suggestions for improved relations between state-wide testing and state supervision of high schools follow:

1. State-wide testing should be sponsored by an agency which not only has the facilities and the philosophy for carrying on a thoroughly modern cooperative testing program, but also the facilities and the desire to experiment in the fields of evaluating attitudes, interests, ideals, personality, and other rather intangible outcomes of education. This study indicates that several types of agencies have conducted such programs successfully.

2. The division of the state department of education which has charge of the supervision of high schools should be thoroughly familiar with and make extended use of the results of the state-wide testing programs wherever adequate programs are maintained. This use of test results should be an integral part of the cooperative

supervisory program, and never made an agent for standardization, public comparisons, accreditation, or any other similar procedure.

3. To avoid such pitfalls as those suggested in the preceding paragraph and to avoid the danger of being accused of using the tests to enforce its opinions upon the schools, the division in charge of supervision should never sponsor a state-wide testing program. Its use of the test results will be much more effective, in the long run, if made without the apparent use of authority.

4. This division should make careful studies of the results of the state-wide testing programs both for assistance in planning the state-wide activities in supervision and for a better understanding of each unit supervised.

5. On the other hand the division of supervision should be one of the chief sources from which the bureau in charge of testing receives data on the types of tests and testing need in the state.

6. The agency sponsoring the state-wide testing program should so organize and conduct its programs that the schools of the state could and would look with confidence to it for information concerning the technical phases of testing, but it should leave matters related to interpretation and use of the results largely to the supervisory officials. The supervisory staff of the state department should know the results of the state-wide testing programs so well and interpret them so wisely that the schools of the state could and would look with confidence to it for information concerning interpretation of results of all testing done in the schools.

7. The advantages and limitations of cooperative testing should be so well known to the state supervisory force that the schools of the state could depend upon it for advice as to whether or not a particular school should participate in the state-wide programs and to what extent. Since testing is an instrument to be used for supervisory purposes, the state bureau of testing should always respect the judgment of the state supervisory staff in this particular.

8. Just as the high school is no longer a selective agency which merely prepares the fit for college and eliminates the unfit from further scholastic endeavor, but must provide opportunities for each individual in the light of his own needs, interests, and abilities to the best of its ability, similarly the division of supervision of the state department of education is no longer an agency for the preparation and enforcement of certain "minimum requirements", but must offer leadership and assistance to each school in the light of its ascertained needs and abilities.

This concept of the function of the division for state supervision makes its task a far more complicated one and increases the value of every device which it can bring to its assistance. Although the use of tests under the older system for purposes of standardization has been severely condemned, the use of tests for many of the more significant purposes recently developed seems to offer assistance in the solution of many of the problems faced by the state supervisory force in its enlarged task.

9. The state division of supervision should know the educational needs of every section of the state and thus be in position to contribute its part in determining the organization of school units for the state. Careful interpretation of the results of state-wide testing programs can add to this knowledge and thus contribute its small part in the determination of the number and type of school units which should be established.

10. Each school unit should know in detail its educational needs and the available resources for meeting these needs, in order that it may set up educational objectives, and provide personnel, facilities, and organization to best accord with these needs and resources. This is the school's large-scale problem in diagnosis. The state supervisory staff should be prepared and willing to point out to the local staff the advantages and limitations of testing, including cooperative testing, in this situation. The state bureau of testing should be able and ready to furnish the technical information in regard to tests and testing to be used in this situation.

11. Every school has its problems connected with the diagnosis of individual pupil learning difficulties. The state division of supervision is interested in ways to demonstrate the value of tests as diagnostic instruments when used to find the bases upon which to build better programs for meeting these difficulties. An analysis of the school's achievements in a state-wide testing program and suggestions for changes based upon the results of this analysis may

be of greater value to the school, both directly and indirectly, if done as an illustration of the type of thing which the school should be doing continuously for itself. The state testing bureau should furnish the supervisory force with the information necessary for such illustrations, and should furnish the teachers information and illustrations, on request, which would be helpful in constructing tests for use in individual pupil diagnosis.

12. One of the important problems faced by the faculty of every high school is that of properly advising pupils in the selection of courses and subjects. This situation demands much information concerning social status and trends, as well as concerning pupil needs, interests, achievements, attitudes, and aptitudes. Easily interpretable, yet adequate and accurate cumulative records are essential in this guidance work. The division of supervision can show the value of records of the various test results obtained by use of the state cooperative testing program year after year. On the other hand the system of reporting test results used by the state bureau should be such that comparisons from subject to subject can be made directly. The supervisory officials should work closely with the schools in locating the needs for, the values and limitations of aptitude tests, personality ratings, and other unusual instruments, in addition to offering assistance in the use of the more usual psychological and achievement-type tests. The bureau of testing should work just as closely with the schools in providing instruments and information to meet these needs wherever possible.

13. The state supervisor may present and interpret the records made by the school on the state testing program over a long period of time, not only as a direct help to a new and uninformed principal, but also as an illustration of the necessity for complete and usable cumulative records in his own school.

14. Examples of tests and test items may be selected from the state program to illustrate types which the supervisor feels are neglected in the school's testing program.

15. Every competent principal knows that the source of the disciplinary difficulties with a pupil can often be located by a careful analysis of the results of tests in the various subjects and fields. Likewise a thorough analysis of results obtained over a period of time on the state testing program may help the supervisor locate the cause of maladjustment in a school. Again the presentation of this analysis to the principal together with suggestions for remedying the situation may be done in such a way as not only to accomplish the direct purpose, but probably more important, to serve as an illustration of what the principal should be doing continuously in his school.

16. A study of the results of the state-wide testing programs may be of considerable assistance to the division of supervision in planning and organizing visits to the various schools.

17. Any use which the supervisors make of the test results in evaluating curriculums, teaching methods, and school organization should be consistent with the educational guidance program. The

determination of long-term goals or objectives for the school and its pupils, which should continuously change in accordance with changing needs, is the important consideration, rather than mere attainment of high standing according to present standards.

The foregoing suggestions on improved relationships between state-wide testing and state supervision of high schools are intended to illustrate that guidance is the key to education, and that both supervision and testing should be of the cooperative type in the conduct of which each finds support in the other and both develop in accordance with the needs in the field and with the full support of the workers on the field.

B I B L I O G R A P H Y

BIBLIOGRAPHY

- Alberty, H. B., and Thayer, V. T. Supervision in the Secondary School. Boston: D. C. Heath and Company, 1931.
- Barr, A. S., and Burton, W. H. The Supervision of Instruction. New York: D. Appleton and Company (Now D. Appleton-Century Company), 1926.
- Bennett, J. M. "The Supervising Principal and Constructive Supervision," Educational Administration and Supervision, XXII (February, 1936), 88-104.
- Billett, Roy O. Provisions for Individual Differences, Marking and Promotion. Part IV, Chapter I. National Survey of Secondary Education, Monograph No. 13, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.
- Brammel, P. Roy. Health Work and Physical Education. National Survey of Secondary Education, Monograph No. 28, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.
- Brewer, John M. Education as Guidance. New York: The Macmillan Company, 1934.
- Briggs, T. H. "A Philosophy of Secondary Education Today," Teachers College Record, XXXVI (April, 1935), 136-8.
- _____. Secondary Education. New York: The Macmillan Company, 1933. Pp. 557.
- Capen, S. P. "The Principles Which Should Govern Standards and Accrediting Practices," Educational Record, XII (April, 1931), 93.
- Carpenter, W. W., and Ruff, John. The Teacher and Secondary School Administration. Boston: Ginn and Company, 1931.
- Caswell, H. L., and Campbell, D. S. Curriculum Development. New York: American Book Company, 1935. Pp. 600.
- Chamberlain, L. M. The Teacher and School Organization. New York: Prentice-Hall, Inc., 1936. Pp. 656.
- Charters, W. W. "Ohio High-School Standards" (Editorial Comment), Educational Research Bulletin, XVI (October 20, 1937), 187-8.

BIBLIOGRAPHY (Continued)

- Christofferson, H. C. "Analyzing the State Scholarship Program," Ohio Schools, XIV (March, 1936), 80-82.
- Collings, Ellsworth. Supervisory Guidance of Teachers in Secondary Schools. New York: The Macmillan Company, 1934. Pp. 613.
- Cook, W. A. Federal and State School Administration. New York: Thomas Y. Crowell Company, 1927. Pp. 373.
- _____. High School Administration. Baltimore: Warwick and York, Inc., 1926.
- Cook, Walter W. "The Use of Tests in a Supervisory Program," National Elementary Principal, XVI (July, 1937), 470-8.
- The Cooperative Test Service. The Cooperative Achievement Tests, A Handbook Describing their Purpose, Content, and Interpretation. New York: The American Council on Education, 1936.
- Cox, P. W. L., and Langfitt, R. E. High School Administration and Supervision. New York: The American Book Company, 1934. Pp. 689.
- Cox, P. W. L., and Long, F. E. Principles of Secondary Education. Boston: D. C. Heath, 1932. Pp. 620.
- Coxe, J. E. Louisiana High-School Standards, Organization and Administration. State Department of Education of Louisiana. Baton Rouge: The Department, 1937.
- Cubberley, Elwood P. Public Education in the United States. Boston: Houghton Mifflin Company, 1934.
- _____. Public School Administration. Boston: Houghton Mifflin Company, 1929. Pp. 710.
- _____. The Principal and His School. Boston: Houghton Mifflin Company, 1923. Pp. 571.
- Department of Superintendence, Seventh Yearbook. The Articulation of the Units of American Education. Washington, D. C.: The Department, 1929.
- Douglass, A. A. Secondary Education. Boston: Houghton Mifflin Company, 1927.

BIBLIOGRAPHY (Continued)

- Douglass, H. R. Organization and Administration of Secondary Schools. Boston: Ginn and Company, 1932. Pp. 579.
- _____. "The Effects of State and National Testing on the Secondary School," School Review, XLII (September, 1934), 497-509.
- Douglass, H. R., and Boardman, C. W. Supervision in Secondary Schools. Boston: Houghton Mifflin Company, 1934. Pp. 564.
- Doutt, H. M. "A New Conception of Accrediting Standards," School and Society, XXXIX (June 23, 1934) 818-20.
- Draper, E. M. Principles and Techniques of Curriculum Making. New York: D. Appleton-Century Company, 1936. Pp. 875.
- Edmonson, J. B. "The Relation of Regional Accrediting Agencies to Secondary Education During This Crisis," Proceedings of the Seventeenth Annual Meeting of the Department of Secondary School Principals of the N. E. A., February 27 - March 1, 1933.
- Edmonson, J. B., Roemer, Joseph, and Bacon, F. L. Secondary School Administration. New York: The Macmillan Company, 1932. Pp. 483.
- Eells, Walter C. The Cooperative Study of Secondary School Standards. Washington D. C.: The American Council on Education, 1936. Pp. 19.
- Ellis, E. Evaluation of State Programs of Secondary Education. Paper. Nashville, Tennessee: Peabody Book Store, 1932.
- Engelhardt, Fred. Public School Organization and Administration. Boston: Ginn and Company, 1931.
- Engelhardt, Fred, Zeigel, William H. Jr., and Billett, Roy O. Administration and Supervision. National Survey of Secondary Education, Monograph 11, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1933.
- Foster, H. H. High-School Administration. New York: The Century Company, 1928, Pp. 665.
- Frankhauser, H. A. "Methods of Accrediting High Schools," School Executives, LII (February, 1933), 213-14.

BIBLIOGRAPHY (Continued)

- Frederick, O. I. "Secondary School Reorganization," Educational Administration and Supervision, XX (September, 1934), 438-47.
- Freeman, F. S. Individual Differences: The Nature and Causes of Variations in Intelligence and Special Abilities. New York: Henry Holt and Company, 1934. Pp. 355.
- Fretwell, E. K. Extra-Curricular Activities in Secondary Schools. Boston: Houghton Mifflin Company, 1931.
- Gist, A. R. The Administration of Supervision. New York: Charles Scribner's Sons, 1934. Pp. 402.
- Graves, F. P. The Administration of American Education. New York: The Macmillan Company, 1932. Pp. 631.
- Greene, A. H., and Jorgensen, A. N. The Use and Interpretation of High School Tests. New York: Longmans, Green and Company, 1936. Pp. 614.
- Grinnell, J. E. "The Rise of the North Central Association - Part IV," North Central Association Quarterly, X (January, 1936), 365-82.
- Grizzell, E. D. "The Cooperative Study of Secondary School Standards," North Central Association Quarterly, XII (July, 1937), 34-44.
- Hartrick, G. E. "How Our Accrediting and Certificating Agencies Can Help in Improvement of Standards," School and Community, XXIII (April, 1937), 164.
- Hawkes, H. E., Lindquist, E. F., and Mann, C. R. The Construction and Use of Achievement Examinations: a Manual for Secondary School Teachers. Boston: Houghton Mifflin Company, 1936. Pp. 497.
- Heilman, J. D. Report on the 1934-35 Cooperative Testing Programs of the Colorado High Schools and Higher Institutions of Learning, Mimeographed. Colorado State Teachers College. Greeley, Colorado: The College, 1934.
- Henmon, V. A. C., and Holt, F. O. A Report of the Administration of Scholastic Aptitude Tests to 34,000 High School Seniors in Wisconsin in 1929 and 1930. Bulletin of The University of Wisconsin. Madison: The University, June, 1931.

BIBLIOGRAPHY (Continued)

- Hinson, M. R. Cooperative Testing and Guidance of Florida High School Pupils. Mimeographed, p. 2.
- Holy, T. C., and Arnold, W. E. Standards for the Evaluation of School Buildings. Ohio State University Studies, Bureau of Educational Research, Monograph No. 20. Columbus: The University, 1936.
- Jessup, W. A. "Standardization and Accrediment," North Central Association Quarterly, VII (December, 1932), 265-9.
- Johnson, F. W. The Administration and Supervision of the High School. Boston: Ginn and Company, 1928. Pp. 402.
- Kandel, I. L. "Examinations and the Improvement of Education," Tests and Measurements in Higher Education. Edited by William S. Gray. Proceedings of the Institute for Administrative Officers of Higher Education, VIII. Chicago: The University of Chicago Press, 1936.
- _____. Examinations and Their Substitutes in the United States. The Carnegie Foundation for the Advancement of Teaching, Bulletin No. 28. New York: The Foundation, 1937.
- Kilzer, L. R. "An Evaluation of Extra-Curricular Activities," School Activities, VII (September, 1935), 6-7.
- Koos, Leonard V. The American Secondary School. Boston: Ginn and Company, 1927.
- _____. The High School Principal. Boston: Houghton Mifflin Company, 1924.
- Koos, Leonard V., and Kefauver, G. N. Guidance in Secondary Schools. New York: The Macmillan Company, 1932. Pp. 640.
- Koos, Leonard V., and Staff. Summary. National Survey of Secondary Education, Monograph I, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1934.
- Langfitt, R. E., Cyr, F. W., and Newsom, N. W. The Small High School at Work. New York: American Book Company, 1936.

BIBLIOGRAPHY (Continued)

- Lee, J. M. A Guide to Measurement in Secondary Schools; a Practical Guide to the Administration, Construction, and Use of Tests and Measurements in Secondary Education. New York: D. Appleton-Century Company, 1936.
- Lindquist, E. F. The Ninth Annual Iowa Every-Pupil High School Testing Program. Bulletin of the State University of Iowa, New Series No. 888. Iowa City, Iowa: The University, 1937.
- Loomis, A. K., Lide, E. S., and Johnson, B. L. The Program of Studies. National Survey of Secondary Education, Monograph No. 19, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.
- Mann, Horace. "Comments on the Reports of the Examining Committee of the Boston Grammar and Writing Schools," The Common School Journal, VII (November 1, 1845), 330.
- Manuel, Herschel T. A Further Report of the 1935-36 Testing Program and Announcements for 1936-37. Bulletin Four of the Texas Commission on Coordination in Education. Austin: The Commission, January, 1937.
- Maxwell, C. R., and Kilzer, L. R. High School Administration. Garden City, N. Y.: Doubleday, Doran and Company, 1936. Pp. 514.
- McAndrew, William. "Supervisory Failure," School and Society, XLV (June 5, 1937), 787.
- McConn, C. M. "Academic Standards Versus Individual Differences the Dilemma of Democratic Education," American School Board Journal, XCI (December, 1935), 44-
- McKown, H.C. Home Room Guidance. New York: McGraw-Hill Book Company, 1934. Pp. 447.
- McVey, Frank L. "Individual Versus Institutional Accreditation," Educational Record, XIV (January, 1933), 63-73.
- Morgan, M. E., and Cline, E. C. Systematizing the Work of School Principals. New York: Professional and Technical Press, 1930.

BIBLIOGRAPHY (Continued)

- National Education Association. The Development of the High School Curriculum. Sixth Yearbook of the Department of Superintendence. Washington, D. C.: The Department, 1928.
- Norton, J. K., and Norton, M. A. Foundations of Curriculum Building. Boston: Ginn and Company, 1936. Pp. 599.
- Otto, H. J. Elementary School Organization and Administration. New York: D. Appleton-Century Company, 1934. Pp. 652.
- Parsons, Rosa F., and Moderow, Gertrude. "The Extent and Nature of Public-School Testing Programs in City School Systems," Educational Administration and Supervision, XXIII (September, 1937), 461-472.
- Piersel, W. G. "Principles of Standard Making," School and Society, XLIV (July 11, 1936), 56-7.
- Puckett, R. C. Making a High-School Schedule of Recitations. New York: Longmans, Green and Company, 1931. Pp. 164.
- Reavis, G. H. Ohio High School Standards. State of Ohio Department of Education. Columbus: The Department, 1937. Pp. 192.
- Reavis, W. C., and Van Dyke, G. E. Non-Athletic Extra-Curricular Activities. National Survey of Secondary Education, Monograph No. 26, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.
- Reese, L. W. "Responsibility of the State High School Supervisor," High School Teacher, X (April, 1934), 102.
- Remmers, H. H. First Semester Norms for the High School Tests for Indiana. Preliminary Report. Lafayette, Indiana: Purdue University, February, 1937.
- _____. The Achievement of Our High Schools - Results of the State High School Testing Program, 1930-1931. Studies in Higher Education XVIII. Bulletin of Purdue University, Vol. XXXII, No. 2. Lafayette, Indiana: Purdue University, 1931. Pp. 30.
- Remmers, H. H., and Trimble, O. C. The Validity of the Indiana High School Accrediting Criteria. Studies in Higher Education XX. Bulletin of Purdue University, Vol. XXXIII, No. 2. Lafayette, Indiana: The University, 1932. Pp. 20.

BIBLIOGRAPHY (Continued)

- Rice, G. A., Conrad, C. C., and Fleming, P. The Administration of Public High Schools Through Their Personnel. New York: The Macmillan Company, 1933. Pp. 723.
- Roemer, Joseph. "National Cooperative Study of Secondary School Standards," Bulletin of the Department of Secondary-School Principals of the National Education Association, XXI (March, 1937), 17.
- Roemer, Joseph, Allen, C. F., and Yarnell, D. A. Basic Student Activities, Organization and Administration of Homerooms, Clubs, and Assemblies. Newark, N. J.: Silver, Burdett and Company, 1935. Pp. 367.
- Schrammel, Henry E. Report of the Twenty-Fifth Nation-wide Every Pupil Scholarship. Kansas State Teachers College Bulletin of Information, Vol. XVII. Emporia: The College, 1937.
- _____. The Organization of State Departments of Education. Bureau of Educational Research, Ohio State University, Monograph No. 6. Columbus, Ohio: The University, 1926.
- Segel, David. Elementary School Graduating Examinations. United States Department of Interior, Office of Education, Bulletin, 1935, No. 16. Washington, D. C.: Government Printing Office, 1936. Pp. 64.
- _____. National and State Cooperative High-School Testing Programs. United States Department of Interior, Office of Education, Bulletin, 1933, No. 9. Washington, D. C.: Government Printing Office, 1933. Pp. 47.
- _____. The Possibilities of Measurement as a Supplementary Device for the Accrediting of High Schools. United States Department of Interior, Office of Education, Circular No. 131. Washington, D. C.: Government Printing Office, 1934. Pp. 11.
- Segel, David, and Lee, J. M. Testing Practices of High-School Teachers. United States Department of Interior, Office of Education, Bulletin, 1936, No. 9. Washington, D. C.: Government Printing Office, 1936. Pp. 42.
- Skinner, Avery W. History of Regents Examinations (Duplicated). Regents Special Committee on Examinations, Division of Examinations and Inspections, The University of the State of New York. Albany: The University, February 3, 1936.

BIBLIOGRAPHY (Continued)

- Smith, Payson. "Current Organization Problems of State Departments of Education," Educational Record, XVIII (April, 1937), 172-181.
- Spaulding, E. T., Frederick, O. I., and Koos, L. V. The Reorganization of Secondary Education. National Survey of Secondary Education, Monograph No. 5, Bulletin, 1932, No. 17. Washington, D. C.: United States Government Printing Office, 1932.
- Stewart, A. W. "The Effects of State Scholarship Tests," High School Teacher, XI (March, 1935), 78 ff.
- Strayer, George D. Jr. Centralizing Tendencies in American Education. New York: Bureau of Publication, Teachers College, Columbia University, 1934.
- The State Testing Committee of the Minnesota Council of School Executives. Pupil Personnel Study of Pupils in Minnesota Public Schools. Minnesota State Department of Education. St. Paul: The Department, 1936.
- Toops, Herbert A. "A Minimal Guidance Program for Secondary Schools," Ohio High School Bulletin, No. 9 (Mimeographed). Ohio College Association Committee on Intelligence Tests. Columbus: Ohio State University. Pp. 16.
- Trimble, O. C. A Comparison of Two Methods of Measuring the High School. Educational Reference Circular III. Bulletin of Purdue University, Vol. XXXIII, No. 9. Lafayette, Indiana: The University, 1933. Pp. 16.
- Trimble, O. C., and Remmers, H. H. Measures of Educational Outcomes Versus Standards of Institutional Machinery as High School Accrediting Criteria. Studies in Higher Education XXII. Bulletin of Purdue University, Vol. XXXIII, No. 7. Lafayette, Indiana: The University, 1933. Pp. 37.
- University of Michigan. Annual Report of the Bureau of Cooperation with Educational Institutions. Official Publication, Vol. XXXVIII. Ann Arbor, Michigan: The University, 1936.
- Wiley, George M. "The Changing Functions of Regents Examinations," School and Society, XLV (March 13, 1937), 369-370.

BIBLIOGRAPHY (Continued)

- Williams, J. H. "Some Results of the Testing Movement," Education, LIII (March, 1933), 420.
- Williamson, E. G. "The Cooperative Guidance Movement," School Review, XLIII (April, 1935), 273-80.
- Wood, Ben D. Basic Considerations in Educational Testing. New York: The Author, Columbia University, 1933.
- Wood, J. M. "Birth of the Accrediting Agency," Junior College Journal, III (April, 1933), 341.
- Wood, Ray G. "An Appraisal of Methods for Promoting Scholarship Contents in the Secondary Schools of the United States." Unpublished Master's thesis, Ohio State University, 1928.
- _____. Bulletin of Research Activities of the Ohio Scholarship Tests. The Ohio State Department of Education, Bulletin R-1. Columbus: The Department, 1936. Pp. 182.
- _____. The Ohio Scholarship Tests 1937-1938, Section on the Every Pupil Test. Scholarship Test Division, Ohio Department of Education. Columbus: The Department, 1937.
- Woody, Clifford, and Others. "A Symposium on the Effects of Measurement on Instruction," Journal of Educational Research, XXVIII (March, 1935), 481-527.
- Yawkey, J. V. "The Validity of Regional Accrediting Standards for Secondary Schools," North Central Association Quarterly, VIII (April, 1933), 495-501.
- Zook, George F. "Accreditation of Secondary Schools in the Light of the North Central Association Report," Educational Record, XVI (January, 1935), 74.
- _____. "Accrediting Schools and Colleges," Educational Record, XV (January, 1934), 10-26.
- _____. "New Trends in College and High School Accreditation," Secondary Education, III (November, 1934), 171-5.
- _____. "Some Issues Involved in the Revision of Standards and Accrediting Procedures," North Central Association Quarterly, VIII (September, 1933), 236-47.

BIBLIOGRAPHY (Continued)

Zook, George F. "Work of the Committee on the Revision of Standards for Higher Institutions in the Association," North Central Association Quarterly, VII (December, 1932), 291-5.

The Accredited High Schools of Georgia. University of Georgia Bulletin, XXXVII, September, 1936.

Administrative Manual and Course of Study for North Dakota High Schools. Department of Public Instruction, North Dakota. Bismarck: The Department, 1931.

Annual High School Bulletin, Regulations for Accrediting. State of Oklahoma Department of Education, Bulletin No. 112-K. Oklahoma City: The Department, 1936.

A Catechism on a State-wide Testing and Guidance Program (Mimeographed). Ohio College Association Committee on Intelligence Tests. Columbus: Ohio State University. Pp. 9.

Handbook on Organization and Practices for the Secondary Schools of Kansas. State of Kansas Department of Education. Topeka: The Department, 1936.

High School Manual, Including Reorganization Program. Educational Publication No. 137, Division of School Inspection No. 36. State Superintendent of Public Instruction, North Carolina. Raleigh: The Superintendent, 1929.

High School Standards for Wyoming. State of Wyoming Department of Education, Bulletin No. 12. Cheyenne: The Department, 1932.

A Manual for Secondary Schools. State of New Jersey Department of Public Instruction. Trenton: The Department, 1932.

"Policies, Regulations and Standards for Accrediting Secondary Schools," North Central Association Quarterly, XII (July, 1937), 102-106.

Procedures Formulated by the State Board of Education for Accrediting Montana High Schools. Helena: The State Board of Education.

"The Pros and Cons of Co-operative Testing," School Review, XLIII (April, 1935), 248-51.

BIBLIOGRAPHY (Continued)

- The Recognition and Accrediting of Illinois Secondary Schools.
Conditions for Recognition by the State Superintendent of Public Instruction and for Accrediting by the University of Illinois. University of Illinois Bulletin, XXXIV, No. 10. Urbana: The University, 1936.
- "Regents' Scholarship Contest," University Extension News, XVI (March 11, 1936). Pp. 1-2.
- The South Carolina Every-Pupil Testing Program - 1937. Mimeographed. Office of the State High School Supervisor and University Personnel Bureau. Columbia: The University, 1937.
- Standards and Activities of the Division of Supervision. Bulletin No. 362, State Department of Education. Austin, Texas: The Department, July, 1936.
- Standards and Programs of Studies for Florida High Schools. Department of Public Instruction, State of Florida. Tallahassee: The Department, 1935.
- Standards for Accreditation of Secondary Schools and for Approval of Junior High Schools. State of Alabama Department of Education, Bulletin, 1935, No. 6. Montgomery: The Department, 1935.
- Standards, Regulations and Recommendations for the Accrediting of Secondary Schools by the University of Colorado. Boulder: The University, 1936.
- State Board Examinations, Mimeographed. State Department of Education, Code XVII-B-30. St. Paul: The Department.
- "Testing the School Pupil," Nation's Schools, XVII (April, 1936), 29.
- "The University of California and the Secondary Schools of the State," School and Society, XLV (June 26, 1937), 876-7.
- "The Use of Objective Tests in the Illinois Schools," A Project of the Research Committee of the Illinois Teacher Training Institutions, School and Society, XLV (June 5, 1937), 781-84.