DOCTORAL DISSERTATION SERIES
Publication No.: 18,600

AUTHOR: Edward John Ernatt, Ed. D., 1956
University of Michigan

TITLE: INSTRUCTIONAL SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN AND RELATED FACTORS: AVAILABLE PERSONNEL, NUMBER OF TEACHERS AND PUPILS SERVED, EXPENDITURES PER PUPIL SERVED, AND AVAILABLE EQUIPMENT AND MATERIALS

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# INSTRUCTIONAL SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN AND RELATED FACTORS: AVAILABLE PERSONNEL, NUMBER OF TEACHERS AND PUPILS SERVED, EXPENDITURES PER PUPIL SERVED, AND AVAILABLE EQUIPMENT AND MATERIALS

By
Edward Ernatt

A dissertation submitted in partial fulfillment
of the requirements for the degree of
Doctor of Education in the
University of Michigan
1955

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# INSTRUCTIONAL SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN AND RELATED FACTORS: AVAILABLE PERSONNEL, NUMBER OF TEACHERS AND PUPILS SERVED, EXPENDITURES PER PUPIL SERVED, AND AVAILABLE EQUIPMENT AND MATERIALS

By Edward Ernatt

This study determines the nature and extent of instructional services provided school districts in the State of Michigan by the county school offices. The number of available resource personnel, the number of teachers and pupils served, the per pupil cost of instructional services, and the instructional equipment and materials made available by county school offices to enrich the school programs, particularly in the rural school districts, were used as measures of service.

The chief source of data was a twenty-five page questionnaire. This questionnaire was developed in cooperation with six county school superintendents who checked each item for clarity, comprehensiveness, and availability of information. Two copies of the questionnaire were mailed to all eighty-three county school superintendents. Sixty-three of the superintendents completed and returned this instrument.

The questionnaire was further validated by cross-checking key items and by examining county school office records and reports at the State Department of Public Instruction.

Some major conclusions drawn on the basis of this study are as follows:

1. Early legal provisions stipulated specific duties for county school superintendents in connection with improvement of the instructional programs in the school districts within the county. Through the years, however, the role of the county school

superintendents in Michigan has changed from an emphasis on instructional improvement services to emphasis on general administrative and business and finance services.

2. Of the forty instructional services studied, the greatest attention was given to supervision of elementary education in school districts which look to the county school office for services. In the larger counties employing helping teachers, supervision of instruction was almost exclusively the responsibility of these specialists.

3. Activities such as coordination of elementary and secondary education, planning new programs and services, developing research and pilot projects, and evaluating instruction in the rural schools were limited to a few county school offices.

4. Forty-one of the sixty-three respondents indicated a need for a State Department of Public Instruction consultant to work with the county school superintendents. Assistance in developing new instructional programs, aid to new county school superintendents with difficult problems, help with fiscal and child accounting matters, advice on legal questions, and assistance in coordinating and evaluating county school programs were the most frequently mentioned services which this consultant could provide.

5. Services for exceptional children provided directly by the county school offices were limited to a few counties. Six counties provided speech correction services for the smaller districts within the counties. Approximately one-third of the respondents indicated that they used personnel and facilities available from other agencies. Child guidance clinics, the Michigan School for the Blind, the Michi-

gan School for the Deaf, and various city-school districts providing such services as homebound teachers, services for epileptic children, and services for the mentally retarded were cited.

6. Health improvement services, such as hearing and vision screening, environmental sanitation service, dental health programs, and school nurse service were provided largely by the county health departments.

7. Audio-visual equipment and materials to enrich the instructional programs in the smaller school districts were available from the county school offices in fewer than half of the responding counties.

8. Curricular improvement publications of some significance, such as courses of study, bibliographies, educational monographs, and resource units, were not fully utilized in the improvement of teaching and learning in the smaller school districts. Fewer than one-third of the respondents have provided publications of this character within the last three years.

## ACKNOWLEDGMENTS

Developing a project of this proportion would be an impossible task without the cooperation and counsel of many people. It is through an endeavor of this kind that the term "interdependence" becomes meaningful.

The writer is greatly indebted to the members of his doctoral committee, especially Dr. Howard Jones, Chairman, who gave generously from his broad experience in guiding the writer in the preparation of this study.

Appreciation is gratefully expressed to Mr. Harlan D. Beem, formerly of the Midwest Administration Center, University of Chicago, for helping the writer visualize more keenly the problems entailed in the study. Likewise, he is thankful for the friendly interest of Dr. H. T. James, the current Assistant Director of the Midwest Administration Center.

Acknowledgment is made of the effort on the part of members of the State Department of Public Instruction, Lansing, especially Mr. Harold Wagner and Mr. Max Cochran for advice with the questionnaire and for making records of that office available.

Thanks are due to Dr. C. C. Trillingham, Superintendent, Los Angeles County Schools, for giving the writer an opportunity to discuss his study, discuss the county school office

in general, and the Los Angeles County Schools in particular. Also, thanks to Dr. Jens H. Hutchins, from the San Diego County Schools, for his friendly interest and advice.

Finally, appreciation is expressed to all of our county school superintendents who patiently completed and returned the lengthy questionnaire, who made available copies of their publications, and who supplied further information through personal contacts. Special thanks are especially given to Dr. Fred C. Fischer, retired superintendent of Wayne County Schools; Dr. Charles E. Brake, current superintendent of that county; Mr. Alton Stroud, Superintendent, Ingham County Schools, and Chairman of the Advisory Committee on the Intermediate School Unit in Michigan; Mr. Julius W. Haab and Mr. Howard C. Thayer, from the Washtenaw County Schools; Miss Gladys McCallum, Superintendent, Livingston County Schools, and Mrs. Ruth N. Bacon, Superintendent, St. Clair County Schools, for the generous time they devoted to an examination and criticism of the questionnaire which led to the refinement of this instrument prior to printing and mailing.

TABLE OF CONTENTS


Page

ACKNOWLEDGMENTS . . . . . ii

LIST OF TABLES . . . . . vii

LIST OF FIGURES . . . . . ix

Chapter

I. THE PROBLEM . . . . . 1

Statement of the Problem
Organization of the Study
Limitations of the Study
Methodology of Research
Definition of Terms
Desirable Outcomes of Study

II. HISTORICAL BACKGROUND AND LEGAL BASIS OF THE COUNTY SUPERINTENDENCY IN MICHIGAN . . . . 22

Origin of the County Superintendency
Establishment of County Superintendency
County Commissioner of Schools
County Commissionership at Turn of Century
County Superintendency is Re-established
Recent Legislation of Special Interest
County Superintendency at the Mid-Century

III. SOME RELATED INVESTIGATIONS ON THE COUNTY SUPERINTENDENCY . . . . . 40

Studies in the State of California
Studies in the State of New York
Studies in Other States in the United States
Studies in the State of Michigan

IV. INSTRUCTIONAL SUPERVISORY SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN . . . . . 59

Art Education Supervision
Elementary School Supervision
Secondary Education Supervision
Special Program Supervision
Vocal Music Supervision

Chapter Page

V. CURRICULAR IMPROVEMENT SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN . . . . . 78

Audio-Visual Aids
County Curriculum Committees
Curriculum Coordination
Curriculum Research
In-Service Teacher Education
Instructional Materials Center
Library Service
Pilot Projects
Curricular Improvement Publications
Testing Program

VI. SERVICES FOR EXCEPTIONAL CHILDREN PROVIDED BY COUNTY SCHOOL OFFICES IN MICHIGAN . . . . . 113

Services for Behavior Problem Children
Services for the Blind and Partially Seeing
Services for Crippled Children
Services for Deaf Children
Services for Hard of Hearing Children
Services for Epileptic Children
Homebound Instruction
Programs for the Mentally Gifted
Programs for the Mentally Retarded
Services for Speech Defective Children

VII. HEALTH IMPROVEMENT SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN . . . . . 130

Dental Health Programs
School Dentist Service
Environmental Sanitation
Hearing Tests
Vision Screening Programs
School Nurse Service
Mental Health Programs
Safety Education Programs
Camping and Outdoor Education
Supervised Recreational Activities

VIII. GUIDANCE AND ATTENDANCE SERVICES PROVIDED BY COUNTY SCHOOL OFFICES IN MICHIGAN . . . . . 147

Attendance Officer Service
Psychological Testing Services
Student Counseling Service
Visiting Teacher Program
Systematic Vocational Information Services

Chapter Page

IX. CONCLUSIONS, RECOMMENDATIONS, AND SUGGESTIONS FOR FURTHER STUDY . . . . . 156

APPENDICES

Appendix A . . . . . 174
Appendix B . . . . . 180
Appendix C . . . . . 187
Appendix D . . . . . 213

BIBLIOGRAPHY . . . . . 218

# LIST OF TABLES


| Table | | Page |
|---|---|---|
| 1. | Extent of Supervision of Elementary Education by Helping Teachers As Measured by Number of Pupils Served, Estimated Expenditures for Service, and Cost Per Pupil Served . . . . . | 64 |
| 2. | Extent of Supervision of Elementary Education by County School Superintendents As Measured by Number of Pupils Served, Estimated Expenditures for Service, and Cost Per Pupil Served . . | 67 |
| 3. | Number of Eligible Secondary School Teachers and Eligible Secondary School Students by County, Also, Counties Envisioning Secondary School Supervision Within Five Years . . . . . | 70 |
| 4. | Counties Reporting 4-H Club Activities in the Schools Within Their Counties and Nature of Programs Offered . . . . . | 71 |
| 5. | Extent of Supervision of Vocal Music in County Schools as Measured by Number of Pupils Served, Estimated Expenditures of County School Offices for the Service, and Cost Per Pupil Served . . . | 74 |
| 6. | Audio-Visual Equipment Available from County School Offices and Extent of Its Use as Measured by Estimated Circulation . . . . . | 80 |
| 7. | Audio-Visual Material Available from County School Offices and Extent of Its Use as Measured by Estimated Circulation . . . . . | 82 |
| 8. | Extent of Audio-Visual Aids Services by County School Offices in Michigan as Measured by Number of Districts Served, Number of Teachers and Pupils Served, Estimated Expenditures for Service, and Per Pupil Cost of Service . . . . . | 83 |
| 9. | County Curriculum Committees, Groups Represented on the Committees, and Functions of the Committees . . . . . | 85 |
| 10. | Extent of In-Service Teacher Education Made Available by County School Offices as Measured by Number of Districts Served, Number of Teachers Served, Estimated Expenditures for Service, and Cost Per Teacher Served . . . . . | 91 |
| 11. | Instructional Materials, Other than Supplementary Textbooks, Reported by County Offices, and Number of Materials Available . . . . . | 94 |

LIST OF TABLES--Continued


| Table | | Page |
|---|---|---|
| 12. | Total School Membership by County, Number of Volumes Added to Library, 1953-54, Total Volumes in Library, and Number of Volumes Available Per Membership Child . . . . . | 99 |
| 13. | Kinds of Curricular Improvement Publications Made Available to Local School Districts by County School Offices During Past Three Years . | 102 |
| 14. | Total Districts Served, Number of Teachers Served, Estimated Expenditures for Publications Dealing with Curriculum Improvement, and Expenditures Per Teacher Served . . . . . | 104 |
| 15. | Extent of County-Wide Achievement Testing, Kinds of Tests Used, And Other Special Tests Administered by County School Offices . . . . . | 106 |
| 16. | Extent of Testing Programs by County School Offices as Measured by Number of Districts Served, Number of Teachers and Pupils Served, Estimated Expenditures for Service, and Cost Per Pupil Served . . . . . | 108 |
| 17. | Extent of Services by County School Offices for Speech Defective Children as Measured by Number of Districts, Teachers, and Pupils Served, Estimated Amounts Expended for Services, and Per Pupil Costs . . . . . | 126 |
| 18. | Available Health Improvement Services from County Health Departments . . . . . | 133 |
| 19. | Extent of Attendance Officer Service as Measured by Number of Districts, Teachers, and Pupils Served, Estimated Expenditures for Service, and Per Pupil Cost of Service . . . . . | 149 |
| 20. | Extent of Visiting Teacher Service as Measured by Number of Districts, Teachers, and Pupils Served, Estimated Expenditures for Service, and Per Pupil Cost of Service . . . . . | 153 |

## LIST OF FIGURES


| Figure | | Page |
|---|---|---|
| 1. | Distribution of Responding Counties and Size of Counties by Population, According to 1950 Decennial Census . . . . . | 16 |
| 2. | Ratios of Helping Teachers to Elementary Classroom Teachers, by County, 1953-54 . . . . | 63 |
| 3. | Number and Distribution of Elementary Teaching Positions Served by County Superintendents 1953-54 . . . . . | 66 |
| 4. | Distribution of Counties Receiving Rural School Vocal Music Supervision from Michigan State University and Counties Participating in the University of Michigan "Festival of Song" Programs . . . . . | 75 |
| 5. | Distribution of County School Children Receiving Services from County Libraries . . . . | 97 |
| 6. | Counties Utilizing Available Child Guidance Clinics, in Various Urban Centers, for the Purpose of Aiding Their Behavior Problem Children . . . . . | 115 |
| 7. | County School Offices Reporting Health Services from County Health Departments . . . . . | 132 |

# CHAPTER I

## THE PROBLEM

Until recently, one of the most neglected offices in the educational system in the United States was the county school office. One of the most neglected areas was the area of instructional services rendered by that office.

However, during the past several years, a great deal of interest has been awakened in the county school office. Many questions have been raised concerning the role of the county superintendent. Some serious students have raised questions concerning the value of the office in the state educational structure. Some have envisioned a different kind of intermediate school unit which might be more effective in the improvement of education and equalization of educational opportunities, particularly in the rural areas. One state has completed an extensive study[1] of its educational system. At least one other state is developing a complete study[2] to ascertain the role of the county school office in the total educational structure of that state.

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[1] Julian E. Butterworth and Others, A New Intermediate School District for New York State. Albany, N. Y.: State Education Department, 1947.

[2] State of California, Report of the State Committee on County School Instructional Services. Sacramento: Department of Education, 1954. (Working Draft Number Four.)

Recent interest in the intermediate school unit is further evidenced by the number of smaller studies completed and being conducted in the various states[1] and the number of full-length books on the intermediate school unit published in the past several years. Many of these have indicated a need for legislation in order to accomplish reorganization of school districts which would, consequently, lead to the improvement of the instructional services rendered by the county offices. Others are pointing to a need on the part of county superintendents to recognize their tremendous opportunities for leadership in their key positions in educational activities within their counties.

Increasing interest in and concern with rural education and need for improvement of educational opportunities in the rural areas of the United States could not be better shown and more explicitly stated than it was at the White House Conference[2] in 1944. The problem of educating the rural children received further attention from the chief state school officers at the Ann Arbor Conference.[3] Another conference was held by the Department of Rural Education of the National Education Association in Washington, D. C. on October 4-6, 1954, which was looked upon as a "sequel to the White

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[1]Ohio, Iowa, Wisconsin, West Virginia, Kansas, Alabama, Washington.

[2]Department of Rural Education, The White House Conference on Rural Education. Washington, D. C.: National Education Association, 1944.

[3]National Conference of Chief State School Officers, Ann Arbor Conference on Rural Education. Conference Proceedings. Ann Arbor, Michigan: 1947.

House Conference on Rural Education of October, 1944," and which was designed to "bring into focus the problems and accomplishments of a half-century of dedicated work on behalf of rural children and youth in rural communities."[1]

The number of boys and girls in the rural areas of the United States gives us some indication concerning the magnitude of the task of educating rural children and youth. According to the 1950 decennial census,[2] there were 10,854,000 children between the ages of five and seventeen in the rural nonfarm and rural farm categories. There were 14,204,000 in the urban classification.

In the State of Michigan, sixty-three, or seventy-six percent of the superintendents responding to the questionnaire, indicated a total of 152,365 eligible elementary pupils and 20,338 eligible secondary students. These groups were from districts which would ordinarily look to the county school office for services.

It is evident that the job of educating our rural children and youth is a tremendous undertaking and calls for leadership and statesmanship of the highest calibre on the county school level. It is a challenging job for everyone concerned with the quality of education in the state and nation, and deserves careful examination.

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[1] Department of Rural Education, Developing Community Schools, pp. 50-51. Atlantic City Reports. Washington, D. C.: National Education Association, 1954.

[2] U. S. Bureau of Census, Statistical Abstract of the United States, p. 118. Washington, D. C.: U. S. Government Printing Office, 1954.

## Statement of the Problem

County school offices present fertile fields for investigation. Changes from largely agrarian to urbanized communities, in many counties, have affected the role of the county school superintendent.

Reorganization of school districts, largely along community school lines, presents another challenge and reappraisal of his role. Significant limitations[1] to school district reorganization, such as a desire for local control, high cost of pupil transportation, complications in supervision of bus pupils, and loss of interest in the school due to longer distances required to travel, present still other challenges to the county school officer. Other factors impeding reorganization of school districts include the isolation of farm families, identification with own groups within own immediate neighborhoods, financial conservatism of the farm population, and fear of urban values.

Further, the changing role from largely clerical and inspectoral duties and responsibilities to a leadership function is becoming more recognized. Appraisal of powers and duties on the basis of provisions of school codes, permissive legislation extending county office services, and "borrowed" powers assumed by county school authorities, present significant factors for study.

Several studies on the above problems have been developed. However, few studies have been conducted on the

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[1] Burton W. Kreitlow, Rural Education: Community Backgrounds, pp. 168-191. New York: Harper and Brothers, 1954.

nature of instructional services rendered by county school offices. Instructional services are extremely important in the successful operation of the intermediate school office and are one measure of the adequacy of service to the local school districts. Extensions of services in recent years were largely due to the grants-in-aid programs designed to stimulate interest in providing more services. More recently, legislation was adopted in Michigan which was designed to make available more services for exceptional children largely through the efforts of the county school offices and local school districts.[1]

Because of the importance of instructional services in the improvement of the teaching-learning situation, the writer has undertaken a study of instructional services rendered by county school offices in Michigan. Data gathered with a view toward understanding the nature of instructional services rendered consisted of measures such as the available personnel to serve the local school districts, the extent of services rendered to teachers and pupils in an effort to improve the quality of education particularly in the rural areas of the state, the per pupil expenditures for these services, the availability of instructional materials and equipment to the rural schools through the county school offices, and the extent to which these materials and equipment were used. Further, opinions were desired on how county superintendents would rank the various services with respect to

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[1] State of Michigan, School Code of 1955, Sections 309-327, as amended. Lansing: Secretary of State, 1955.

their importance and priority, which new services, programs, and projects were developed in the past five-year period, and which new services, programs, and projects are being envisioned within the next five years. Other information relating to organization of county schools, sizes of county school budgets, and outlook concerning new services was sought.

A careful perusal of the card catalogs in the libraries at the University of Michigan, Wayne University, and Michigan State University and an examination of lists of doctoral dissertations revealed no evidence that a study of this kind has been undertaken or completed for the State of Michigan.

## Organization of the Study

On April 17, 1953, a letter was written to Dr. Francis S. Chase, Director, Midwest Administration Center, at the University of Chicago, requesting suggestions for studies needed in educational administration. Dr. Chase responded on April 22,[1] expressing interest and indicating areas needing investigation. These suggestions coupled with those received from other sources were carefully weighed and considered. Having had administrative experience in a fractional school district in Wayne County and having been a recipient of services from the county office, the writer became interested in the services provided by that office and other county school offices in the state.

After learning about plans of the Midwest Administration Center to conduct studies relating to the intermediate

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[1]Appendix A.

school unit in Michigan, another letter was written on March 19, 1954, seeking information concerning those plans in an attempt to avoid duplication. The letter was referred to Mr. Harlan D. Beem, Assistant Director, who was in charge of studies on the intermediate school unit in the Midwestern States. Mr. Harlan D. Beem, in a letter dated May 7, 1954,[1] outlined his plans briefly for the study of the intermediate school district in Michigan. In that letter, he pointed to the desirability of meeting with those persons interested in the study. The Kellogg Center at East Lansing was suggested as a possible meeting place.

On Sunday morning, May 23, 1954, Mr. Harlan D. Beem, from the Midwest Administration Center, Dr. Harold G. Shane, from Northwestern University, Mr. Alton Stroud, Superintendent of Schools at Ingham County and, currently, the chairman of the Advisory Committee on the Intermediate School District in Michigan, two students from Michigan State University, and the writer, met at the Kellogg Center in East Lansing to discuss plans for the study of the intermediate unit. The meeting, which lasted the major portion of the day, was very fruitful in that the more pressing problems of the county school office and some needed research was outlined.

The current study consists of an analysis of the problem relating to instructional services provided by county school offices in Chapter One; a brief development of the historical and legal basis of the county superintendency with emphasis on instructional improvement through supervision

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[1] Appendix A.

in Chapter Two; an analysis of some related investigations on the county superintendency in Chapter Three; and the findings concerning instructional services rendered by county school offices in Michigan in Chapters Four through Eight. Data gathered by means of a questionnaire on the nature and extent of instructional supervisory services, available personnel in the county school offices, curricular improvement services, services for exceptional children, health improvement services, guidance and attendance services, and other pertinent and related matters, provided the major portion of information in these latter chapters. The final chapter draws conclusions on the basis of data gathered, makes recommendations for the improvement of instructional services, and suggests several areas for further study.

Each of the chapters dealing with instructional services, that is, Chapters Four through Eight, begins with a brief general statement concerning the nature of the service and the need for the service in the improvement of the quality of instruction. This is followed by an examination of the service as rendered by the county school offices on the basis of measures such as the available specialized personnel, the ratios of specialists to classroom teachers, the number of teachers and pupils served, amounts budgeted for county office services, expenditures per pupil served by the office, average costs of the services rendered, and the availability and extent of use of instructional equipment and materials.

Further, examples are given of outstanding and different programs, projects, and services, followed by predictions

of possible new services within the next five years on the basis of opinions of county superintendents concerning services envisioned within that period. A paragraph summarizing the findings for each category of services is included.

The appendices consist of correspondence in the development of the study, the questionnaire and accompanying information, school forms used in connection with services rendered by some county school offices, and organizational charts of these offices.

An annotated bibliography is included, listing both primary and secondary sources.

## Limitations of the Study

This study was limited to a consideration of the instructional services provided by county school offices of the eighty-three counties in the State of Michigan.

It was further limited to a study and analysis of forty instructional services in the areas of instructional program supervision, curricular improvement, services for exceptional children, health improvement services, and guidance and attendance services. This classification of services was adapted from an organizational chart of the San Diego County Schools.[1] General administrative services, such as public relations, board meetings, school visitation, professional associations, contacts with related agencies, personnel problems, teacher certification, preparation of

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[1] Shirley Cooper and Charles O. Fitzwater, County School Administration, p. 273. New York: Harper and Brothers, 1954.

legislation, and general publications not dealing directly with instructional matters, do not fall within the scope of this study; nor do the business and finance services such as financial and statistical reports, budget making, child accounting, financial accounting and auditing, purchasing and inventory of supplies and equipment, transportation of pupils, and school plant planning.

It was further limited to a study of four related factors: available county office personnel, number of teachers and pupils served, expenditures per pupil counted in membership, and available instructional equipment and materials.

Lastly, the study was limited to a consideration of services rendered during the school year 1953-54. That year was chosen in preference to the current school year because data were available for that year from the State Department of Public Instruction in Lansing.

## Methodology of Research

Library investigation and research.--Resources from the libraries of the University of Michigan, Wayne University, Michigan State University, Stanford University, and the University of Southern California were used in the development of the study. In order to write the chapter on the Historical Background and Legal Basis of the County Superintendency in Michigan, the available materials in the Burton Historical Collection at the Detroit Public Library and the documents and reports in the Michigan Historical Collections housed in the Rackham School of Graduate Studies were examined. This material included old courses of study, general school laws,

and annual reports of the State Department of Public Instruction.

Correspondence.--Several letters were mailed and replies received in connection with the development of the study. Contacts were made with Midwest Administration Center, University of Chicago; the Department of Rural Education, National Education Association; and the Michigan Demonstration Research Project for the Severely Mentally Retarded.

Assistance with the study was requested from the Department of Rural Education, National Education Association. On June 8, 1955,[1] Dr. Howard Dawson, Executive Secretary, wrote concerning some references related to the county school office and mailed a few items, including an excellent bibliography,[2] which proved to be invaluable.

Information concerning a project for severely mentally handicapped was received from Mr. Richard J. Guenther. This is an experimental project which is supported by the W. K. Kellogg Foundation and is administered by the county boards of education.

Personal interviews and conferences.--On July 15, 1954, the annual meeting of the Michigan Association of County School Administrators was held at Mt. Pleasant, Michigan. During this conference the tentative findings concerning the county school office in Michigan were presented by Mr. Harlan Beem from the Midwest Administration Center. These were discussed by the members present.

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[1]Appendix A.

[2]National Conference on Rural Education, Selected Bibliography on Rural Education. Washington, D. C.: Department of Rural Education, National Education Association, 1954.

Concerning the proposed study of instructional services rendered by county school offices in Michigan, the superintendents agreed that a study of this type would prove valuable in that it would become a means of exchanging information with other superintendents concerning instructional services and would assist in the evaluation of their own programs.

Other conferences were held with Mr. Harlan Beem of the Midwest Administration Center, University of Chicago; Dr. C. C. Trillingham, County Superintendent, Los Angeles County Schools; Dr. Jens H. Hutchens, San Diego County Schools, and a number of the county school superintendents in Michigan.

Conferences were held with Mr. Harold Wagner and Mr. Max Cochran from the Finance Division of the State Department of Public Instruction. In addition to reviewing the questionnaire and offering many valuable suggestions, they made available the annual reports of the county school offices, the Summary Form "C," for each of the eighty-three counties in Michigan. Mr. Jack Milligan provided information concerning recent legislation.

Examination of county office publications.--Publications were requested and received from the various county school offices in Michigan. A careful perusal of this mass of material provided information on the organization of the county school offices and the nature of instructional services rendered. The majority of publications consisted of school directories, courses of studies, resource units on a

variety of subjects, and general information and instructions to the rural school teachers within the counties. These sources proved to be invaluable in an appraisal of the nature of instructional programs developing in the various counties.

Questionnaire Data.--The chief source of data was a twenty-five page questionnaire[1] which was mailed to the eighty-three county superintendents in Michigan. The data-gathering instrument was divided into three parts. Part I, General Information, provided information relating to county office personnel, organization of county schools, county office budgets, preparation and experience of county school superintendents, and questions of special interest. Part II, Instructional Services, was designed to gather data concerning forty instructional services rendered by county school offices in Michigan in the areas of instructional program supervision, curricular improvement, services for exceptional children, health improvement services, and guidance and attendance services. The section on curricular improvement was further expanded to obtain data on the availability and extent of use of instructional equipment and material. Part III, Opinions of County Superintendents, provided the superintendents with opportunities to rank the services relative to their importance and priority, to indicate whether the services should be increased, decreased, or remain the same, and to point out which new services are envisioned within the next five years. Further, they were asked to give their opinions concerning what they thought

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[1]Appendix C.

their role should be in the educational structure in the State of Michigan, to comment on whether the county office should provide consultative or direct instructional services, to indicate which districts should receive instructional services, to point out blocks in the way of providing more instructional services, to indicate a desirable plan for financing these services, and to comment on the question of whether there was a need for a full-time consultant in the State Department of Public Instruction to help with problems of rural schools and county school offices, and, if they felt there was a need for a consultant, what services might this consultant render and how these services might be financed.

A one-page covering letter[1] was enclosed with two copies of the questionnaire, one to be retained for the office files and the second to be returned to the writer. Also, a letter of endorsement[2] from the Chairman of the Advisory Committee on the Intermediate School Unit in Michigan was included in the envelope. A second letter was mailed three weeks later, and a third letter and questionnaire form were mailed after another three-week interval.

As the questionnaires were completed and returned by the county school superintendents, the data were transferred from the questionnaires to large master sheets. These were arranged in a manner which permitted a quick grasp of services rendered in the five categories listed above. In

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[1]Appendix B.

[2]Appendix B.

addition, a picture was obtained of the organization of the county school offices, organization of districts within the counties, available funds to operate the instructional programs, and the thinking of superintendents concerning services within their counties. Almost all of these data were incorporated into tables which were inserted into the main body of the text.

Sixty-three of the eighty-three county school superintendents completed and returned the questionnaires. This represented seventy-six percent of the total number. Figure 1 shows the responding counties, distribution of responding counties on the basis of geographic area, and distribution on the basis of county populations.

Validation of questionnaire data.--Questionnaire construction presents many problems. It demands careful workmanship in order to bring forth usable data.

Four measures were used in the construction and validation of the questionnaire in order to obtain significant and valid information.

1. The questionnaire was constructed with a view toward avoidance of ambiguity. Careful wording and neutral phrasing were continuously stressed. A few words having particular connotations in connection with this study were defined. An information sheet was provided the respondents which listed pertinent facts concerning the kinds of data desired.

2. After the second draft of the questionnaire was prepared, conferences were held with superintendents from

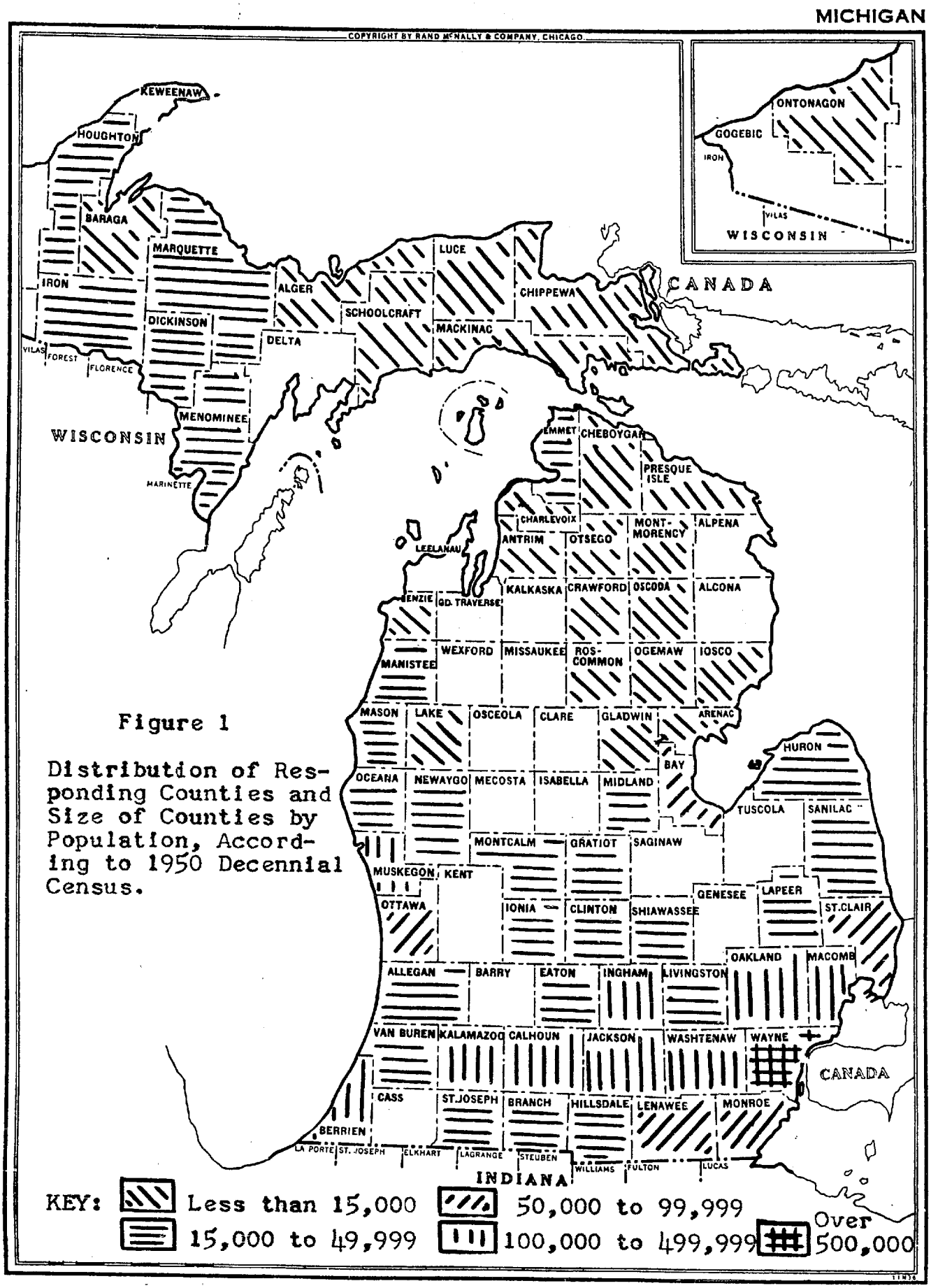



Figure 1

Distribution of Responding Counties and Size of Counties by Population, According to 1950 Decennial Census.

Ingham, Livingston, St. Clair, Washtenaw, and Wayne Counties, and the deputy superintendent in charge of instruction from Washtenaw County. In each instance, from one to two hours of the superintendent's time were devoted to a detailed examination of the instrument which resulted in suggestions for re-phrasing of questions, eliminating items because of non-availability of information, and suggestions for reducing the unusual length of the questionnaire. Other minor revisions were proposed.

3. Further validation of the data resulted from an item-to-item and question-to-question comparison. For example, estimated expenditures were measured against the county office budget, services rendered were measured against the available personnel and available equipment and materials in the county school office, number of pupils served were measured against the total number of pupils and the number of eligible pupils, and services rendered were measured against services envisioned by the county school superintendents.

4. An examination of county school reports at the State Department of Public Instruction provided further verification of data obtained.

Supplementary data forms.--As a result of visits to the State Department of Public Instruction and suggestions concerning the length of the questionnaire by the six superintendents who examined it, the original questionnaire was reduced from fifty-two to twenty-five pages. In order to compensate for the loss of pertinent information, "Supplementary Data Forms"[1] were prepared to be used in extracting

[1]Appendix D.

information from state office records and reports, particularly from the annual report of the county school offices. Summary Form "C" provided such data as types of school districts within the county, school census, total membership, value of school equipment, county and state equalized valuations, library books and textbooks, aid for exceptional children, and other pertinent and related information.

## Definition of Terms

In order to make the text a little more clear and meaningful to the reader, several words which sometimes have a variety of meanings are here defined in the manner in which they will be used in this study.

Agency.--"An agency is a public or private administrative unit that has an organized program which contributes to the common purposes of community living."[1]

Attendance officer.--In this study, the attendance officer is one who works directly with the truant and delinquent children in the local school situation. The child accountant, whose job is primarily concerned with attendance records and reports, does not fall within the scope of this study.

Counseling.--A service consisting of person to person relationships such as assisting students with personal and school problems, problems of group relationships, and other related matters.

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[1]Shirley Cooper and Charles O. Fitzwater, County School Administration, p. 429.

Eligible districts.--For purposes of this study, eligible districts are considered those small, usually non-city and non-superintendency districts, which do not or cannot provide instructional services themselves, efficiently and economically, and for which the county school office provides some instructional services. Eligible teachers and eligible pupils are the members of these districts.

Helping teacher.--In this study, helping teacher, coordinator of instruction, and supervising teacher, will be used interchangeably.

Instructional services.--These services dealing with supervision of instruction, curricular improvement, services for exceptional children, health improvement services, and guidance and attendance services. These services do not include the general administrative and business and finance services.

Intermediate unit.--That administrative school unit which lies between the state department of education and the local school district. In Michigan, that unit is known as the county school office. In this study, intermediate school unit and county school office will be used interchangeably.

Psychological services.--These services consist primarily of administering and interpreting psychological tests such as aptitude tests, personality inventories, and related instruments.

## Desirable Outcomes of Study

When a considerable amount of time, expenditure of energy, and expenditure of money is made in the pursuit of a

study, it is desired that some benefits will accrue from these efforts. The writer hopes this study will accomplish the following:

1. It will provide complete and reliable data on county school office instructional services throughout the State of Michigan for the benefit of interested persons, that is, educators, students of education, teacher training institutions, and others.

2. The questionnaire will become a check-list for study by county superintendents, and will aid in the evaluation of services rendered by their offices, will assist in planning new services in subsequent years, and will help improve the quality of old services.

3. It will make available to the State Department of Public Instruction information on the instructional services of county school offices for planning purposes.

4. It will stimulate improved financing of instructional services through more aggressive leadership on the county school level.

5. It will aid in developing more desirable minimum programs and greater equalization of educational opportunity, especially in the more remote, rural counties.

6. It will lead to a development of a series of action research studies designed to improve the educational picture in the entire state.

7. It will provide data to the Advisory Committee on the Intermediate School District in Michigan which will enable them to carry forward their plans for the improvement of this office.

8. It will result in a newer emphasis on instructional services and stimulate leadership in this area through further evaluation, planning, research, and legislation.

# CHAPTER II

## HISTORICAL BACKGROUND AND LEGAL BASIS OF THE COUNTY SUPERINTENDENCY IN MICHIGAN

Traditionally, supervision of instruction has been one of the major roles of the county school superintendent. Because of the inadequacy of performance of this function by the early school inspectors, agitation for the establishment of the county superintendency took place.

### Origin of the County Superintendency

System of township school inspectors.--Regarding the early pattern of school organization which later proved to be inadequate and ineffective, W. L. Smith had the following remarks to make:

> In the original plan, each township had three inspectors, whose duty it was to organize districts, apportion the school moneys to the districts, examine teachers and grant certificates, and visit schools. They were also required to make annual reports to the county clerk of the schools in their township.[1]

It is quite apparent from these statements that the township school inspectors wielded a great deal of power in the early development of the system of public education as we know it today. Since this system of township school inspectors left much to be desired, particularly from the standpoint

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[1]W. L. Smith, Historical Sketches of Education in Michigan, p. 316. Lansing: W. S. George and Co., 1881.

of school supervision, a need for a different type of organization was envisioned. However, this system of township school inspectors "remained unchanged till 1867, when the county superintendency was established."[1]

Early school functions assumed by county clerks.--Evidence gathered would tend to support the position that some of the early functions of the county clerk were not dissimilar to the functions of the county school superintendent when that office was created and the county school office as we know it today. Let the reader consider certain school laws compiled in 1843 and edited by John D. Pierce. Section 49 of these laws provides that "It shall be the duty of each and every county clerk to receive all such communications as may be directed to him by the superintendent of public instruction, and dispose of the same in the manner therein directed."[2] An examination of Section 301 of the School Code of 1955[3] disclosed no fundamental difference in this provision listing duties and responsibilities of county school superintendents. A further examination of the early school laws revealed, in Section 50, the following:

> It shall be the duty of the county clerk of each county, between the first and twentieth days of November, in each year, to make and transmit to the superintendent of public instruction, a report in writing, setting forth the whole number of townships in his county, distinguishing townships from which the required reports

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[1] Ibid., p. 316.

[2] John D. Pierce, School Law of the State of Michigan, p. 24. Ann Arbor (?), 1843.

[3] State of Michigan, School Code of 1955, p. 116. Lansing: Secretary of State, 1955.

> have been made to him by the inspectors of schools, and containing an abstract of their reports. He shall also, within the time aforesaid, make out and deliver to the county treasurer, a written statement of the whole number of children in each township of the county, between the ages of four and eighteen as shown by the said reports, and the board of supervisors of each county are hereby authorized to allow to the clerk of their county such compensation as they may deem proper for the services he may perform under and by virtu[n]e of the provisions of this act.[1]

Although these particular duties of the early county clerk and the county superintendent today are the same, the salary of the county superintendent, when that office was established, was fixed and paid by the board of supervisors; whereas, now, the salary is fixed and paid by the State Department of Public Instruction.[2] And, in some instances, it is being supplemented by the county board of education.[3]

The kinds of information gathered and reported by the township school inspectors and county clerks to the superintendent of public instruction were not dissimilar to data provided today. However, a comparison of the annual reports of these two offices with the current annual report of the county superintendent, Summary Form "C," reveals significant additions to the amount of information gathered. Additional duties and responsibilities of the county school superintendent will be treated fully later in this chapter.

Role of the State Teachers' Association.--The State Teachers' Association played a significant part in the early

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[1]John D. Pierce, School Law of the State of Michigan, p. 24.

[2]State of Michigan, School Code of 1955, pp. 113-114.

[3]Ibid., p. 114.

establishment of the county superintendency and, therefore, deserves mention.

This association was established at Ypsilanti, on October 12, 1852, through the following resolution:

> Whereas, The cause of education in this State demands efficient organization to advance its various interests, and to secure greater harmony and concert of action among its friends; therefore,
> Resolved, That we who subscribe our names to this resolution, hereby form ourselves into a State Teachers' Association, which shall be auxiliary to the Superintendent of Public Instruction and the State Normal School.[1]

Much of the early agitation for a county superintendency of schools took place at the annual and semi-annual meetings of this association. For example, concerning the semi-annual meeting of 1855, which was held at Jackson on December 26 of that year, the following statement was made:

> The most important discussions occurred upon a plan for the study of the English classics, reported by Professor Welch, and upon a report presented by Mr. Gregory, advocating the system of county superintendency of schools.[2]

A report of the fifth annual meeting, which was held at Ypsilanti on August 18-20, 1856, revealed that "The county superintendency of schools and the study of natural history were the prominent topics of debate."[3] And, again at the semi-annual meeting of 1856, "A large part of the time of the meeting was occupied in the discussion of subjects

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[1] State of Michigan, Annual Report of the Superintendent of Public Instruction and Accompanying Documents, p. 120. Lansing: George W. Peck, Printer to the State, 1853.

[2] W. L. Smith, Historical Sketches of Education in Michigan, p. 437.

[3] Ibid., p. 437.

connected with legislation, among them the county superintendency. . . ."[1]

Then, the subject of the county superintendency, apparently, was not given much attention for several sessions of the State Teachers' Association until the thirteenth annual meeting which was held at Ann Arbor on July 5, 1864.

> Resolutions were also adopted recommending the establishment of training classes for teachers in connection with the high schools throughout the State, and the opinion was repeated that the interests of the schools demanded a county system of supervision.[2]

At the fourteenth annual meeting which was held in Detroit on July 11, 1865, the following transpired:

> The Library System of the State was quite fully considered and debated, and the subject was referred to the special committee to report at the next annual meeting. The same action was taken upon the question of the county superintendency.[3]

That the State Teachers' Association played a significant role in the origin and establishment of the county superintendency in Michigan cannot be over-emphasized.

Role of John M. Gregory in the establishment of the county superintendency.--Ever since he introduced the topic of the county superintendency in Michigan at the semi-annual meeting of the State Teachers' Association in 1855, Mr. John M. Gregory worked tirelessly to bring his system of school organization into being.

When he became Superintendent of Public Instruction,

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[1] Ibid., p. 437.

[2] Ibid., p. 440.

[3] Ibid., p. 440.

he wrote in his annual report for the year 1860 the following:

> The opinion is rapidly gaining ground throughout the State, and no where faster than among the Inspectors themselves, that our present system of supervision is radically defective. Requiring but a temporary service, and offering but a meager remuneration, it either fails to command the service of qualified men, or finds them too busily engaged in their own affairs to bestow the necessary time and attention upon the Schools. There are many excellent and zealous Inspectors in the State, but it can hardly be expected that such men will be found in every township, and still less that the chances of a popular election will bring them into office.
>
> An adequate and really valuable supervision of our Schools would require that well qualified and experienced men be employed, and that they devote themselves wholly to this work. This will demand, 1st, That a sufficient territory be embraced in the district of each inspecting officer, to occupy his whole time, or such as he can superintend; and 2nd, That he be paid a salary that will compensate him for his time and work.
>
> Pennsylvania elects one Superintendent for each County; New York one for each Assembly District. This system of County or District Superintendents, has been heartily approved by the leading educationists of the whole country, and numerous public meetings and prominent citizens have pronounced in its favor in our own State.[1]

With these remarks, Superintendent John M. Gregory stated his case for a system of county schools for the State of Michigan.

## Establishment of County Superintendency

Changes in education have traditionally been slow to take place. As one example of this fact, the reader may consider the establishment of the county superintendency. Twelve years elapsed between the time this system was introduced and debated at the State Teachers' Association meetings and the time the act was passed creating this office.

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[1] Twenty-Fourth Annual Report of the Superintendent of Public Instruction of the State of Michigan, with Accompanying Documents for the Year 1860, pp. 21-22. Lansing: Hosmer and Kerr, Printers to the State, 1861.

Act 147 of the Public Acts of 1867.[1]--An Act creating the office of county superintendent of schools and defining the duties and responsibilities of that office was passed in 1867. Briefly, this act provided for a term of two years and stipulated that the first election should be held on the first Monday of April, 1867, and every two years thereafter. Further, it provided that a certificate of election should be issued by the board of canvassers to the elected county superintendent requiring an oath of office prior to assuming duties on the first of May. Also, the board of supervisors was responsible for determining the compensation of the county superintendent which could not be less than $3.00 nor more than $5.00 per day.

The duties as defined by the act consisted of examining all persons "offering themselves as teachers," and granting certificates to those satisfactorily completing examinations in reading, writing, grammar, geography, and arithmetic. The act empowered the county superintendent to revoke any teacher's certificate for just cause.

The act further provided for school visitation at least once each year to examine condition of buildings and the nature of the instructional programs and to make suggestions for improvements. It provided for better management of district and township libraries, for public lectures and teachers' institutes toward the improvement of instruction,

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[1]State of Michigan, School Laws of Michigan with Notes and Forms, pp. 92-97. Lansing: W. S. George and Co., Printers to the State, 1869.

and for counsel with teachers and board members on the matter of improving attendance.

Further provisions stipulated that he receive blanks and communications from the superintendent of public instruction and dispose of these as directed; that he prepare annual reports from information gathered by township school inspectors and make copies available to the county clerk and the superintendent of public instruction.

Other provisions gave the state superintendent the power to fill vacancies due to illness, death, or resignation. Further, boards which were authorized to inspect and grant certificates were exempt from the provisions of this act. Finally, the act was in effect only in those counties having ten or more districts.

Role of the County Superintendents' Association.--During the eighteenth annual meeting of the State Teachers' Association held at Adrian on December 29, 1868, "The county superintendents also held a meeting at the same place, and, during a portion of the time, the two bodies united in joint session."[1] Concern with the way this newly created office would fit into the educational structure was already being shown at this meeting when Superintendent Hosford gave "an address to the united Associations on 'The Relations of the Different Parts of Our Educational System.'"[2]

The county superintendents again met with the State

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[1]W. L. Smith, Historical Sketches of Education in Michigan, p. 441.

[2]Ibid., p. 441.

Teachers' Association at the nineteenth annual meeting which was held at Saginaw on December 28-30, 1869. A portion of the exercises of the two groups took place in joint session. At this meeting, "Superintendent Parker, of Oakland County, read a paper in joint meeting on the 'County Superintendent's Relation to School Reform.'"[1]

From 1867 to 1875, while the system of county superintendency remained in existence, the county superintendents maintained an association; however, many of the earlier meetings were held in conjunction with the State Teachers' Association. Eventually, these two groups, because of separate interests, held meetings independently of each other.

Concerning the effectiveness of the county superintendents' association, W. L. Smith has this to report, "This organization did much to improve the schools of the State from the fact that greater uniformity of purpose and of modes of administration was secured, as an outgrowth of the various discussions brought before it."[2]

A significant meeting relative to the role of the county school superintendency took place at the thirtieth annual meeting which was held at Lansing, on December 28-30, 1880. At this meeting, State Superintendent C. A. Gower, chairman of the committee on needed legislation, presented the following points for consideration:

> 1. Kind and amount of supervision desirable for the county schools?
> 2. What extent of territory should constitute the unit for purposes of supervision--township, county, or representative district?

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[1] Ibid., p. 441.

[2] Ibid., p. 447.

3. Who shall examine the teachers,--a board or an individual?
4. Who should superintend--one man or a board?
5. Should the examining and supervising power be the same?
6. Method of selecting examiners and superintendents,--should it be by election or appointment?
7. The township and district libraries,--what legislation is needed in their behalf?
8. Relations of the Department of Public Instruction to the State educational institutions?[1]

Establishment of Township School Superintendency.--The county school superintendency was in existence from 1867 until 1875, at which time the office was abolished. A need was envisioned for closer and better supervision and management of the common schools; therefore, a system of township school superintendents was established and remained in existence until the establishment of the county school commissionership in 1891.

Concerning the newly created township school superintendency, Daniel B. Briggs, superintendent of public instruction, wrote in his thirty-ninth annual report that "The act 'to provide for Township Superintendents of Schools and repealing the County Superintendency,' which took effect on the 31st of March last, is quite similar in its provisions and imposes the same duties as the law repealed by this act."[2]

County Commissioner of Schools

Act 147 of the Public Acts of 1891.[3]--A new office

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[1] Ibid., p. 446.

[2] Thirty-Ninth Annual Report of the Superintendent of Public Instruction of the State of Michigan, p. lxxx. Lansing: W. S. George and Co., State Printers and Binders, 1876.

[3] State of Michigan, General School Laws of Michigan with Appendixes, pp. 46-53. Lansing: Robert Smith and Co., State Printers and Binders, 1893.

of county commissioner of schools was established in 1891. Essentially, this office was similar to the county superintendency. Changes in organization provided for a system of county boards of school examiners consisting of the commissioner of schools plus two other members appointed by the board of supervisors, who, likewise, elected the county commissioner of schools for their respective counties. County boards of school examiners were appointed for two-year terms.

County commissioners were required to be graduates of the literary departments of some reputable college, university, or state normal school, holders of state teachers' certificates, and holders of first-grade certificates for two years prior to election.

Boards of school examiners were required to hold two regular public examinations each year and not more than four special public examinations. They were empowered to grant certificates to teachers upon the successful completion of examinations prepared by the superintendent of public instruction.

Duties of county commissioners of schools.--Duties of the county school commissioners were similar to those of the county superintendents. In addition, the county commissioners were required to send notices of qualifications to the superintendent of public instruction and township boards of school inspectors. Further, they were required to furnish township clerks with lists of teachers and collect institute fees from these teachers. Also, more stringent regulations were adopted

concerning the administering, signing, and recording of teacher certificates.

This remained basically the pattern of organization and operation until 1935, when the County School District Act was adopted.

County Commissionership at Turn of Century

Duties and responsibilities essentially the same.--At the turn of the nineteenth century, the county commissionership was well established and remained, on the whole, the same until the adoption of the County School District Act of 1935.

The term of the county commissioner was increased from two to four years in April, 1903. However, the terms of office of the two appointed members of the County Board of Examiners remained at two years. The maximum salary of the school commissioners was set at $2,000.00, and the qualifications for office remained essentially as when the office was established.

Some added responsibilities of county commissioners.--Although the duties remained the same, the county commissioner of schools acquired some additional responsibilities. Act 144 of 1901 required general supervision of rural high schools. Acts 134 and 241, adopted in 1903, required the county school commissioners to transmit to the secretary of the State Board of Library Commissioners lists of all public libraries within the county, and to serve on the county normal board having charge of county normal training. Act 20 of the Public Acts of 1905 stipulated that the county commissioner must furnish

a list of teachers and superintendents within the county to the truant officer of that county. This list excluded city, graded, and township districts. Act 35 adopted in 1907, required that the county commissioner serve on the county school board having charge of county schools of agriculture, manual training, and domestic economy. Act 112 of the Public Acts of 1909 required that the county school commissioner call a meeting of school officers once each year for the purpose of consultation pertaining to the welfare of the schools in the county. This annual meeting included all the boards of education, both city and rural.[1]

County Superintendency Re-established

County School District Act of 1935.--Act 117 of the Public Acts of 1935 provided for the supervision and control of the county schools by a county board of education composed of five members elected by the directors of primary school districts, secretaries of the boards of graded, township, and rural agricultural districts, and the presidents of the boards of education of all other districts.

This county board of education was empowered to receive reports of delinquent taxes due school districts, organization of school districts and alteration of boundary lines of school districts, recommend purchase of library books and instructional equipment, employ a county superintendent of schools, provide maps of the school districts

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[1]Jason E. Hammond, The School Law of Michigan. Lansing: The Hammond Publishing Co., Limited, 1915 (seventh edition).

within the county, ascertain that an annual school census was taken, make out a budget for the county school office, furnish services on a consultant or supervisory basis, and employ special teachers to serve speech defective, hard of hearing, and homebound children.

Powers and duties of the county school superintendent.--Under the provisions of the act, the county superintendent was empowered to act as executive secretary of the county board, to put into practice the educational policies of the board, and to supervise and direct the work of his assistants. In districts not employing a superintendent, he was further empowered to recommend in writing all necessary teachers, suspend teachers for just cause, classify and control the promotion of pupils, supervise the teachers, and make reports to the respective boards of education pertaining to the interests of the schools. Further, he was required to receive institute fees from the teachers, examine and audit books and records of the various school districts, assist in conducting teacher institutes, receive forms and communications from the superintendent of public instruction and dispose of these in the manner directed, prepare annual reports on the county schools to be submitted to the superintendent of public instruction, and examine the statement of moneys which the districts within the counties proposed to raise in order to operate their schools.[1]

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[1]State of Michigan, General School Laws, pp. 211-219. Lansing: Secretary of State, 1952 (revision of 1952).

## Recent Legislation of Special Interest

Enrichment of programs through the provision of additional services, particularly in the rural areas, has been made possible by recent legislation.

Services for behavior problem children.[1]--Act 38 of the Public Acts of 1944 provides for programs designed to prevent and treat behavior problems of children. Under the provisions of the act, visiting teachers may be employed whose qualifications must be approved by the superintendent of public instruction. This service may be approved for reimbursement up to one-half of the expenses incurred for salaries, travel, and other expenses. However, the reimbursable amount cannot exceed $1,500.00.

Michigan is one of the few states in the United States having such a program.

Services for mentally handicapped.[2]---Act 214 of the Public Acts of 1949 provides for services for the mentally handicapped and places the supervision of these programs into the hands of the superintendent of public instruction. This program is reimbursable and cannot exceed $100.00 per resident child, $150.00 per non-resident child, $200.00 per non-resident child for whom transportation or room and board are provided by the sending district, and $350.00 for a non-resident child for whom board and room are provided by the receiving district.

Districts maintaining programs for the mentally retarded are required to submit annual reports to the superintendent of public instruction.

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[1] Ibid., pp. 220-221. [2] Ibid., pp. 357-359.

## County Superintendency at the Mid-Century

Reorganization of school districts is a major task.--In an effort to improve the quality of instruction and to make possible greater equality of educational opportunity, many county superintendents are busily engaged in the reorganization of the local school districts within their counties. Since the end of World War II, there has been a considerable decrease in the number of districts due largely to consolidation and reorganization. Emphasis is being placed on the reorganization of school districts along socio-economic lines, that is, reorganization into community school districts which embrace the small city, town, or village, regarded as the trade and social center of the area, plus the surrounding rural areas. These socio-economic units may or may not coincide with the administrative units as established for civil government.

Legislation for consolidation of two or more counties.--Not only has interest been shown in the reorganization of districts within the counties, but, likewise, in the reorganization by consolidation of counties themselves. For example, Chapter 8, Section 302, of the School Code of 1955 provides for the following:

> Two or more adjoining counties having a population of less than 15,000 (see Figure 1) may combine to form a single county school district when such organization has been approved by a majority of the qualified electors of each such county.[1]

The sparsity of population and a need for reasonably

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[1]State of Michigan, School Code of 1955, p. 117. Lansing: Secretary of State, 1955.

large school districts in order to provide instructional services economically and efficiently cannot be overlooked in considering such reorganization.

Legislation for provision of special education programs and facilities.[1]--Sections 309 to 327, inclusive, of the School Code of 1955, empower the county boards of education, in counties of over 180,000 population, to raise millage over the fifteen mill limitation for the purpose of providing programs and facilities for the education of exceptional children. These sections also provide that a budget be prepared and tax rate set not to exceed the limit authorized by the majority vote of the voters within the county. This special education tax money is not to be used for any other purpose. Further, the county board of education is empowered to make grants to constituent districts who are operating special education programs for the purpose of building facilities to house these programs, for the purpose of acquiring sites to build special education centers, and for the purpose of purchasing special education equipment. These facilities must be made available to the children in the surrounding areas. It provides, further, for a committee of at least five persons, two school superintendents and three school board members, to visit the special education facilities and advise the county board of education concerning the administration of this act.

It must be borne in mind that this legislation is applicable to only five of the eighty-three counties in

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[1] Ibid., Sections 309-327, as amended.

Michigan: Genesee, Kent, Macomb, Oakland, and Wayne. An extension of this act including a larger percentage of counties would be highly desirable.

Legislation for auditing financial and child accounting records of districts within the county.--Section 37 of Act 229 of the Public Acts of 1953[1] requires an audit of financial and child accounting records of school districts. Irregularities in some school districts within the counties brought about the need for this legislation. The cost of this service is to be pro-rated among the districts within the county. Some counties, however, have borne the cost of the program themselves.

It cannot be denied that the prestige and power of the county school superintendent have been enhanced by this legislation.

At the mid-century, then, we find the concern with improvement of instruction and equalization of educational opportunities reflected in the reorganization of school districts within the counties, legislation making possible consolidation of two or more counties, and legislation providing for the needs of the exceptional children. Further, we find the power and prestige of the county school superintendent increased by legislation giving him authority over financial and child accounting records and reports within his county.

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[1] State of Michigan, Public Acts of 1953, p. 367. Lansing: Secretary of State, 1953.

# CHAPTER III

## SOME RELATED STUDIES ON THE COUNTY SUPERINTENDENCY

A careful search of sources revealed a paucity of literature on the county school office, particularly in the area of instructional services rendered by that office. Of the available studies, the majority dealt with the reorganization of the intermediate unit of school administration.

In this chapter, attention will be focused on studies and literature which are pertinent and related to the investigation.

### Studies in the State of California

One of the major studies of educational functions of county superintendents was undertaken by Robert Bruce Walter.[1] In this study, which was developed largely from data obtained by means of a questionnaire, the writer attempted to determine the educational functions of the intermediate school office in California, to find the extent to which these educational functions were performed, and to suggest desirable standards of performance on the basis of his findings. Such

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[1]Robert Bruce Walter, A Study of Educational Functions of the County Superintendent of Schools in California. Unpublished Ed. D. Dissertation, University of Southern California, 1951.

questions were dealt with as relate to the role of the county superintendent with respect to the state department of education and the local school districts, the relative importance of the educational functions, the extent to which these functions were performed as measured by expenditures, personnel, and other criteria, the adequacy of financial support of educational services, the desirable standards of expenditure and desirable number of personnel, the desirable standards as related to audio-visual materials, professional libraries, publications, county teachers' institutes and other related factors, and a consideration of how an adequate performance of these educational functions could be achieved in all of the counties of the state.

Conclusions reached by the writer pointed to a need for clarification of responsibilities and relationships of county superintendents as viewed in the total state educational structure. He found that curricular services, such as audio-visual education, curriculum development, and research and guidance were receiving greater emphasis on the secondary level and that health supervision and emergency and special education were receiving more emphasis on the elementary level; that there existed a wide variation between number of teachers served per certificated county office personnel; that there was a need for equalization of salaries of county office personnel due to the wide range in salaries received; that persons doing specialized work in connection with audio-visual aids, curriculum development, and research and guidance needed to be properly certificated to discharge

these services; that contract services were not furnished in 1946-47 to any large extent; that expenditures for teachers' institutes were quite adequate; that very little was being accomplished for the physically handicapped; and that reports of outstanding projects completed indicated that the county superintendents, on the whole, were in tune with the educational needs in their counties.

Recommendations of the writer consisted of suggestions for the expansion of services on the basis of desirable standards of performance. Concern was especially voiced about the wide variations in services rendered from county to county and the need for equalizing educational opportunities throughout the entire state. Ratios of desirable expenditures for the various educational services were presented.

Another significant study of services rendered by county school offices was developed by Robert S. Fox.[1] While Walter's dissertation was a study of all functions of the county school superintendent, this study by Fox was limited to a consideration of county-level contract agreements, that is, only those services where contract agreements were entered into by the county school office on the one hand and the local school districts on the other to provide services to the local districts which would not be available in another way.

The writer found that the majority of contract agreements were for audio-visual aids, library services, and

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[1]Robert S. Fox, County-Level Educational Service Through Contract Agreements, Unpublished Ed. D. Dissertation, Stanford University, 1950.

supervision of instruction. Miscellaneous services included education of physically handicapped, attendance supervision, research and guidance, teacher education, school nursing service, and special training classes for the mentally retarded.

Conclusions reached pointed to a need for district reorganization to improve the weak educational structure - and, consequently, to improve the quality and quantity of instructional services. Further, improved financing and better supervision in the rural areas were indicated as essential in the movement toward equalization of educational opportunity. Tremendous variations existed between counties relative to the extent of support of services through contract agreements. Other findings indicated that audio-visual aids services were most frequently contracted for by the districts within the counties, slightly more than half of the contract agreements were written, and methods of determining rate of payment for services rendered differed widely. Expansion of contract-agreement services was envisioned by a large majority of counties, and emphasis on newer services such as psychological, psychiatric, school nursing service, and assistance with curriculum development were being explored.

Significant values in cooperative arrangements for instructional services pointed toward improved service for the smaller districts, stimulation of local interest and financing of services, promotion of cooperative attack on common problems, attraction of high calibre personnel, efficiency

and economy of large-scale programs, pooling of resources for broader utilization, and an aquaintance with the county school office and, consequently, broader use of the facilities, services, and personnel.

Currently, a state-wide study[1] is being developed on county school instructional services in California. The committee is concerned with defining the essential services needed in the effective operation of the schools, the allocation of responsibility for these services, and the role of the local school districts, the intermediate school office, and the State Department of Education in making these services available to the pupils, teachers, and parents within the state.

Among the tentative recommendations of the committee are that legislation be enacted to create within each county a lay board, consisting of from five to seven members, which would be popularly elected and which would replace the existing county boards of education, composed largely of professional personnel; that the existing powers and responsibilities be transferred from the county board of supervisors to the new, popularly-elected, county board of education, consisting of lay persons; that the county board of education should adopt an annual budget covering the services and expenses of the county school office and submit the budget to the state superintendent of schools for approval; that the budget then be submitted to the county board of supervisors

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[1] State of California, Report of the State Committee on County School Instructional Services (Working Draft Number Four).

who would levy the necessary taxes to raise the needed revenue to provide the services and operate the county school office. Further, emphasis is placed on attracting competent personnel into the county school offices through adequate salaries and personnel policies and practices; that the county board of education appoint the superintendent of schools for at least a four-year term; that the existing weaknesses in the allocation of county school service funds be corrected; that the county school board enjoy a reasonable amount of fiscal independence; that all services and funds be consolidated into one budget; that contract agreements with local districts be extended, and that adjustments in the foundation programs be made through improvements in the apportionment of state funds.

Two smaller studies deserving mention are a survey of services provided by the San Diego County Schools[1] and a study of trends in county-level guidance services by Daniel W. Langston.[2]

In the survey of services, an attempt is made to determine the role of the county office in the improvement of the instructional program. Services such as audio-visual aids, library, guidance, special schools and classes, mobile shops, health, physical education, and recreation, research, publications, business, and special services are examined in

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[1] San Diego County Schools, A Survey of Services. San Diego: County Superintendent of Schools, 1952.

[2] Daniel W. Langston, Trends in County-Level School Guidance Services in California. San Diego: County Superintendent of Schools, 1950.

detail and recommendations made. These recommendations emphasize needs for additional personnel, improved financing, needed legislation and other more general recommendations.

In the study of trends in guidance services in California, the writer found that there has been a steady increase in guidance personnel in the schools, that there are now more counties offering these services, that the attendance supervision has been de-emphasized, that case studies have increased, that supervision of working minors has been intensified, that special education services have been extended, that more psychological services are being offered, that in-service education in guidance has been increased, that parent education has been increased, that development of better guidance programs through coordinating activities has taken place, that more adequate evaluation of pupil progress is being made, and that many new mental health programs have been introduced.

## Studies in the State of New York

Rather extensive studies have been developed in New York State with a view toward developing an intermediate school unit which would be large enough to provide for local initiative and control, on the one hand, and enable the provision of services, both efficiently and economically, on the other.

One of these studies was developed under the direction of Julian E. Butterworth.[1] This study was divided into two

[1] Julian E. Butterworth and Others, A New Intermediate School District for New York State. Bulletin No. 1336. Albany, N. Y.: University of New York for the State Education Department, 1947.

parts. Part I dealt with an examination of the intermediate school unit and its functions. Part II dealt with legislation to permit the reorganization of the state into these new intermediate districts.

A need for a new intermediate school district was envisioned to replace the old supervisory district. The purpose was to improve the quality of education in the rural areas of that state through district reorganization. Further, the need for certain educational programs and services, such as agricultural education, home economics, business and distributive education, industrial education, counseling and guidance, health services, services to handicapped children, adult education, supervision of attendance, and specialized supervision, was examined.

Proposals for the improvement of rural education were made on the basis of the data gathered concerning the extent of these programs and services. A plan for financing these services was included.

Part II dealt with legislation which would enable the creation of the new intermediate units. Such areas as the formation of the new intermediate districts, organizational procedures, intermediate school councils, intermediate boards of education, and provisions for raising the revenue for the operation of the intermediate school districts were included in the study.

Another extensive study of the intermediate school unit in New York was developed by J. Cayce Morrison.[1] This

[1]J. Cayce Morrison and Others, The Intermediate District in New York State: Special Studies. Bulletin No. 1356. Albany, N. Y.: University of New York for the State Education Department, 1948.

study dealt with five major areas in the organization of the new intermediate school districts. These areas were as follows: a tentative division of the state into suitable intermediate districts along socio-economic lines, methods of implementing the intermediate district programs, relationships between the village superintendents and the intermediate unit, methods of financing the activities and services of the intermediate school districts, and suggested steps for improving rural education prior to the passage of legislation and the creation of the new intermediate school units.

Conclusions reached pointed to the desirability of studying each area individually to determine the best way to implement the school programs. The need for contractual agreements with schools designated as area schools, the need for city school systems and intermediate school units to provide certain specialized services, the need for formulas for equalization of educational opportunities in sparsely populated areas, and the need for development of budgets providing for increased services were emphasized. A plan for allocating state aid more equitably, a suggested tax levy which would be uniform throughout the entire intermediate school district and would provide revenue beyond the foundation program, and the establishment of large enough districts which would have a broad economic base and sufficient school population to enable the financing of specialized services even in the most sparsely settled communities were explored.

A discussion guide for the study of the future status of the district superintendency was prepared by the Committee

on the Study of the Changing Status of the District Superintendency.[1]

In Part I of this guide, steps were outlined for the study of the district superintendency, purposes and guide posts to the study were determined, socio-economic changes which have affected the office were studied, leadership functions in the school and community were defined, and the five major functions of the office, that is, adaptation, general supervision, coordination, special cooperative services, and administrative procedures were discussed.

In Part II, such factors were analyzed as the basic concept of the area superintendency, the structure and functions of the district superintendency council, the role of the area superintendent in the total educational structure in the state, qualifications for the superintendency, sources of funds, and the desirable size of the intermediate unit in maintaining effective human relationships and at the same time providing needed services at a reasonable per capita cost.

Studies in Other States in the United States

A comprehensive study of the educational structure and instructional services was undertaken and completed in Alabama.[2] As a result of the study, the commission

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[1]Committee on the Study of the Changing Status of the District Superintendency, Rural Leadership and Service. Albany, N. Y.: State Education Department, 1951.

[2]American Council on Education, Public Education in Alabama. Report of the Alabama Educational Survey Commission. Washington, D. C.: American Council on Education, 1945.

recommended the establishment of a single board of education, composed of nine members appointed by the governor, with authority over all public education in the State of Alabama. Further recommendations were made for the enrichment and improvement of the instructional programs from the kindergarten through the college level.

Concerning the selection of the county superintendents, the study favored appointment of these officers by a county board of education. Four reasons were given for this preference. These were as follows:

1. Selection of a professional employee can best be made by a small group. In this instance, the board of education is in a better position to make the selection than the voting public.

2. The board of education is like a board of directors of a business concern which chooses its executive officer. If both are selected by popular vote, conflicts may result.

3. An appointed superintendent need not worry too much about political repercussions when making decisions affecting the children in schools.

4. Selection of a superintendent can take place from a broader area and the most capable person can be selected.

Concerning qualifications of the county superintendent, the commission recommended that he have at least the equivalent of a Master's degree with special work in educational administration. Provisions concerning previous experience passed by the 1943 legislature requiring a minimum

of three years experience in education within the five years prior to appointment or election were not changed.

A study to determine the role of the county superintendent in the State of Washington was developed by Ira Loree.[1] In this study, an attempt was made to get reactions to services rendered by county school offices from the recipients and non-recipients of these services. The purpose was to allocate responsibilities for certain services within the educational structure. In addition, an attempt was made to determine which districts wanted certain services.

The writer found that a large proportion of the larger districts within the counties desired services from the county office. This should give the county superintendents, who have had some misgivings concerning reorganization, some assurance of the permanence of the intermediate school office.

Two other studies are in the process of being developed in Wisconsin and Ohio. The Wisconsin study is under the direction of Dr. Burton W. Kreitlow, from the University of Wisconsin, with assistance from the Midwest Administration Center at Chicago, and the Ohio study is a project of the Ohio County School Administrators.

### Studies in the State of Michigan

Educational opportunities in twelve selected counties in Michigan were studied by Mark W. Bills.[2] Factors such as

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[1]Ira Loree, What Is the Role of the County Superintendent in Washington? Mount Vernon, Washington: The Author, 1953 (mimeographed).

[2]Mark W. Bills, The Relative Equality of Educational Opportunity in Twelve Representative Michigan Counties. Unpublished Ph. D. Dissertation, University of Michigan, 1945.

types of districts, types of school boards, assessed valuations of school districts, school census, assessed valuations per census child, and holding power of schools were examined. Further, instructional programs of all districts within the six counties were studied on the basis of administrative organization, school census or potential service load, per capita expenditures, expenditures for teaching supplies, pupil membership, length of school year, textbook services, library services, and the content of instructional programs.

Conclusions reached pointed to inequalities in instructional programs, disparities between urban and rural school systems, general neglect of instruction in art, music, health, and homemaking. Further, no evidence was found of positive correlation between relative equality of opportunity and relative economic productivity. Extreme variations in wealth and school populations were found to be fundamental sources of inequality. Evidence of lay and professional agreement concerning desirable sizes of school districts, instructional programs, and provisions for teaching personnel were lacking. Statutory provisions for improvement of instructional programs could not be found, and lack of agreement concerning policies and practices on textbooks, libraries, art education, music education, and salaries was prevalent. Quantitative educational inadequacies were most prevalent in the elementary schools in ungraded primary school districts, and no evidence of a unified and coordinated program for removal of inequalities could be discovered.

A need for reorganization of school districts was

envisioned. Standards established on a state level to improve the extent, breadth, and quality of instructional programs were found to be a necessity. A need for a continuing concern with the quality of instructional services, a need for a program of interpretation of school needs, and a need for leadership in the area of instructional improvement were stressed.

Another study limited to a consideration of occupational information services in rural high schools in Michigan was completed by Lawrence W. Hess.[1] The purpose of this study was to discover current practices in vocational guidance in rural high schools of Michigan. Other factors studied were the value of these programs as determined by post-school experiences of those who received these services, attitudes of draftees and of Junior Farm Bureau members toward these services, need for extending and improving these services, trends as related to guidance programs, effectiveness of existing programs, and the extent to which the several guidance techniques were utilized in the rural high schools of Michigan.

Conclusions reached indicated an overwhelming support for the occupational information service. Of the 570 draftees and 470 members of the Junior Farm Bureau who responded to the questionnaire, sixteen percent indicated that courses were offered in occupational information in their high schools, fifty percent said that there was some literature on this

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[1] Lawrence W. Hess, The Types and Effectiveness of Occupational Information Services in the Rural High Schools of Michigan. Unpublished Ph. D. Dissertation, University of Michigan, 1947.

matter in their libraries, and the vast majority desired more formal information on choosing a vocation.

Of those who received some help in the area of vocational information, many said that it was too theoretical, too general, offerings were inadequate, and in some instances, the information lacked emphasis on preparation for living.

Full-time counselors were reported by 3.8% of the respondents and part-time counselors were reported by 5.7% as operating in their rural high schools.

The writer pointed to a need for courses in vocational information services and work experience for all prospective teachers. Not only was a role in occupational information service envisioned for the classroom teacher, but, likewise, the home.

A study which dealt primarily with district reorganization in one county in Michigan, but was worthy of mention because of the frequent references to the instructional program in that county, was developed by Charles E. Brake.[1] Improvement of instructional services was related to district reorganization.

In many instances, consultative rather than direct services were envisioned by that county school office. For example, it was suggested that supervision of instruction "should gradually be withdrawn from all districts having superintendents and consultation service offered to all

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[1]Charles E. Brake, Reorganization of School Districts in Wayne County, Michigan. Unpublished Ed. D. Dissertation, Wayne University, 1952.

districts on a request basis."[1] Those districts without superintendents would continue receiving the service. Music supervision, it was suggested, should be provided on the same basis.

Concerning the visiting teacher program, only those districts with less than 1,500 membership would be eligible for this service on a pro-rata basis. Larger districts were encouraged to provide this service themselves since it is reimbursable by the State to the amount of $1,500.00. Districts not employing superintendents would continue receiving this service without cost.

A system of cooperative agreements among school districts to share certain specialized personnel working with atypical children was proposed. These various services could be coordinated by the special education consultant from the county school office.

A centralized instructional materials center was envisioned through cooperative purchasing under one or more trained consultants from the county school office. This service could well be utilized by the larger as well as the smaller districts within the county. Further, valuable assistance could be given to each district in the use of audio-visual materials.

Concerning research in education, Dr. Charles E. Brake had this to offer:

> The one area in which most, if not all, school districts in Wayne County are lamentably weak is that of research. In industry huge sums are expended continuously

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[1] Ibid., p. 57.

> in an attempt to improve the finished product. Boards of education could well take a lesson from the world of industry in this respect and devote at least two to five per cent of income to research.[1]

Concerning the extent and variety of services which could be rendered by the county school office, Dr. Charles E. Brake had this comment, ". . . the opportunities are limited by only two factors, vision and finance. Adequate leadership will supply the former and will go a long way in providing the latter."[2]

An extensive study of the entire educational structure in the State of Michigan was undertaken by the Michigan Public Education Study Commission.[3]

This study was divided into three parts. Part I presented an overview of the conditions in education as they existed at that time. Major areas which were studied in some detail consisted of educational services, instructional program, teaching personnel, non-certified personnel, school plants, auxiliary services, state education structure, local administrative structure, school finance, and state aid for public education.

Part II emphasized three needs requiring careful consideration as a result of the gathered data. These three needs were presented as follows:

> 1. The need for actual equality of educational opportunity is fundamental to a continuation and improvement of self-government and implementation of the Great American Dream.

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[1] Ibid., p.62. [2] Ibid., p. 63.

[3] Michigan Public Education Study Commission, The Improvement of Public Education in Michigan. Lansing: Michigan Public Education Study Commission, 1944.

2. The need for total improvement of educational program and effort throughout the state is necessary to make equality of opportunity a fact and to meet current local, state, and national demands on public education.
3. The need to provide the organization or machinery essential to achieving equality of educational opportunity and total operational improvement while still retaining control close to the people within the community.[1]

These three needs were further analyzed in terms of governmental relationships, instruction, personnel, auxiliary agencies, local and state organization, research and appraisal, educational services, and fiscal needs.

Part III made recommendations for improvement of education in Michigan. These recommendations included suggested legislation for reorganization of districts into four classes, enlargement of the state board of education and a re-alignment of responsibilities. Other recommendations indicated more adequate services for exceptional children, instructional materials furnished by school districts as part of cost of operation, improved salaries for teachers, assistance from the state and Federal government in school building construction, improved health, library, and recreation service. Further suggestions were made for better fiscal equalization through acceptance of state equalized valuation for purposes of spreading the tax rate. Continuing research and appraisal of education within the state were emphasized.

For a study of children's services in their legal framework, the reader may wish to examine the study of Maxine Boord Virtue.[2] The writer discusses the principal agents,

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[1] Ibid., p. 222.

[2] Maxine Boord Virtue, Study of the Basic Structure for Children's Services in Michigan. Ann Arbor: American Judicature Society for the James Foster Foundation, 1953.

agencies, and institutions providing services to children in Michigan. In addition, private agencies are listed, giving their location, sources of funds, and type of care rendered.

# CHAPTER IV

## INSTRUCTIONAL SUPERVISORY SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN

Improvement of instruction through the utilization of specially prepared resource personnel is a basic requirement in the progressive intermediate school district. The quality of instruction usually improves in direct proportion to the quality of supervision rendered.

Careful choice of personnel for such sensitive positions is of utmost importance. A recognition of the needs and problems of others, a broad cultural background to draw from in the process of enriching the instructional program, an intensive specialized preparation for the position, an ability to work in harmony with others, and a faithful dedication to service in education are indispensable qualifications which should be weighed in the selection of a supervisor of the instructional program.

Acceptance of the supervisor of instruction by the pupils, teachers, school administrators, board of education, and people in the community is an important matter. These groups must be in sympathy with what is being offered and how it is being offered; otherwise, little of lasting value can be accomplished. Improvements in the instructional programs through the various supervisory services must be planned

cooperatively with the interested parties, must be executed in the most acceptable and efficient manner, and must be carefully and continuously evaluated.

This chapter will deal with five supervisory services provided by county school offices in Michigan. These services are art education supervision, elementary education supervision, secondary education supervision, supervision of special programs such as agricultural, business, homemaking, trade and vocational education, and finally, vocal music supervision.

## Art Education Supervision

Enjoyment of creative art activities and esthetic appreciation of the arts are important goals in the well-rounded curriculum of the school. Persons who can inspire and guide creative ability can add tremendously to refined living within their schools and communities.

An examination of the availability of supervisors of art education from the county school offices in Michigan disclosed an almost complete absence of this service. Out of sixty-three responding counties, two, Branch and Mason Counties, indicated expenditures in the improvement of art education supervision. In both counties, some supervision of art in the county schools was undertaken by the county superintendents. In Branch County, thirty teachers in twenty-eight school districts were served. This service represented an estimated investment of one thousand dollars and benefited six hundred and thirty-four pupils, an expenditure of $1.58 per elementary school pupil served. In Mason County,

fifty-four teachers in forty-seven districts were served. This service, also, represented an estimated investment of one thousand dollars and benefited one thousand five hundred and eighty-six pupils, an expenditure of $0.63 per elementary school pupil served.

It is obvious that art education supervision is receiving little attention from the county school offices. Furthermore, the outlook for providing this service in the near future is not very bright. Of sixty-three county school superintendents responding to the questionnaire item asking whether such a program was being envisioned within the next five years, only fifteen, or less than twenty-five percent, indicated that such a program was contemplated.

## Elementary School Supervision

Supervision of elementary school instruction is generally regarded as a basic service. The reader will recall from Chapter II that the establishment of the county school superintendency was largely due to a need for better supervision of the rural schools.

An examination of the data relating to county school office supervision of instruction in Michigan revealed that there were two major categories of instructional supervision. In many of the larger counties, where the superintendent was preoccupied largely with legally prescribed duties of a general administrative and business and finance nature, helping teachers were employed to carry on the supervision of instruction. In the smaller counties, this service was rendered, to various degrees, by the county school superintendent.

Concerning elementary school supervision by the county school offices, a somewhat brighter picture can be painted than for art education supervision. An examination of the data indicated that seventeen of the sixty-three responding counties have provided helping teacher service from the county school offices. These ranged from one-quarter helping teacher in Lake County to three helping teachers in Wayne County. Large variations existed in the ratios of classroom teachers served by the helping teachers. These ratios are shown, along with distribution of helping teachers, in Figure 2.

What are desirable ratios of classroom teachers to helping teachers presents an interesting question to ponder. One source revealed the following:

> Experience and best practice seem to indicate that there should be at least one supervisor or helping teacher for each 50 classroom teachers, at both elementary- and secondary-school levels. It is the opinion of many authorities in educational administration that a ratio of one such supervisor for each 25 or 30 teachers would be much more in keeping with the job to be done, especially in instances where the specialist serves several independent school districts involving travel, differing educational philosophies, etc.[1]

If the reader accepts these standards, then the lack of adequate helping teacher services in some counties in Michigan becomes apparent.

Further, examination of Table 1 on the extent of supervision of elementary education by helping teachers as

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[1]Robert S. Fox, Chairman; Robert M. Isenberg, Editor, The Community School and the Intermediate Unit, p. 11. Department of Rural Education, 1954 Yearbook. Washington, D. C.: National Education Association, 1954.

MICHIGAN

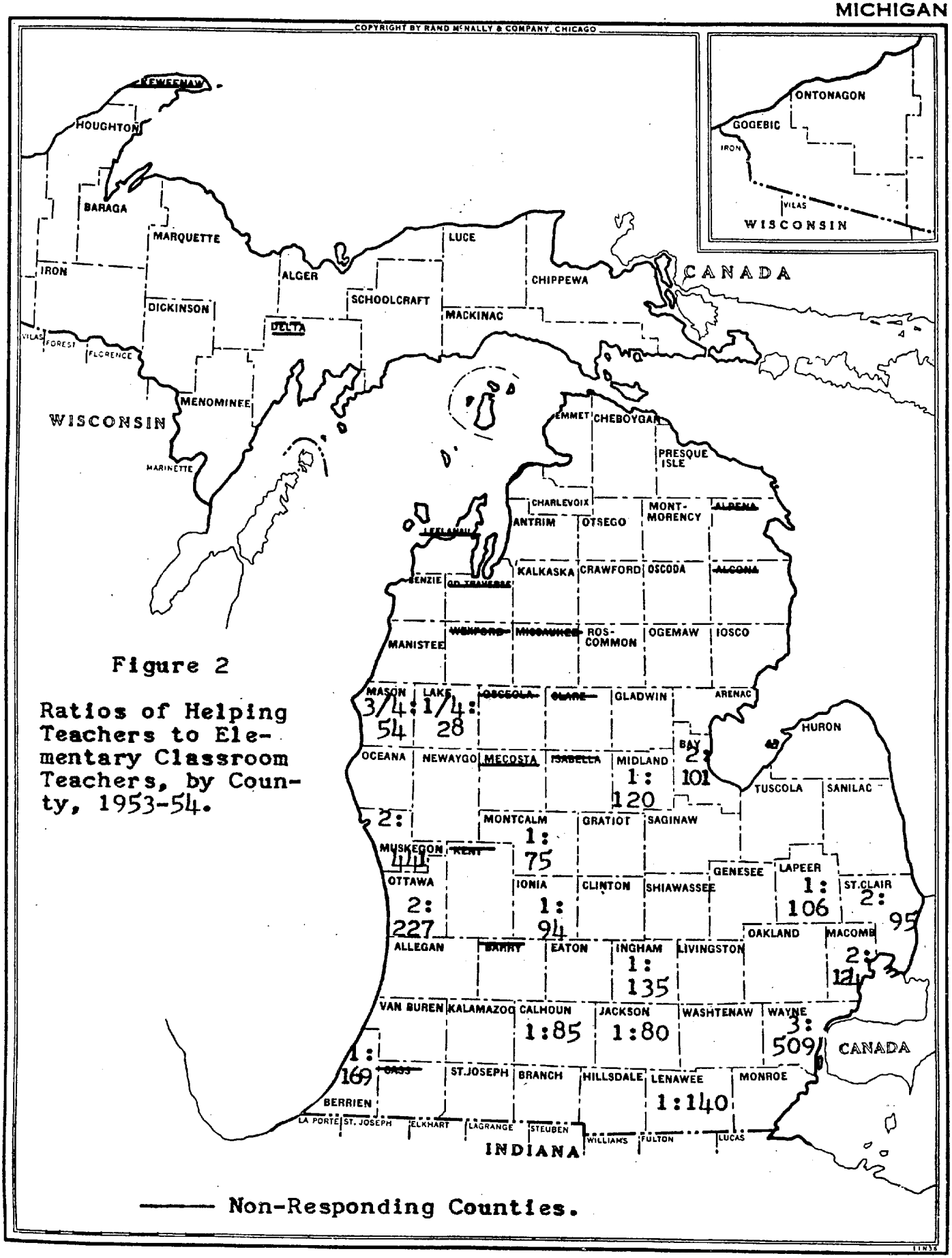



Figure 2

Ratios of Helping Teachers to Elementary Classroom Teachers, by County, 1953-54.

——— Non-Responding Counties.

measured by number of pupils served, expenditures for service, and cost per pupil served, disclosed wide variations. The twenty-three helping teachers employed served 81,598 pupils, and the expenditures for these services amounted to $133,480.00. The range in number of pupils served varied from 729 pupils in Lake County to 20,102 in Wayne County. Further variations are seen in the amounts expended for these services, with Lake County spending $1,000.00 for a part-time supervisor and Wayne County spending $35,000.00 for three full-time supervisors to carry on the program.

TABLE 1

EXTENT OF SUPERVISION OF ELEMENTARY EDUCATION BY HELPING TEACHERS AS MEASURED BY NUMBER OF PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND COST PER PUPIL SERVED

| County | Number of Pupils Served | Estimated Expenditures for Service | Cost Per Pupil Served |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Bay | 2,886 | $ 8,000 | $2.77 |
| Berrien | 5,448 | 6,000 | 1.10 |
| Calhoun | 2,244 | 3,000 | 1.34 |
| Ingham | 3,500 | 4,500 | 1.29 |
| Ionia | 2,800 | 5,000 | 1.79 |
| Jackson | 2,124 | 3,700 | 1.74 |
| Lake | 729 | 1,000 | 1.37 |
| Lapeer | 5,329 | 2,500 | .47 |
| Lenawee | 3,400 | 4,500 | 1.32 |
| Macomb | 4,098 | 12,300 | 3,00 |
| Mason | 1,586 | 3,000 | 1.89 |
| Midland | 3,372 | 9,115 | 2.70 |
| Montcalm | 1,823 | 5,000 | 2.74 |
| Muskegon | 13,400 | 13,000 | .97 |
| Ottawa | 6,148 | 11,000 | 1.79 |
| St. Clair | 2,609 | 6,865 | 2.63 |
| Wayne | 20,102 | 35,000 | 1.74 |
| Total | 81,598 | $133,480 | .... |
| Range | 729-20,102 | $1,000-35,000 | $0.47-3.00 |
| Mean | .... | $ 7,851.76 | $1.80 |

Other important variations are seen in the per pupil cost of helping teacher service. For example, the lowest per pupil expenditures were made by Lapeer County where $0.47 per pupil was expended, and the highest expenditures recorded were for Macomb County, with an expenditure of $3.00 per pupil served. The average per pupil expenditure for all counties employing helping teachers to provide the service was $1.80.

An examination of supervision of elementary education by the county school superintendents revealed further significant information. Thirty of the responding county school superintendents indicated that they performed this function, to a certain extent, in their counties. One county, Washtenaw County, delegated this responsibility to the deputy superintendent. Generally, the amount of time devoted to supervision varied inversely with the size of the county, with superintendents in the larger counties giving little or no time to this function.

The number of teachers supervised by the county school superintendent varied from two teachers in Otsego and Crawford Counties to one-hundred and forty-five teachers in Allegan County, as shown in Figure 3.

Table 2 discloses the extent of elementary education supervision by county superintendents as measured by number of pupils served, estimated expenditures for service, and the per capita cost of this service.

Thirty of the sixty-three responding superintendents, or slightly more than half, indicated that they provided from ten to fifty percent of the supervision of elementary education

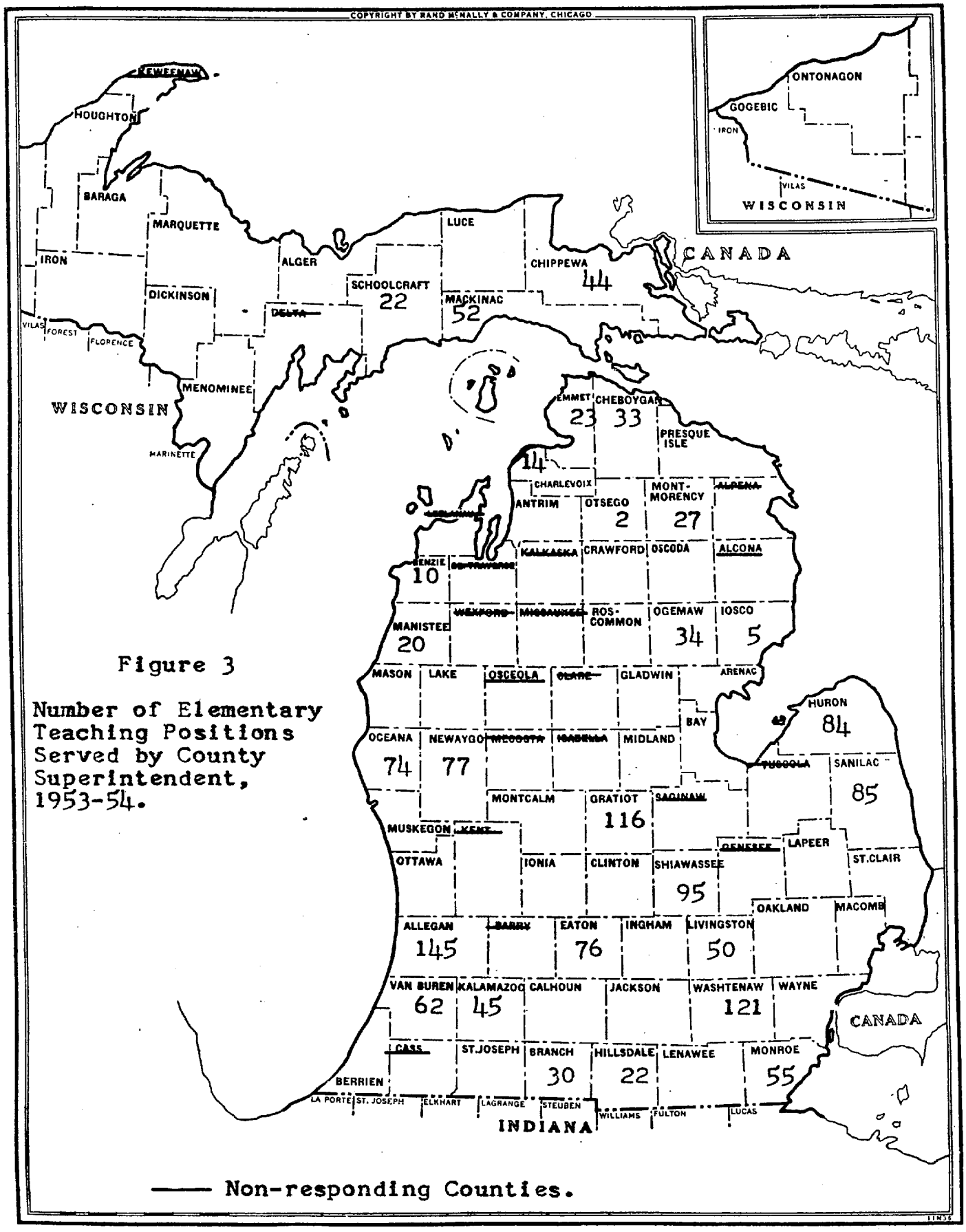



Figure 3

Number of Elementary Teaching Positions Served by County Superintendent, 1953-54.

—— Non-responding Counties.

within their counties. Estimated expenditures were based on those portions of the superintendent's salary which reflected the percent of time devoted to supervision of instruction.

TABLE 2

EXTENT OF SUPERVISION OF ELEMENTARY EDUCATION BY COUNTY SUPERINTENDENTS AS MEASURED BY NUMBER OF PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND COST PER PUPIL SERVED

| County | Number of Pupils Served | Estimated Expenditures for Service | Cost Per Pupil Served |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Allegan | 3,900 | $ 825 | $0.21 |
| Arenac | 453 | 1,600 | 3.53 |
| Benzie | 286 | 1,600 | 5.59 |
| Branch | 631 | 3,000 | 4.75 |
| Charlevoix | 322 | 1,250 | 3.88 |
| Cheboygan | 780 | 1,000 | 1.28 |
| Chippewa | 1,190 | 3,637 | 3.06 |
| Crawford | 62 | 330 | 5.32 |
| Eaton | 1,858 | 1,400 | 0.75 |
| Emmett | 485 | 750 | 1.55 |
| Gratiot | 2,500 | 1,800 | 0.72 |
| Hillsdale | 600 | 825 | 1.38 |
| Huron | 2,100 | 750 | 0.36 |
| Iosco | 110 | 500 | 4.54 |
| Kalamazoo | 987 | 3,000 | 3.04 |
| Livingston | 1,200 | 1,650 | 1.35 |
| Mackinac | 1,200 | 500 | 0.42 |
| Manistee | 420 | 500 | 1.19 |
| Monroe | 1,650 | 1,500 | 0.91 |
| Montmorency | 775 | 400 | 0.52 |
| Newaygo | 1,841 | 1,310 | 0.71 |
| Oceana | 1,800 | 3,070 | 1.70 |
| Ogemaw | 1,325 | 880 | 0.66 |
| Ontonagon | 1,137 | 440 | 0.39 |
| Otsego | 50 | 380 | 7.60 |
| Sanilac | 2,100 | 750 | 0.36 |
| Schoolcraft | 609 | 1,320 | 2.17 |
| Shiawassee | 2,586 | 3,800 | 1.47 |
| Van Buren | 1,699 | 860 | 0.51 |
| Washtenaw | 2,902 | 5,720 | 1.97 |
| Total | 37,558 | $45,347 | .... |
| Range | 50-3,900 | $330-5,720 | $0.21-7.60 |
| Average | .... | $ 1,511.57 | $2.06 |

These thirty county superintendents served 1,489 teachers and 37,558 pupils. The total estimated expenditures by the county superintendents for this service was $45,347. The range in expenditures was from $330 in Crawford County to $5,720 in Washtenaw County. Average expenditures for this service show that $1,511.57 was spent for instructional supervision in counties where the superintendent supervised instruction. This is not a significant figure, however, because of the wide range in expenditures.

Extremely wide variations can be seen in the per capita cost of pupils served. Allegan County spent an estimated $0.21 per pupil for instructional supervision by county superintendents while Otsego County spent $7.60 for this service. This represents an expenditure thirty-six times greater than in Allegan County. The average per pupil expenditure for the thirty counties served by the superintendents was $2.06.

A comparison of expenditures of counties employing helping teachers to supervise instruction reveals that the average per pupil expenditure was $1.80 as compared with $2.06 in counties where the county school superintendents devoted a part of their time to supervision of instruction. There is little justification for employment of helping teachers in the smaller counties.

## Secondary Education Supervision

Although the county school offices are primarily responsible for supervision of instruction in the elementary

schools in the rural school districts, there are a number of rural high schools in operation throughout the state which could be looked upon as eligible for supervisory service from the county school office.

Table 3 discloses that almost all of the responding counties of the Upper Peninsula list eligible teachers and eligible pupils. The reason for this may be found in the type of school district organization in that part of the State. All of the counties there have townships which are organized as single school districts. Many of these are as large as eight ordinary townships in the southeastern part of the State. They are large enough, in most cases, to operate high schools. Even though they employ their own township superintendents, the county superintendents are in a strategic position to render them services, especially planning and coordinating services.

Despite the opportunities for secondary school supervision, none of the responding counties reported this service. Eleven of the twenty-four counties listing eligible secondary school teachers and eligible secondary school students indicated that they were planning services for these teachers and students within the next five years.

Twenty-four of the sixty-three responding superintendents reported a total of 991 eligible secondary school teachers and 19,737 pupils. This reflects a class load of 19.9 students per teacher, an unusually small class load as compared with many of the city school districts. None of the above teachers received supervisory services from the county office.

TABLE 3

NUMBER OF ELIGIBLE SECONDARY SCHOOL TEACHERS AND ELIGIBLE SECONDARY SCHOOL STUDENTS, BY COUNTY; ALSO, COUNTIES ENVISIONING SECONDARY SCHOOL SUPERVISION WITHIN FIVE YEARS

| County | Number of Eligible Secondary School Teachers | Number of Eligible Secondary School Students | Service Envisioned in Five Years |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Alger | 21 | 517 | |
| Berrien | 176 | 3,120 | X |
| Charlevoix | 2 | 34 | X |
| Chippewa | 6 | 84 | |
| Dickinson | 19 | 355 | X |
| Emmett | 34 | 615 | |
| Houghton | 3 | 60 | |
| Ingham | 125 | 3,600 | |
| Ionia | 20 | 276 | X |
| Iosco | 64 | 1,135 | |
| Iron | 16 | 200 | |
| Luce | 25 | 629 | |
| Mackinac | 30 | 700 | |
| Macomb | 40 | 496 | X |
| Manistee | 40 | 754 | X |
| Marquette | 41 | 707 | |
| Mason | 12 | 244 | X |
| Muskegon | 91 | 1,408 | X |
| Oceana | 35 | 1,100 | |
| Ogemaw | 24 | 325 | X |
| Ontonagon | 51 | 1,027 | X |
| Oscoda | 16 | 351 | |
| Presque Isle | 39 | 725 | |
| St. Joseph | 61 | 1,278 | X |
| Total | 991 | 19,737 | 11 |

## Special Program Supervision

The questionnaire replies relating to the extent of special program supervision in agricultural, business, home-making, and trade and vocational education revealed a paucity of services by county school offices. Sixteen of the

sixty-three counties disclosed some measure of instruction and supervision in the above fields from the Extension Service of Michigan State University. None of these were provided directly by the county school offices. The Extension Service reached into all eighty-three counties in Michigan; however, not all of these programs were conducted through the schools.

Thirteen of the responding counties indicated various measures of agricultural education and supervision by the county agricultural agents within the schools of their counties. Twelve reported some homemaking instruction within the schools of their counties conducted by home extension services from the Michigan State University. These programs were carried on by local 4-H Club leaders and were supervised by the county extension agents.

TABLE 4

COUNTIES REPORTING 4-H CLUB ACTIVITIES IN THE SCHOOLS WITHIN THEIR COUNTIES AND NATURE OF PROGRAMS OFFERED

| County | Agricultural Education | Homemaking Education | Trade and Vocational Education |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Alger | | X | |
| Baraga | X | | |
| Bay | X | X | X |
| Crawford | X | X | |
| Gladwin | X | X | |
| Houghton | X | X | X |
| Huron | X | | |
| Kalamazoo | | X | |
| Lake | | X | |
| Mackinac | X | X | |

TABLE 4--Continued

| County | Agricultural Education | Homemaking Education | Trade and Vocational Education |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Marquette | X | | |
| Mason | X | | |
| Menominee | X | X | |
| Montcalm | X | X | |
| Ogemaw | X | X | |
| Ottawa | X | X | |
| Total | 13 | 12 | 2 |

In the thirty-eight years that the 4-H Club was in existence, over a million and a quarter[1] boys and girls in Michigan largely from the rural areas took advantage of the educational and recreational opportunities offered by this club. The most popular activity among the boys was handicraft, and among the girls the most important activity was the selection and preparation of food. Nearly ninety percent of the boys and girls enrolled in 4-H Clubs completed their projects for the year.

There was no instruction or supervisory help in business education by the county school office.

Nine out of the sixty-three responding superintendents indicated that they plan some programs and supervision of these programs in agricultural, business, homemaking, and trade and vocational education within the next five years.

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[1]State of Michigan, Ninety-Second Annual Report of the State Board of Agriculture, p. 148. Lansing: State Board of Agriculture, 1953.

## Vocal Music Supervision

Although not all children will be equally adept in vocal music, it appears that all of them should have the opportunity to develop an esthetic appreciation of this art. Facility and interest in vocal music should not only be nurtured by the school but, also, by the home and the community.

An examination of the amount of vocal music supervision coming from the county school offices disclosed that four counties expended some money in connection with their vocal music programs. Only one of these, Wayne County, employed a full-time supervisor of music.

Kalamazoo County indicated that several districts within that county provided their own music teachers. Marquette County, in the Upper Peninsula, reported that several of the township boards of education provided music teachers. Likewise, Menominee County disclosed that several school districts have cooperated in contracting for a music teacher. None of these programs, however, are supervised by the county school offices.

Eighteen counties are receiving direct music supervision in the rural schools from Michigan State University. During the school year 1953-54, one thousand and thirty-eight rural schools were served in these eighteen counties. This represented music supervision service to one thousand three hundred and fifty rural school teachers, and 37,487 pupils.

This rural school vocal music program has been in existence since 1930. It is a strictly state-financed

Extension Service program for the enrichment of instruction in the rural areas. Once every six weeks, the teachers from the rural-farm areas and small towns meet with the music supervisors working in their counties to study singing, music appreciation, rhythmic activities, and other related programs which will enable them to enrich their instruction in the small rural schools.

TABLE 5

EXTENT OF SUPERVISION OF VOCAL MUSIC IN COUNTY SCHOOLS AS MEASURED BY NUMBER OF PUPILS SERVED, ESTIMATED EXPENDITURES OF COUNTY SCHOOL OFFICES FOR THE SERVICE, AND COST PER PUPIL SERVED

| County | Number of Pupils Served | Estimated Expenditures For Service | Cost Per Pupil Served |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Ionia | 1,500 | $ 100 | $0.07 |
| Livingston | 1,900 | 50 | 0.03 |
| Sanilac | 2,100 | 2,000 | 0.95 |
| Wayne | 20,102 | 8,000 | 0.40 |
| Total | 25,602 | $10,150 | |
| Average | .... | .... | $0.39 |

In addition, a weekly program, "Adventures in Music," was broadcast by the Michigan State University's radio station, WKAR, and coordinated with the rural school vocal music program.

Nine counties reported that they are participating in the University of Michigan sponsored "Festival of Song." This is one of a series of programs of the Michigan Radio Classroom developed by the University of Michigan Broadcasting Service in conjunction with the Washtenaw County

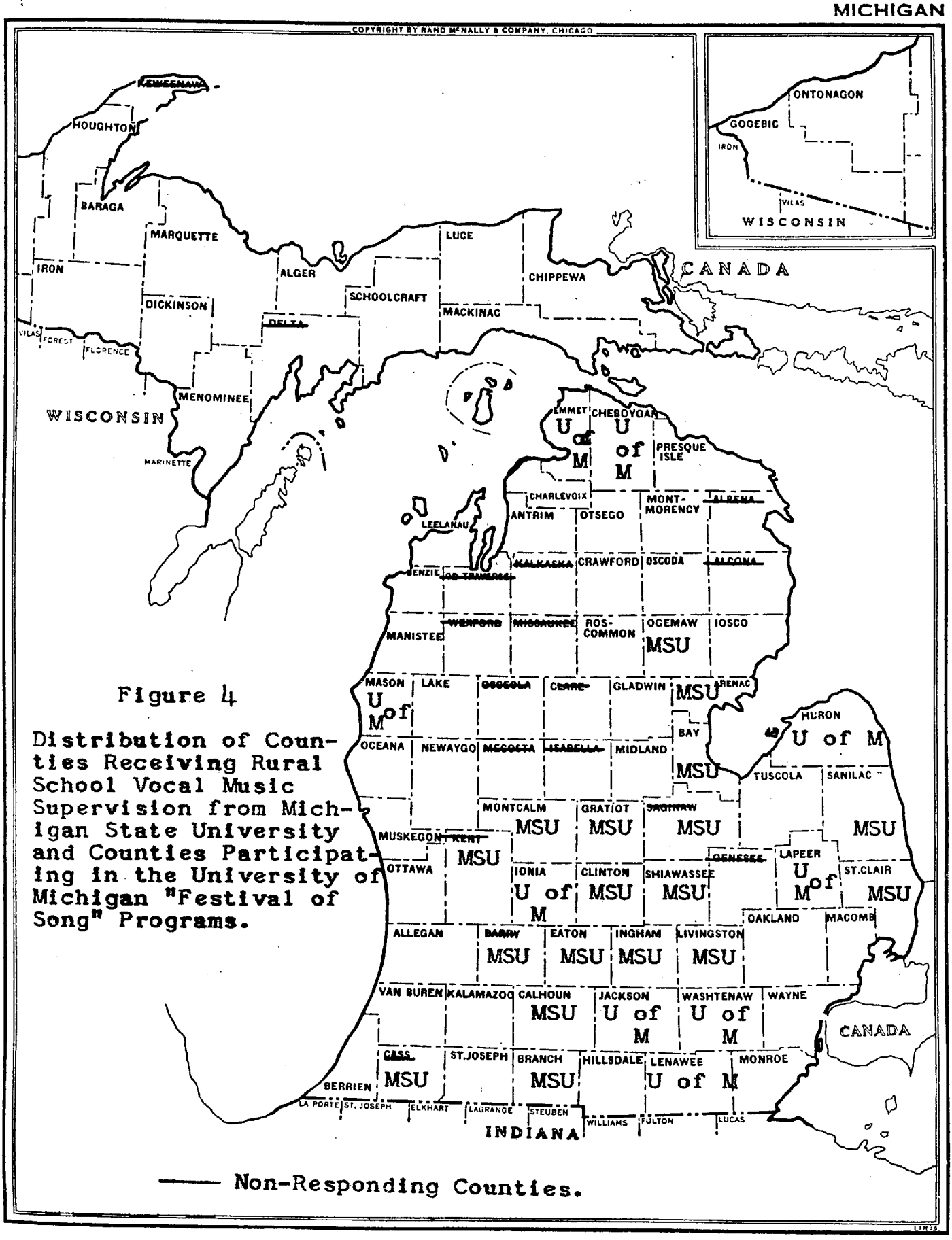



Figure 4

Distribution of Counties Receiving Rural School Vocal Music Supervision from Michigan State University and Counties Participating in the University of Michigan "Festival of Song" Programs.

Schools. These programs usually culminate with a "Radio Festival" by students participating in the program, in the middle of the month of May.

Approximately fifty thousand children have learned to sing by radio as a result of these broadcasts. These programs are presented to enrich the regular school program. Manuals are provided the teachers by the University in an effort to gain maximum benefit from these programs.

In summary, the following statements can be made concerning instructional supervisory services rendered by county school offices in Michigan:

1. Instructional supervisory services were not very abundant during the school year 1953-54.

2. Relative to art education supervision, services were provided by two county school superintendents on a small scale. Few county school superintendents are envisioning this service in the near future.

3. The most adequate supervisory service rendered by county school offices was elementary education supervision. This supervision came from two sources, helping teachers were employed in the larger counties and, in the smaller counties, this service was rendered by the county school superintendents. The per capita cost based on number of pupils served indicated a relatively equal expenditure for this service. A significant fact is that in the larger districts employing helping teachers, supervision of instruction has been placed exclusively in the hands of the helping teachers.

4. None of the sixty-three responding county school superintendents indicated that secondary school supervision was provided. Nine hundred and ninety-one eligible secondary school teachers were reported who might ordinarily look to the county school office for supervision. Eleven of the county school offices are envisioning this service within the next five years.

5. Concerning special program supervision, county school superintendents disclosed that supervision of agricultural education, homemaking education, and trade and vocational education has been largely supervised by personnel from the Extension Service from Michigan State University. Although the Extension Service covers all of the counties in Michigan, sixteen counties reported that these programs were carried out in the schools of the counties.

6. Vocal music supervision for the rural schools of Michigan comes largely from two sources. Michigan State University, through the Extension Service, provided three vocal music supervisors for eighteen counties. One thousand three hundred and fifty rural school teachers received this service. The University of Michigan, in conjunction with the Washtenaw County Schools, sponsors the "Festival of Song" radio programs which serves several hundred rural school teachers. These programs are one of a series of Michigan Radio Classroom programs which are developed by the Broadcasting Service.

# CHAPTER V

## CURRICULAR IMPROVEMENT SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN

A great deal of emphasis in recent years has been placed on providing equipment and materials and engaging in activities designed to improve the instructional program. Audio-visual aids for the enrichment and improvement of teaching and learning have received a great deal of attention. The success of the U. S. Armed Forces with the use of audio-visual aids in training programs may be partly responsible for this enthusiasm.[1]

Interest has been further fostered in the use of audio-visual aids by the requirements for certification of teachers in some states. An examination of college and university catalogs of course offerings reveals the attention given to these matters. The number of workshops held by school districts, colleges and universities is further evidence of the emphasis on and popularity of audio-visual aids.

Those arguing in favor of more extensive use of these aids point out that students learn more, that they remember much longer, and that they show greater interest in learning.

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[1]Raleigh Schorling, Swords into Ploughshares, pp. 1-12. Lansing: Superintendent of Public Instruction, 1946.

Further, they say that use of audio-visual aids leads to greater uniformity in learning and saves a considerable amount of learning time.

An examination of the data on the extent of use of audio-visual aids as measured by the available equipment provided by county school offices in Michigan revealed that thirty-one of the sixty-three responding county superintendents provided some audio-visual equipment from their offices.

The most abundant equipment made available to the rural school districts from the county school offices were filmstrip projectors. Sixteen of the thirty-one county school offices provided sound projectors for use in the county schools. Only one county, Mason County, indicated that an opaque projector was available to the schools. Several of the county school offices provided wire and tape recorders from their offices.

The majority of counties did not keep records of circulation on this equipment; therefore, it is impossible to report on the extent of use of this equipment on the basis of circulation. Circulation, for the purposes of this study, is defined as the number of times the audio-visual equipment or material moved from school to school and teacher to teacher.

Concerning the extent of audio-visual materials provided from the county school offices, data gathered indicate that twenty-four of the responding counties supplied some of these materials. Filmstrips were most frequently mentioned by the county school superintendents, and a total of five

TABLE 6

AUDIO-VISUAL EQUIPMENT AVAILABLE FROM COUNTY SCHOOL OFFICES AND EXTENT OF ITS USE AS MEASURED BY ESTIMATED CIRCULATION

| County | A-V Equipment-Estimated Circulation | | | | | | |
|---|---|---|---|---|---|---|---|
| | Sound Projectors | Filmstrip Projectors | Opaque Projectors | Viewing Screens | Record Players | Wire/Tape Recorders | Radio Sets |
| Arenac | 1-30 | 1-50 | | 1-100 | 1-100 | | 2- |
| Bay | 1-5 | 2-50 | | | | 1-20 | |
| Branch | | 2- | | | | | |
| Calhoun | | 2-50 | | | | | |
| Cheboygan | 1-36 | | | | | 1-40 | |
| Chippewa | | 1- | | | | | |
| Emmet | 1-6 | 1-20 | | | | | |
| Gladwin | 1-27 | 2-27 | | 1-27 | 3-3 | | 3- |
| Hillsdale | | 1-54 | | 1-54 | | | |
| Huron | 1-3 | | | | | | |
| Ingham | | 3-35 | | | | | |
| Ionia | | 1- | | | | 1- | |
| Iron | | 1- | | | | | |
| Kalamazoo | | 2-15 | | 1-15 | | | |
| Lenawee | | 8- | | 6- | | | |
| Livingston | | 1-100 | | 1-100 | | | |
| Manistee | | 1-35 | | 1-35 | | | |
| Mason | 1-50 | | 1-1 | 1-50 | | | |
| Midland | 3- | 2- | | 3- | 3- | 1- | |
| Montcalm | 1- | 1- | | | 1- | 1- | |
| Montmorency | | 1- | | | | | |
| Muskegon | 3- | 4- | | | 1- | 2- | |
| Newaygo | 1- | 1- | | | | | |
| Oceana | 1- | | | | | | |
| Otsego | | | | | | 1-12 | |
| Ottawa | 2- | 1- | | 3- | | 2- | |
| Presque Isle | 1- | 1- | | | | | 1- |
| St. Joseph | 1-7 | 4-70 | | 1-70 | | | |
| Van Buren | 2- | 2- | | 2- | 1- | 1- | |
| Washtenaw | | | | | | 1-40 | |
| Wayne | | 1-25 | | | | 1-20 | |
| Totals | 22-158 | 47-531 | 1-1 | 22-451 | 10-103 | 13-132 | 6- |

thousand seven hundred and sixty-seven were made available. Seven of the counties reported one hundred fifty-four motion pictures, with two-thirds of these supplied by the Muskegon County office. Over eight hundred records and transcriptions were made available to the county schools with Muskegon County, again, supplying the bulk of these. It is interesting that comparatively inexpensive items such as study prints, models, and dioramas, were reported by only three of the counties.

Circulation figures on the extent of use of the audio-visual materials were not kept by most of the county school offices. These figures, therefore, are fragmentary and do not present an accurate picture of utilization.

An examination of Table 8 disclosed that more than twenty-five thousand dollars was spent on audio-visual aids and services by the twenty-one counties showing expenditures. Two counties, Muskegon and Wayne Counties, spent ten thousand dollars each on the development of this program. Expenditures ranged from thirty dollars by Gladwin County to ten thousand dollars by the above-mentioned counties. A total of 66,984 pupils were served, and the average expenditure was thirty-eight cents per pupil. The cost per pupil served ranged from three cents in Bay County to eighty-two cents in St. Joseph County.

Expenditures for audio-visual aids and services revealed that only a small fraction of the county office budgets have been allocated for this service. It must be borne in mind that a number of districts coming under the jurisdiction

TABLE 7

AUDIO-VISUAL MATERIAL AVAILABLE FROM COUNTY SCHOOL OFFICES AND EXTENT OF ITS USE AS MEASURED BY ESTIMATED CIRCULATION

| County | A-V Material-Estimated Circulation | | | | | |
|---|---|---|---|---|---|---|
| | Motion Pictures | Filmstrips | Slides 2X2, 3-1/4X4 (Sets) | Study Prints (Sets) | Models, Dioramas | Records, Transcriptions |
| Arenac | 1-30 | 100-500 | | | | |
| Bay | 6- | 200- | | | | |
| Benzie | | 24- | | | | |
| Branch | | 100- | | | | |
| Calhoun | | 225-250 | | | | |
| Cheboygan | 12-30 | | | | | |
| Dickinson | 2-15 | 8-12 | 10-12 | | | |
| Emmet | | 50- | | | | |
| Gladwin | | 100- | | | | |
| Hillsdale | | 160-350 | | | 1-5 | |
| Ionia | | 250- | | | | |
| Kalamazoo | | 120- | | | | |
| Livingston | | 500- | 40- | | | |
| Luce | | 25-20 | | | | |
| Manistee | | 300-500 | 40- | | | |
| Mason | | 50-200 | | 25-25 | 25-25 | 100- |
| Midland | | 600- | | | | 50- |
| Montcalm | 20- | 20- | | | | |
| Muskegon | 103-2,000 | 2,400-6,448 | | | | 559-2,981 |
| Oceana | | 200- | | | | |
| Ottawa | | 285- | | | | 100- |
| St. Joseph | 10-10 | 100-246 | | | | |
| Shiawasee | | 50-90 | | | | |
| Washtenaw | | | | 1-50 | | |
| Totals | 154-2,085 | 5,767-8,616 | 90-12 | 26-75 | 26-30 | 809-2981 |

of the county school office provide their own audio-visual equipment and materials. It would be interesting to know the extent to which these are provided by the local school districts.

TABLE 8

EXTENT OF AUDIO-VISUAL AIDS SERVICES BY COUNTY SCHOOL OFFICES IN MICHIGAN AS MEASURED BY NUMBER OF DISTRICTS SERVED, NUMBER OF TEACHERS AND PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND PER PUPIL COST OF SERVICE

| County | Number Districts Served | Number Teachers Served | Number Pupils Served | Estimated Expenditures for Service | Cost Per Pupil Served |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Bay | 56 | 101 | 2,886 | $ 100 | $0.03 |
| Calhoun | 40 | 50 | 1,800 | 200 | 0.11 |
| Cheboygan | 26 | 33 | 780 | 400 | 0.51 |
| Chippewa | 12 | 44 | 1,190 | 180 | 0.15 |
| Dickinson | 5 | 44 | 867 | 50 | 0.06 |
| Eaton | 31 | 33 | 1,000 | 800 | 0.80 |
| Gladwin | 27 | 27 | 692 | 30 | 0.04 |
| Huron | 69 | 74 | 2,110 | 125 | 0.06 |
| Ingham | 68 | 74 | 2,000 | 250 | 0.13 |
| Ionia | 72 | 99 | 3,200 | 150 | 0.05 |
| Iron | 6 | 154 | 3,669 | 500 | 0.14 |
| Kalamazoo | 25 | 59 | 1,037 | 80 | 0.08 |
| Livingston | 42 | 50 | 1,200 | 120 | 0.10 |
| Macomb | 21 | 124 | 4,098 | 1,000 | 0.24 |
| Marquette | 18 | 42 | 992 | 50 | 0.05 |
| Montcalm | 54 | 75 | 1,823 | 100 | 0.05 |
| Montmorency | 5 | 12 | 330 | 100 | 0.30 |
| Muskegon | 59 | 532 | 14,808 | 10,000 | 0.68 |
| Oakland | 15 | 45 | 1,300 | 150 | 0.12 |
| St. Joseph | 51 | 55 | 1,100 | 900 | 0.82 |
| Wayne | 25 | 509 | 20,102 | 10,000 | 0.50 |
| Total | 727 | 2,236 | 66,984 | $25,285 | |
| Range | 5-72 | 12-532 | 330-20,102 | $30-10,000 | $0.03-0.82 |
| Average | | | | $1,204.05 | $0.38 |

Many colleges, businesses, industries, libraries, and other agencies and institutions provide audio-visual materials. Frequently, these can be borrowed for the cost of postage. Often, audio-visual materials can be obtained free of charge. Availability of materials from these sources is not within the scope of this study.

## County Curriculum Committees

Activities such as establishing the educational philosophy of the county schools, providing teaching aids, determining instructional policies and practices, defining curricular problems, developing courses of study, and evaluating the instructional program appear to fall within the scope of the county curriculum committee. The benefits derived from the activities of this committee are unlimited.

Within county school offices in Michigan, county curriculum committees were reported by thirty of the sixty-three responding superintendents, or in less than half of the total counties. Classroom teachers were most frequently mentioned in connection with the representative groups serving on these committees. The next most frequently mentioned group were the superintendents. In only two counties, Lenawee and St. Joseph, were students represented on these committees. Special consultants were mentioned by eight counties. Only six of the counties indicated that there were some lay people represented on these committees.

The most frequent committee function mentioned was the selection of textbooks. Preparation of teaching aids,

TABLE 9

COUNTY CURRICULUM COMMITTEES, GROUPS REPRESENTED ON THS COMMITTEES, AND FUNCTIONS OF THE COMMITTEES

| County | Represented Groups | | | | | | | Committee Functions | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Superintendents | Principals | Supervising Teachers | Special Consultants | Classroom Teachers | Students | Lay People | Textbook Selection | Teaching Aids | Determining Policies | Evaluation of Instruction | Defining Curricular Problems |
| Arenac | X | X | | | X | | X | X | X | X | X | X |
| Berrien | X | | X | | X | | | X | | | | |
| Branch | | | | | X | | | X | | X | | |
| Cheboygan | X | | | | | | | X | X | | X | |
| Clinton | | | | | X | | | X | | | | |
| Crawford | X | X | | | X | | X | X | | X | | |
| Gladwin | X | X | | | X | | | X | X | X | X | X |
| Gratiot | X | | | | X | | | | X | | | |
| Hillsdale | | | | | X | | | X | | | | |
| Huron | X | | | X | X | | | X | | | | |
| Ingham | | | | | X | | | X | | | | |
| Jackson | | | | X | X | | | X | X | X | | |
| Kalamazoo | X | | | X | X | | | X | | | | |
| Lake | | | | | X | | | X | X | | | |
| Lapeer | X | X | X | | X | | X | X | X | | | |
| Lenawee | X | X | X | X | X | X | X | X | X | | | |
| Livingston | | | | | X | | | X | X | | | |
| Mackinac | X | X | | | | | | | X | X | | X |
| Macomb | | | | X | X | | | X | | | X | X |
| Mason | | | X | | X | | X | X | X | X | X | X |
| Midland | X | | X | X | X | | | X | | X | X | X |
| Monroe | | | | | X | | | X | | | | |
| Montcalm | | X | X | X | X | | | X | X | X | X | X |
| Montmorency | | X | | | X | | | | | X | X | |
| Muskegon | X | X | X | X | X | | | X | X | X | X | |
| Ontonagon | X | X | | | | | | X | X | X | X | X |
| St. Clair | X | X | X | | | | X | X | X | | | |
| St. Joseph | X | X | X | | X | X | | X | | | | |
| Schoolcraft | | X | | | X | | | X | | | | |
| Washtenaw | X | X | | | X | | | X | X | | X | X |
| Totals | 17 | 14 | 9 | 8 | 26 | 2 | 6 | 27 | 16 | 12 | 11 | 9 |

such as resource units, picture files, models, and other aids, was the second most frequently mentioned function of the committees. In only nine counties were the committees concerned with defining curricular problems, and in only eleven of these counties were the committees concerned with an evaluation of the instructional programs.

Three of the thirty counties having a curriculum committee indicated some expenditures in connection with the activities of these committees. Berrien County estimated an expenditure of one thousand dollars. This service benefited one hundred sixty-nine teachers and five thousand four hundred and fifty-four pupils. The cost per pupil served was eighteen cents. Macomb County, likewise, estimated an expenditure of one thousand dollars for this service which benefited one hundred and twenty-four teachers and four thousand and ninety-eight pupils. The cost per pupil served was twenty-four cents. The other county reporting expenditures in connection with this service was Muskegon County. The estimated expenditure was three hundred dollars. Four hundred and ninety-two teachers and 13,830 pupils were served in Muskegon County. The per pupil cost was two cents for the activities of the curriculum committee.

Fifteen of the responding county school superintendents indicated that they are envisioning curriculum committees for their counties within the next five years.

## Curriculum Coordination

A closely allied activity, curriculum coordination, deserves a great deal of attention, particularly from the rural counties where the districts do not operate a complete program, kindergarten to the twelfth grade, and usually send their high school students to a neighboring district.

Not only is the integration of the instructional program between the elementary and secondary schools important but, likewise, another area of coordination deserving a great deal of attention is that of integration of special fields, such as art, music, and crafts, into the total instructional program.

St. Clair County indicated that some integration between elementary rural schools and the secondary schools takes place through contacts with the secondary school counselors. Mackinac County pointed out that representatives from the three high school centers in that county meet with representatives from the elementary schools to discuss common problems.

Bay and Montcalm Counties disclosed that a degree of integration of special fields such as music, art, and crafts is obtained through efforts of the helping teachers. Macomb and Mason Counties provided the rural teachers teaching units which were designed to obtain better integration of the special subjects.

Eleven of the responding county school superintendents, recognizing a need for such a program, indicated that they were contemplating such service in the near future.

## Curriculum Research

An extremely neglected area in education is that of educational research. As one superintendent indicated, we in education could take a lesson from industry, which spends millions of dollars on research in an effort to improve the quality and quantity of their products.

Some educational groups such as the American Educational Research Association and Phi Delta Kappa have encouraged activity in this area. However, that there is a need to adopt new methods proved by research was emphasized by Professor Paul R. Mort at the Centennial Symposium on Improvement of Public Education at the Michigan State University.[1]

Oakland County indicated some research in connection with the survey of special education needs of the exceptional children in that county. Some experimentation with a core curriculum was reported by Arenac County.

That some of the county school superintendents are conscious of the need for this activity is evidenced by the fact that ten of them are thinking about this service for the future.

## In-Service Teacher Education

Continuous improvement of methods and techniques of teachers is important in the development of a good school system. In addition to the supervision of instruction, teachers need the stimulation of institutes, workshops,

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[1] Detroit Free Press, July 28, 1955.

conferences, college courses, and other means designed to improve the quality of their performance.

Often, it is desirable that these in-service programs be planned for a larger group than might be found in any single school district. For example, many of the in-service programs could not be conducted efficiently and economically with the limited number of special-subject and special-interest groups within any one district. Further, the coordination of instruction within the geographic area could not be achieved unless the in-service program of teachers was developed over a wide area. The intermediate school office appears to be the logical administrative unit to plan and present these programs for the improvement of the teaching-learning situation in most non-city and non-superintendency districts.

An examination of the extent of in-service education planned by the county school offices in Michigan revealed that all of the responding counties have provided at least one day for county institutes. Seven counties, Arenac, Crawford, Iosco, Iron, Lenawee, Mackinac, and St. Joseph, provided two days of county institutes, and Lapeer County reported three days. In addition, several of the counties indicated that they held various local institutes.

Workshops were reported by twenty of the sixty-three responding counties. This represented only 32% of the counties or about one-third. During the school year 1953-54, seven workshops were organized by the county school offices in art education, six in music education, five in guidance

and counseling, twelve in general curricular improvement, nine in the preparation and use of audio-visual aids, four in the teaching of social studies, five in language arts, seven in health education, and four in science education. Berrien County reported a workshop on pupil testing. Livingston County reported a county-wide workshop on teaching arithmetic, which was conducted with cooperation from the University of Michigan. Luce County held a workshop on conservation education, and Mackinac County held one on safety education.

It is quite evident that this means of improving the quality of teaching in the rural areas is not being utilized to its fullest extent. In view of the fact that the majority of workshops can be planned, developed, presented, and evaluated with a relatively small expenditure of money, it is interesting to note how little has been done to explore this method of in-service teacher education on the county level. Consultants from the State Department of Public Instruction, from the various colleges and universities, and from local school districts are frequently happy to be of assistance to the rural school teachers. Often, specialists from other educational agencies within the county are available for consultation for these workshops.

Relative to expenditures of county school offices in Michigan for in-service programs of teacher education, fifteen of the responding offices disclosed a total expenditure of six thousand seventy dollars. These programs served the teachers of seven hundred and twenty-one districts, a total

of six thousand four hundred and fifteen teachers. The average per teacher expenditure was ninety-four cents. The range varied from ninety dollars expended in Montmorency County for this service to a one thousand dollar expenditure in Berrien and Wayne Counties.

TABLE 10

EXTENT OF IN-SERVICE TEACHER EDUCATION MADE AVAILABLE BY COUNTY SCHOOL OFFICES AS MEASURED BY NUMBER OF DISTRICTS SERVED, NUMBER OF TEACHERS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND COST PER TEACHER

| County | Number Districts Served | Number Teachers Served | Estimated Expenditures for Service | Cost Per Teacher Served |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Bay | 56 | 101 | $ 100 | $0.99 |
| Berrien | 103 | 418 | 1,000 | 2.39 |
| Calhoun | 64 | 85 | 400 | 4.71 |
| Chippewa | 12 | 44 | 100 | 2.27 |
| Ionia | 75 | 120 | 420 | 3.50 |
| Iron | 6 | 35 | 110 | 3.14 |
| Jackson | 35 | 295 | 300 | 1.02 |
| Macomb | 21 | 124 | 700 | 5.65 |
| Mason | 47 | 54 | 200 | 3.10 |
| Montmorency | 7 | 43 | 90 | 2.09 |
| Muskegon | 58 | 492 | 500 | 1.02 |
| Oakland | 46 | 3,900 | 600 | 0.15 |
| Sanilac | 87 | 97 | 250 | 2.57 |
| Schiawassee | 79 | 98 | 300 | 3.06 |
| Wayne | 25 | 509 | 1,000 | 1.96 |
| Total | 721 | 6,415 | $6,070 | |
| Range | 6-103 | 35-3,900 | $90-1,000 | $0.15-5.65 |
| Average | | | $404.66 | $0.94 |

Six counties used consultants from Central Michigan College. Five counties used consultants from Northern Michigan College. Western Michigan College supplied consultant service in connection with in-service programs to three counties. Two counties received assistance from Michigan

State Normal College. The University of Michigan, Michigan State University, and Wayne University each served one county.

Nine of the sixty-three responding counties pointed out that they were planning some in-service teacher education programs within their counties in the next five years.

## Instructional Materials Center

A trend toward the establishment of instructional materials centers is quite evident. Sometimes, these are referred to as curriculum laboratories and carry the special connotation of being workshops where various instructional aids are not only housed but are also developed.

The instructional materials center will usually house the teaching and learning aids which are ordinarily required in the preparation and presentation of good lessons. These materials consist of sets of supplementary textbooks in reading, arithmetic, English, social science, health and safety, and other areas of learning. In addition, resource units, teacher guides, folders of pictures on assorted topics, folders of pamphlets on various subjects, charts and graphs, wall murals, models and dioramas, maps and globes, and other teaching aids can be housed in the instructional materials center. Frequently, other audio-visual equipment and materials will be found there; likewise, the children's, teachers', and parents' libraries can be housed in the center.

If this material and equipment is properly catalogued, processed, and distributed, a decided enrichment and improvement of the instructional program is possible. One of the major problems to be resolved is the distribution of the

materials, that is, getting the aids into the hands of the teachers when they want them. Toward this end, a person who is primarily responsible for the development and administration of the center is extremely important in the larger intermediate districts. Another duty which this person could perform is that of instructing the teachers in the proper use of audio-visual aids and other available materials. In the smaller systems, the clerk is frequently responsible for audio-visual equipment and materials and may do a fairly good job of distribution. Because this service should be rendered as efficiently and economically as possible, it appears that the intermediate school office is a logical office to provide this service, particularly for the smaller districts within the county.

An examination of the information gathered by means of the questionnaire disclosed that very little has been accomplished toward providing organized instructional materials centers by the county school offices in Michigan. Seventeen of the responding counties indicated that they had an assortment of supplementary textbooks on various subjects. Of the seventeen county school offices reporting instructional materials other than supplementary textbooks, eleven indicated that they provided some resource units, fifteen provided some teachers' guides, nine provided folders of pictures, and twelve provided folders of pamphlets. Six of these districts made available some charts and graphs. One county provided wall murals, and three county school offices made available some maps and globes.

TABLE 11

INSTRUCTIONAL MATERIALS, OTHER THAN SUPPLEMENTARY TEXTBOOKS, REPORTED BY COUNTY OFFICES, AND NUMBER OF MATERIALS AVAILABLE

| County | Available Instructional Materials | | | | | | |
|---|---|---|---|---|---|---|---|
| | Resource Units | Teacher Guides | Folders of Pictures | Folders of Pamphlets, etc. | Charts and Graphs | Wall Murals | Maps and Globes |
| Arenac | 20 | 10 | 10 | 100 | | | |
| Branch | | 30 | | | | | |
| Cheboygan | | | | 25 | | | |
| Chippewa | | 44 | | 50 | 50 | | |
| Dickinson | | 3 | 2 | 8 | 2 | | |
| Gladwin | | 25 | 25 | 25 | | | |
| Gratiot | | 40 | 60 | 40 | | | |
| Lake | 10 | 10 | | 50 | | | |
| Mason | 10 | 50 | 10 | 10 | 10 | 2 | 15 |
| Midland | 1 | 5 | 10 | 5 | | | 2 |
| Montcalm | 25 | 15 | | | | | |
| Muskegon | 200 | 200 | 2,147 | 1,500 | 10 | | 20 |
| Ontonagon | 10 | 4 | 4 | 4 | | | |
| St. Clair | 25 | 24 | | | 3 | | |
| St. Joseph | 10 | 20 | 5 | | 5 | | |
| Shiawassee | 10 | | | | | | |
| Washtenaw | 4 | 1 | | 4 | | | |
| Total Materials | 325 | 481 | 2,273 | 1,821 | 80 | 2 | 37 |
| Total Counties | 11 | 15 | 9 | 12 | 6 | 1 | 3 |

Granted that many of the local school districts may have provided these materials themselves, it is probable that many of the smaller school districts, due to limited school budgets, were unable to provide these materials.

Two of the county school offices reported expenditures in connection with instructional materials centers. Macomb County expended an estimated one thousand dollars on this service which provided materials and equipment for

twenty-one districts within that county. One hundred twenty-four teachers and four thousand ninety-eight pupils were served. The per pupil expenditures were twenty-four cents. The other county, Muskegon County, indicated an expenditure of twenty-five hundred dollars for this service. Fifty-eight districts, four hundred and ninety-two teachers, and 15,364 pupils were served. The per pupil expenditure was sixteen cents. Eleven of the responding counties envisioned an instructional materials center in the county within five years.

## Library Service

Penal fines in Michigan constitute a tremendous reservoir of money for library purposes. Article XI of the Constitution of the State of Michigan provides for the establishment of libraries. The constitutional provisions are as follows:

> The legislature shall provide by law for the establishment of at least one library in each township and city; and all fines assessed and collected in the several counties, cities and townships for any breach of the penal laws, shall be exclusively applied to the support of such libraries.[1]

A further examination of the School Code[2] reveals that libraries may be maintained by school districts if in the judgment of the township board the people of the community would be better served by disposing of the libraries to the school districts within the township. Another alternative

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[1]State of Michigan, General School Laws, p. 11. Lansing: Secretary of State, 1952 (revision of 1952).

[2]State of Michigan, School Code of 1955, pp. 281-288. Lansing: Secretary of State, 1955.

presented is the "merging of the township library into a free public library."[1]

Penal fines are paid into the county treasury. The county treasurer in turn apportions the library funds to the townships, school districts or cities which are entitled to the money as directed by the superintendent of public instruction.

In counties where county libraries were established under the provisions of Act No. 138 of the Public Acts of 1917, all of the proceeds of the penal fines are allocated to these libraries, except funds which may be paid to established public libraries in accordance with the requirements and provisions of this act. Payments to these public libraries are made on a per capita basis, according to the school census.

Act No. 138 of the Public Acts of 1917 authorizes the establishment of a library in the office of the county school superintendent. This authorization is valid only in those counties which do not operate a county library.

An examination of the extent of library service in the counties of Michigan reveals that sixteen of the sixty-three responding counties had an established county library. Two counties, Charlevoix and Ionia Counties, indicated some service from the State library through the county school office. Calhoun County reported library service from the township libraries. Five counties not having county libraries disclosed total expenditures for county school office

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[1] Ibid., p. 281.

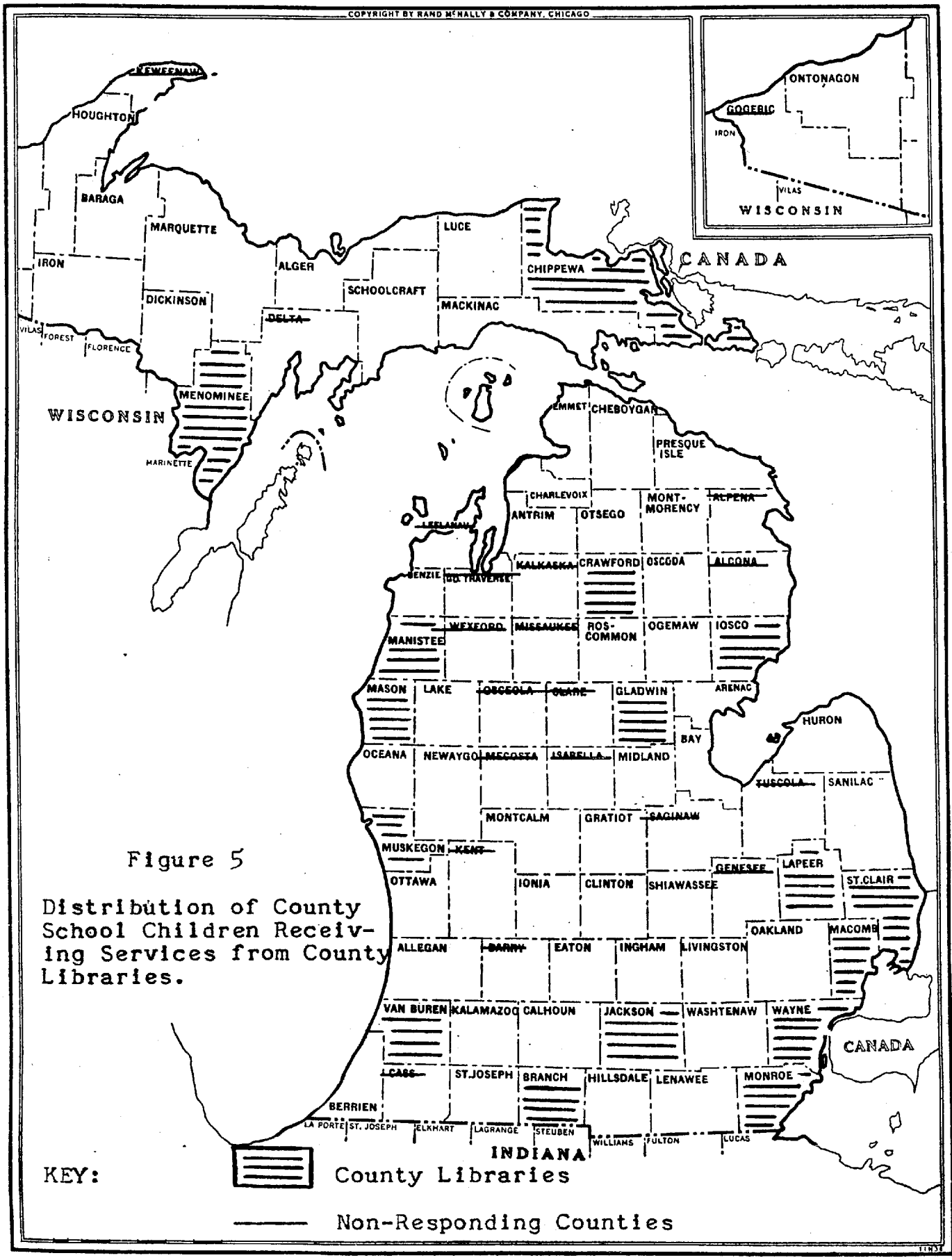



Figure 5

Distribution of County School Children Receiving Services from County Libraries.

libraries of four thousand nine hundred and twenty dollars. Two hundred and two districts were served in these five counties, which represented three hundred and seventy-six teachers and 10,151 pupils. The range in expenditures for library services was ten cents per pupil in Livingston County to one dollar ninety-three cents in St. Joseph County.

An examination of the annual reports of the county school superintendents relative to the number of volumes added to libraries under the provisions of the Library Acts, the total volumes in the libraries, and the number of volumes per membership child revealed wide variations. For example, during 1953-54, Crawford County added fifty-three volumes and Wayne County added 21,782 volumes to their libraries. The average number of volumes added to the libraries by all of the counties was three thousand nine-hundred and seventy-one.

Total volumes in libraries reported by all county school superintendents were 3,403,130. Of this number, Cheboygan County reported one thousand eight hundred and ninety-six and Wayne County reported 265,463 volumes. The average for all counties was 54,889 volumes.

On the basis of total school membership, kindergarten through the twelfth grade, the volumes available per membership child showed a range of 0.2 in Monroe County to 12.8 in Dickinson County. The average for all counties was 3.29 library books per membership child in kindergarten through the twelfth grade.

TABLE 12

TOTAL SCHOOL MEMBERSHIP BY COUNTY, NUMBER OF VOLUMES ADDED TO LIBRARY, 1953-54, TOTAL VOLUMES IN LIBRARY, AND NUMBER OF VOLUMES AVAILABLE PER MEMBERSHIP CHILD

| County | Total School Membership, K-12 | Number Volumes Added, 1953-54 | Total Volumes in Library | Volumes Available Per Membership Child |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Alger | 1,985 | 1,346 | 14,196 | 7.2 |
| Allegan | 10,603 | 4,227 | 67,461 | 6.4 |
| Antrim | 2,449 | 1,402 | 12,201 | 5.0 |
| Arenac | 2,534 | 626 | 11,826 | 4.7 |
| Baraga | 1,733 | 2,176 | 17,766 | 10.3 |
| Bay | 13,991 | 1,950 | 22,208 | 1.6 |
| Benzie | 1,922 | 794 | 13,582 | 7.1 |
| Berrien | 26,635 | 15,455 | 204,479 | 7.7 |
| Branch | 6,149 | 315 | 26,541 | 4.3 |
| Calhoun | 23,993 | 16,532 | 217,712 | 9.1 |
| Charlevoix | 3,252 | 1,190 | 21,683 | 6.7 |
| Cheboygan | 2,652 | 1,088 | 1,896 | 0.7 |
| Chippewa | 6,243 | 2,338 | 19,144 | 3.1 |
| Clinton | 6,760 | 2,919 | 58,356 | 8.6 |
| Crawford | 836 | 53 | 3,292 | 3.9 |
| Dickinson | 4,791 | 2,660 | 61,192 | 12.8 |
| Eaton | 10,782 | 3,840 | 76,120 | 7.1 |
| Emmet | 3,155 | 999 | 18,933 | 6.0 |
| Gladwin | 2,482 | 290 | 7,519 | 3.0 |
| Gratiot | 8,183 | 2,658 | 40,545 | 4.9 |
| Hillsdale | 7,400 | 2,742 | 49,553 | 6.7 |
| Houghton | 6,609 | 2,768 | 82,509 | 12.5 |
| Huron | 6,726 | 2,619 | 52,639 | 7.8 |
| Ingham | 33,989 | 17,443 | 250,704 | 7.4 |
| Ionia | 7,782 | 2,249 | 20,333 | 2.6 |
| Iosco | 2,830 | 185 | 6,915 | 2.4 |
| Iron | 3,669 | 1,306 | 45,233 | 12.3 |
| Jackson | 20,766 | 2,863 | 19,469 | 0.9 |
| Kalamazoo | 24,547 | 17,660 | 210,695 | 8.6 |
| Lake | 984 | 1,310 | 11,011 | 11.2 |
| Lapeer | 7,798 | 1,173 | 15,016 | 1.9 |
| Lenawee | 15,426 | 2,776 | 75,065 | 4.9 |
| Livingston | 6,165 | 3,452 | 39,636 | 6.4 |
| Luce | 1,518 | 698 | 10,735 | 7.1 |
| Mackinac | 1,910 | 665 | 11,394 | 6.0 |

TABLE 12--Continued

| County | Total School Membership, K-12 | Number Volumes Added, 1953-54 | Total Volumes in Library | Volumes Available Per Membership Child |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Macomb | 46,338 | 11,096 | 126,834 | 2.7 |
| Manistee | 3,343 | 1,356 | 19,338 | 5.8 |
| Marquette | 8,252 | 2,304 | 51,159 | 6.2 |
| Mason | 4,295 | 736 | 7,535 | 1.8 |
| Menominee | 4,994 | 772 | 17,751 | 3.6 |
| Midland | 10,244 | 6,010 | 29,217 | 2.9 |
| Monroe | 15,613 | 318 | 2,829 | 0.2 |
| Montcalm | 7,889 | 4,758 | 52,199 | 6.6 |
| Montmorency | 1,049 | 1,077 | 7,731 | 7.4 |
| Muskegon | 27,886 | 13,292 | 235,850 | 8.5 |
| Newaygo | 5,455 | 2,612 | 39,663 | 7.3 |
| Oakland | 105,407 | 13,011 | 173,228 | 1.6 |
| Ogemaw | 2,132 | 768 | 7,208 | 3.4 |
| Ontonagon | 2,671 | 599 | 9,686 | 3.6 |
| Oscoda | 830 | 191 | 1,945 | 2.3 |
| Otsego | 1,525 | 1,378 | 8,126 | 5.2 |
| Ottawa | 18,886 | 12,235 | 112,604 | 6.0 |
| Presque Isle | 2,187 | 767 | 14,239 | 6.5 |
| Roscommon | 1,559 | 1,153 | 8,628 | 5.5 |
| St. Clair | 18,703 | 2,711 | 35,917 | 1.9 |
| St. Joseph | 7,764 | 1,525 | 37,207 | 4.8 |
| Sanilac | 7,110 | 1,085 | 17,539 | 2.5 |
| Schoolcraft | 1,917 | 1,604 | 20,746 | 10.8 |
| Shiawasee | 10,396 | 3,285 | 50,701 | 4.9 |
| Van Buren | 9,697 | 780 | 28,034 | 3.0 |
| Washtenaw | 22,998 | 16,238 | 204,194 | 8.9 |
| Wayne | 394,478 | 21,782 | 265,463 | 0.7 |
| Total | 1,032,867 | 246,210 | 3,403,130 | |
| Range | | 53-21,782 | 1,896-265,463 | 0.2-12.8 |
| Average | | 3,971 | 54,889 | 3.29 |

Seven counties not reporting county library services indicated that they were envisioning some library service for the rural school children in their areas within the next five years.

## Pilot Projects

Another service which appears to fall within the natural function of the intermediate school unit is that of pilot projects. Pilot projects are usually defined as those projects which are conceived, planned, and developed on a small scale with a view toward ascertaining their value in establishing them on a broad basis for a large school district or an entire intermediate school unit. They involve a small group of students and teachers and are usually under careful scrutiny to determine their desirability. Careful evaluation of results of the pilot projects is imperative.

Establishment of pilot projects to determine feasibility of such programs as measured on the basis of costs, value accruing from the programs, and administrative machinery necessary for their implementation, are extremely important practices which usually should come before a huge outlay of money and energy on a new program.

A look at the pilot projects reveals that only one county, Oakland County, expended some money on a survey of educational needs of exceptional children in that county. The reported expenditures were six hundred dollars, with the survey reaching forty-six school districts, thirty-nine hundred teachers, and nearly a hundred thousand pupils. There is some question whether this effort could be construed as a pilot project.

Eight county school superintendents have indicated that they are contemplating pilot projects within the next five years. Apparently, this service will not receive much attention from the county school offices in the near future.

## Curricular Improvement Publications

Curricular publications such as courses of study designed to give the teacher an understanding of objectives, activities on various grade levels, and a broad view of desirable educational programs; specially prepared bibliographies on a variety of subjects; teacher study guides giving specific information concerning desirable methods of teaching certain subjects; educational monographs designed to give the teacher a broader background in all areas relating to education of children; and resource units with practical suggestions for the development of learning in certain definite areas can do a great deal toward improvement and coordination of instructional practices within the county.

TABLE 13

KINDS OF CURRICULAR IMPROVEMENT PUBLICATIONS MADE AVAILABLE TO LOCAL SCHOOL DISTRICTS BY COUNTY SCHOOL OFFICES DURING PAST THREE YEARS

| County | Curricular Improvement Publications | | | | |
|---|---|---|---|---|---|
| | Courses of Study | Bibliographies | Teacher Study Guides | Educational Monographs | Resource Units |
| Calhoun | | X | X | | |
| Dickinson | X | | | X | |
| Gratiot | | | X | | |
| Huron | X | | X | | X |
| Ingham | X | | X | | |
| Kalamazoo | X | | | | |
| Lapeer | X | X | | | |
| Lenawee | X | | X | | |
| Livingston | X | | | X | X |
| Mackinac | | X | X | | X |
| Macomb | | X | | X | X |
| Mason | | X | X | X | |
| Midland | X | X | X | | X |
| Montmorency | X | | | | |
| Muskegon | | X | X | | |

TABLE 13--Continued

| County | Curricular Improvement Publications | | | | |
|---|---|---|---|---|---|
| | Courses of Study | Bibliographies | Teacher Study Guides | Educational Monographs | Resource Units |
| Oakland | X | | | | |
| St. Clair | | X | X | | X |
| Shiawasee | | | X | | |
| Washtenaw | | X | X | | X |
| Totals | 10 | 9 | 12 | 4 | 7 |

Nineteen of the sixty-three responding superintendents indicated that they have provided some curricular improvement publications within the past three-year period. This figure represents thirty percent of the respondents. The largest number of publications on curriculum were teacher study guides, which were provided the teachers in twelve counties. Educational monographs were prepared for teachers in only four counties. Resource units, which are basic in the enrichment of the instructional programs, were provided by seven county school offices. Twelve counties made available courses of studies, and nine counties provided bibliographies for the enrichment of the school programs.

A definite need exists for increased activity in providing curricular improvement publications to the teachers in the rural areas of the State.

Expenditures for publications were meager with only Muskegon County spending a rather substantial sum, five hundred dollars, to print excellent materials in connection with their county-wide guidance program. Oakland County expended an estimated one hundred and fifty dollars in providing curricular

improvement publications to the teachers in the rural areas. The six counties reporting expenditures for publications on curricular improvement spent a total of eight hundred and seventy dollars. Expenditures ranged from fifty-three cents per teacher for Shiawasee County to three dollars and thirty-three cents per teacher served in Oakland County.

TABLE 14

TOTAL DISTRICTS SERVED, NUMBER OF TEACHERS SERVED, ESTIMATED EXPENDITURES FOR PUBLICATIONS DEALING WITH CURRICULUM IMPROVEMENT, AND EXPENDITURE PER TEACHER SERVED

| County | Total Districts Served | Number Teachers Served | Estimated Expenditures Per Teacher Served | Expenditure Per Teacher Served |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |
| Gratiot | 94 | 116 | $ 80 | $0.69 |
| Livingston | 42 | 50 | 30 | 0.60 |
| Muskegon | 58 | 417 | 500 | 1.20 |
| Oakland | 15 | 45 | 150 | 3.33 |
| St. Clair | 81 | 95 | 60 | 0.63 |
| Shiawasee | 79 | 95 | 50 | 0.53 |
| Total | 369 | 818 | $870 | |
| Range | 15-94 | 45-417 | $30-500 | $0.53-3.33 |
| Average | | | $145 | $1.06 |

## Testing Program

Another service which appears to be the logical function of the intermediate school unit, except in the city school districts and superintendency districts, is the testing program. This is one measure which could be used in an evaluation of the quality and extent of instruction in the rural areas of the State. Numerous standardized tests have been developed to measure the amount of learning of pupils.

More attention has been placed by the county school offices on administering achievement tests rather than on administering tests to measure intelligence quotients of pupils.

Thirty-three counties in Michigan indicated that county-wide achievement tests were administered during the school year 1953-54. Three achievement test batteries were in general use, the California Achievement, Metropolitan Achievement, and Stanford Achievement. All of these were used in about the same proportion by the counties. Berrien County used the Iowa Every-Pupil Tests of Basic Skills and Marquette County used the Public School Achievement Tests. In Kalamazoo County, National Achievement Tests, Municipal Battery, were given only to all eighth-grade pupils.

Other tests which were used by the counties were the California Mental Maturity, Detroit Word Recognition, and an assortment of reading readiness tests. These were used primarily in connection with the early elementary grades.

The most extensive testing program administered on a county-wide basis was reported by Muskegon County. In cooperation with Western Michigan College of Education, a committee of Muskegon County teachers developed a guidance program which included establishment of a system of cumulative records, general intelligence, reading readiness, and achievement testing programs, and the development of a system of individual parent-teacher conferences in reporting pupil progress. The basic purpose behind the establishment of the program was a desire for a balanced education program in Muskegon County.

TABLE 15

EXTENT OF COUNTY-WIDE ACHIEVEMENT TESTING, KINDS OF TESTS USED, AND OTHER SPECIAL TESTS ADMINISTERED BY COUNTY SCHOOL OFFICES

| County | Achievement Tests | | | | | | Other Tests | | |
|---|---|---|---|---|---|---|---|---|---|
| | California Achievement | Metropolitan Achievement | Stanford Achievement | Iowa Every-Pupil Tests | Public School Achievement | National Achievement | California Mental Maturity | Detroit Word Recognition | Assorted Reading Readiness |
| Arenac | | | X | | | | | | |
| Bay | X | | | | | | | | |
| Berrien | | X | | X | | | | | |
| Calhoun | X | X | | | | | X | X | |
| Charlevoix | | X | | | | | | | |
| Cheboygan | X | | | | | | | | |
| Chippewa | | | X | | | | | | |
| Clinton | | | X | | | | | | |
| Eaton | | | X | | | | | | |
| Gladwin | | | X | | | | | | |
| Hillsdale | | X | | | | | | | |
| Ionia | | X | | | | | | | X |
| Iosco | | | X | | | | | | |
| Kalamazoo | | | | | | X | | | |
| Lake | X | | | | | | X | | |
| Livingston | | | X | | | | | | |
| Macomb | X | | X | | | | X | | X |
| Marquette | | | | | X | | | | |
| Midland | X | | | | | | X | | X |
| Monroe | X | | | | | | | | |
| Montmorency | | X | | | | | | | |
| Muskegon | X | X | | | | | X | | X |
| Newaygo | | | X | | | | | | |
| Oakland | X | | X | | | | X | | X |
| Ontonagon | | X | | | | | | | |
| Roscommon | X | | | | | | | | |
| St. Clair | | X | | | | | | | X |
| Sanilac | | | X | | | | | | |
| Schoolcraft | | X | | | | | | | X |
| Shiawasee | | X | X | | | | X | | X |
| Van Buren | | X | | | | | | | |
| Washtenaw | | | X | | | | | | |
| Wayne | X | | X | | | | | | |
| Totals | 11 | 12 | 14 | 1 | 1 | 1 | 7 | 1 | 8 |

An analysis of the extent of testing programs in the county schools, as measured by number of districts served, disclosed that nineteen counties provided testing programs at county school office expense in seven hundred and seventy-five local school districts serving two thousand and ninety-nine teachers. Tests were administered to sixty-five thousand one hundred and ninety-two of the 152,365 reported eligible pupils in the sixty-three responding counties. It would appear that approximately forty percent of the eligible pupils received this service at county school office expense.

Relative to expenditures for testing services, the respondents disclosed that between three cents and forty-five cents was expended per pupil served by the nineteen counties administering these tests. The estimated expenditures for this service ranged from twelve dollars in Kalamazoo County to four thousand dollars in Wayne County. The average per pupil expenditure was nineteen cents. These figures do not take into account the counties which pro-rated the cost of the testing program among the several districts receiving this service.

Ten counties which administered tests during the school year 1953-54 indicated that the testing program should be increased. Two counties, Iosco and Wayne Counties, pointed out that their programs should be decreased.

Iosco County, with a per pupil expenditure of forty-five cents, reported the highest expenditure for testing of the nineteen counties. This amount was more than twice the average expenditure for this service. Wayne County indicated

that testing, at least in the superintendency districts, should be the function of the local school districts.

TABLE 16

EXTENT OF TESTING PROGRAMS BY COUNTY SCHOOL OFFICES AS MEASURED BY NUMBER OF DISTRICTS SERVED, NUMBER OF TEACHERS AND PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND COST PER PUPIL SERVED

| County | Number Districts Served | Number Teachers Served | Number Pupils Served | Estimated Expenditures for Service | Cost Per Pupil Served |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Bay | 56 | 101 | 2,886 | $ 100 | $0.03 |
| Berrien | 86 | 169 | 5,448 | 1,000 | 0.18 |
| Calhoun | 64 | 85 | 2,244 | 450 | 0.20 |
| Clinton | 68 | 74 | 1,850 | 260 | 0.14 |
| Gladwin | 27 | 27 | 692 | 21 | 0.03 |
| Ionia | 72 | 94 | 2,800 | 150 | 0.05 |
| Iosco | 2 | 5 | 110 | 50 | 0.45 |
| Kalamazoo | 12 | 12 | 300 | 12 | 0.04 |
| Lake | 13 | 28 | 729 | 150 | 0.21 |
| Livingston | 42 | 50 | 1,200 | 150 | 0.13 |
| Macomb | 21 | 124 | 4,098 | 1,000 | 0.24 |
| Marquette | 18 | 42 | 992 | 150 | 0.15 |
| Monroe | 47 | 55 | 1,650 | 60 | 0.04 |
| Muskegon | 58 | 492 | 13,830 | 2,000 | 0.14 |
| Oakland | 15 | 45 | 1,300 | 400 | 0.31 |
| St. Clair | 81 | 95 | 2,609 | 350 | 0.13 |
| Sanilac | 60 | 65 | 1,600 | 100 | 0.06 |
| Schoolcraft | 8 | 27 | 752 | 35 | 0.05 |
| Wayne | 25 | 509 | 20,102 | 4,000 | 0.20 |
| Total | 775 | 2,099 | 65,192 | $10,438 | |
| Range | 2-86 | 5-509 | 110-20,102 | 12-4,000 | $0.03-0.45 |
| Average | | | | $549.37 | $0.19 |

Five of the nineteen counties which have expended funds for the testing programs were satisfied that their programs were adequate. Fourteen of the counties which did not report testing programs within their counties indicated that they are envisioning such programs within the next five

years. Eighteen of the respondents who did not administer county-wide testing programs are not envisioning such a program in the near future.

In summary, relative to the extent of curricular improvement services rendered by county school offices in Michigan, the following observations can be made:

1. Audio-visual equipment, such as projectors, viewing screens, record players, and other related equipment, was not too abundantly provided by the county school offices. Thirty-one of the responding county school superintendents, or approximately forty-nine percent, provided some audio-visual equipment to the rural schools. The number of pieces of equipment available from the county school offices varied from one filmstrip projector to ten assorted pieces of audio-visual equipment.

2. Audio-visual materials were reported by even fewer responding superintendents. These materials were made available by twenty-four of the respondents. Filmstrips were the most abundant. Accessibility of audio-visual materials from other sources such as the colleges, libraries and industries may have accounted for this lack. Circulation figures for both audio-visual equipment and materials were fragmentary and did not present an accurate measure of the extent of use of audio-visual equipment and materials.

3. Less than half of the responding county school superintendents reported county curriculum committees. Those counties which reported curriculum committees indicated that their most frequent function was the selection of textbooks.

The least frequently mentioned function was defining curricular problems.

4. An examination of the data disclosed that few of the county school offices have been concerned with plans for the coordination of elementary and secondary education within their counties, and few have been concerned with integration of special subjects, such as art, music, and crafts, into the regular school program. That some superintendents have recognized a need for such coordination and integration is reflected in the plans for the future.

5. No significant reports of curriculum research were indicated by the county school offices. That some thought is being given to this matter was disclosed by ten of the responding county school superintendents.

6. Relative to in-service teacher education, little more than the legally authorized county institutes were provided by the county school offices. Workshops were reported by twenty of the sixty-three respondents, and the largest number were in the area of general curricular improvement. In-service teacher education in improving the quality of teaching and learning was not being utilized to its fullest extent by the county school offices.

7. Very little has been accomplished by the county school offices in providing organized instructional materials centers. Some counties have reported an assortment of supplementary textbooks. Some have prepared instructional materials such as resource units, courses of study, picture files, and other similar teaching aids.

8. County school children receive library services from six sources: the State library, county libraries, libraries established in offices of county school superintendents, township libraries, school district libraries, and public libraries in towns and cities. There was a tremendous variation relative to availability and accessibility of books. In some counties, they were abundant and relatively easily accessible while in others, library books were scarce and difficult to obtain.

9. Pilot projects appear to be a natural function of the intermediate school unit. For all practical purposes, there were none reported by the county school offices. Very few respondents envisioned service in this area in the near future.

10. Nineteen of the sixty-three superintendents indicated that they provided some publications with a view toward improvement of the curriculum of the eligible districts within their counties. During the past three years, six of the superintendents disclosed various estimated expenditures for this service. Nineteen superintendents provided an assortment of curricular improvement publications. Teacher study guides were most frequently mentioned in connection with this service.

11. Thirty-three county school offices in Michigan administered tests to the eligible school children within their counties. California, Metropolitan, and Stanford Achievement Tests were the most frequently used. These were

used in approximately the same proportion. Nineteen of the counties expended county school office funds for this service. The others either prorated the cost among the several districts served or used other means of defraying the cost of this service.

# CHAPTER VI

## SERVICES FOR EXCEPTIONAL CHILDREN PROVIDED BY COUNTY SCHOOL OFFICES IN MICHIGAN

Concern with the needs of exceptional children in Michigan is reflected in recent legislation. Section 771 of the School Code of 1955 stipulates the following:

> The board of any school district may establish and maintain educational programs for the instruction of resident or nonresident pupils up to the age of 25, who by reason of being blind or having defective vision, or who by reason of being deaf or having defective hearing, or who by reason of being crippled or otherwise physically handicapped, or who by reason of having epilepsy, or who by reason of having defective speech, cannot profitably or safely be educated by the usual methods and materials of instruction in the public schools.[1]

The law further stipulates that those teaching handicapped children shall have special training for this work, and that all courses of study, geographic area served by the teacher, special equipment used by the teacher, and the qualifications of the teacher must be approved by the superintendent of public instruction.

Because these programs are partially reimbursable by the State, they should be quite attractive to a number of school districts.

Since these programs are not entirely reimbursable, a need for other special education legislation is imperative.

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[1]State of Michigan, School Code of 1955, pp. 245-250. Lansing: Secretary of State, 1955.

Sections 309 to 327 of the School Code of 1955 permit the county boards of education in counties of more than 180,000 population to raise millage over the fifteen mill limitation for special education purposes. This legislation should further extend the facilities and programs for the exceptional children.

### Services for Behavior Problem Children

Estimates made by the U. S. Office of Education for the Mid-Century White House Conference and reported in the 1954 Yearbook[1] of the Department of Rural Education, National Education Association, indicate that 2.5 percent or 25 in each 1,000 school population are socially unadjusted, that is, behavior problem children. On the basis of these estimates, it is reasonable to assume that there is a vital need for services for these children.

An examination of services for behavior problem children, other than visiting teacher service which will be treated in another chapter of this study, revealed that a number of the county school offices have used the facilities of the child guidance clinics located in the nearby urban areas. These clinics are financed by the State Department of Mental Health and various local authorities. Emmet, Cheboygan, and Charlevoix Counties have used the facilities of the child guidance clinics located at Petoskey. Midland County used the facilities of the Saginaw Valley Child Center.

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[1]Robert S. Fox, Chairman, and Robert M. Isenberg, Editor, The Community School and the Intermediate Unit, p. 11. 1954 Yearbook of the Department of Rural Education. Washington, D. C.: National Education Association, 1954.

MICHIGAN

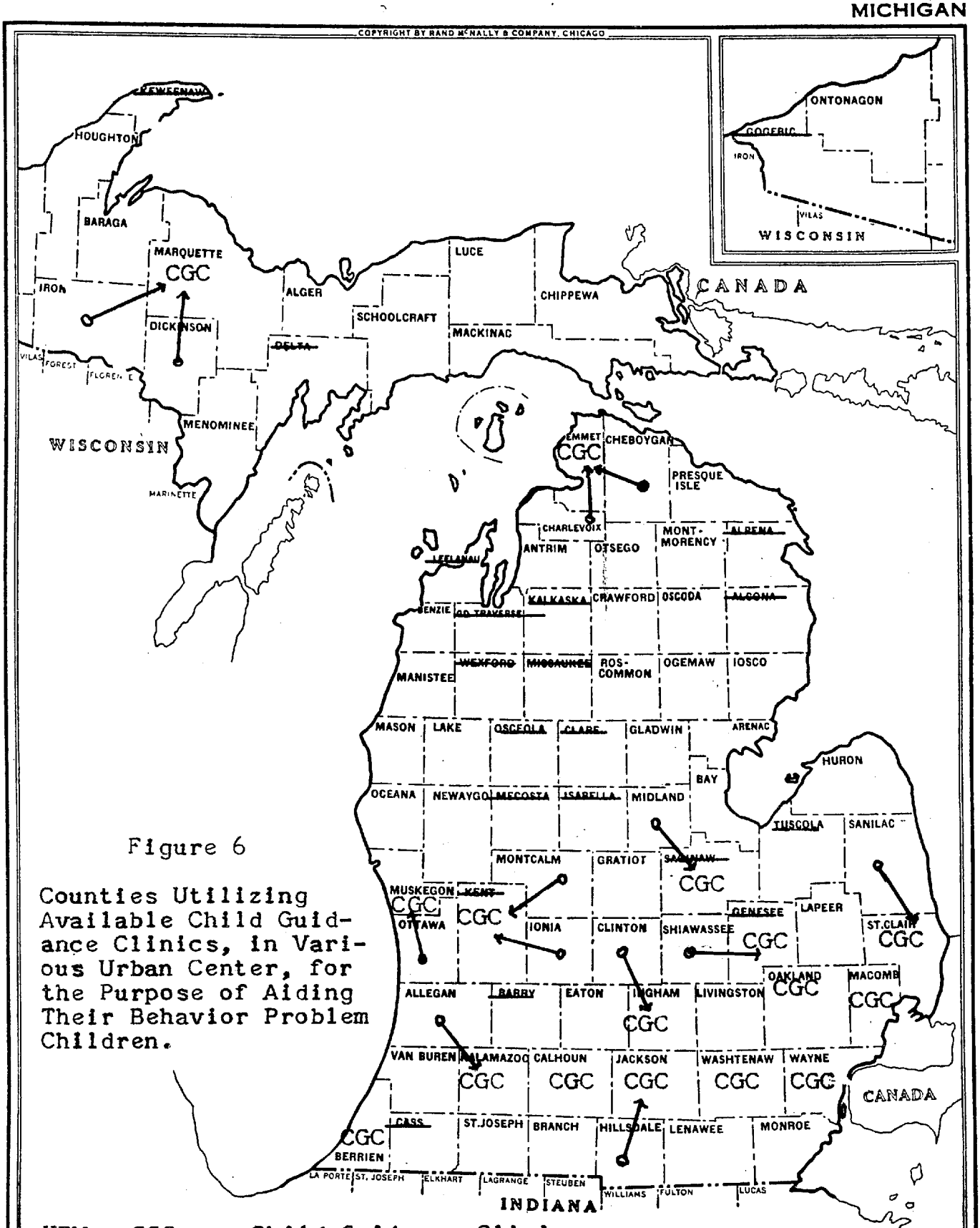



Figure 6

Counties Utilizing Available Child Guidance Clinics, in Various Urban Center, for the Purpose of Aiding Their Behavior Problem Children.

KEY: CGC = Child Guidance Clinics.
o⟶ = Other Counties Utilizing Facilities.
—— = Non-Responding Counties.

Both Montcalm and Ionia Counties utilized the Child Guidance Clinic located in Grand Rapids. Clinton, Hillsdale, and Ingham Counties referred behavior problem children to the child guidance center at Lansing. Ottawa and Muskegon Counties used the facilities in the City of Muskegon, and Allegan and Kalamazoo Counties used the facilities of the child guidance clinic located in the City of Kalamazoo. Shiawassee County referred behavior problem children to the Child Guidance Clinic located in Flint, in Genesee County, and Washtenaw County utilized the facilities of the Huron Valley Child Guidance Clinic. A child center is located in Mt. Clemens, in Macomb County, which served that area. Sanilac and St. Clair Counties utilized the child guidance clinic facilities located in Port Huron, in St. Clair County.

Despite the efforts of many of the county school offices to obtain special help for the maladjusted children within their schools, it is apparent that a great deal more could be accomplished. For example, most of the child guidance clinics are located in the urban areas in the bottom half of the Lower Peninsula of Michigan. There is a child guidance clinic located in Marquette in the Upper Peninsula which also serves Iron and Dickinson Counties. Three counties in the extreme northern tip of the Lower Peninsula received services for behavior problem children from the Petoskey Child Guidance Clinic.

## Services for the Blind and Partially Blind

The Michigan School for the Blind was established by Act 123 of the Public Acts of 1893 in the City of Lansing.

The purpose of the school is to educate the blind and give them special instruction in the arts and trades which will enable them to maintain themselves.

By means of the annual school census conducted by the various school districts within the counties, the names, ages, residences, names and residences of parents or guardians are obtained for all blind and partially seeing children between the ages of seven and nineteen. Lists of these children are sent to the superintendent of public instruction where they are tabulated and forwarded to the superintendent of the Michigan School for the Blind.

All children who are blind or partially seeing are compelled to attend this school except in cases where they are being educated in private and parochial schools, are physically or mentally incompetent, are over the age of seventeen years, are working at a trade, are eighteen years of age or more and employed by the Michigan employment institution for the blind, or are enrolled in special schools or classes in the local public schools.[1]

The superintendent of the Michigan School for the Blind furnishes names of the children who come under the provisions of this Act to the county school superintendents who investigate all such cases and report to the superintendent of the Michigan School for the Blind. The superintendent then determines whether these children fall within the provisions of the Act and whether or not they should attend the Michigan School for the Blind. In cases of indigent circumstances, the School for the Blind furnishes transportation for the children.

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[1]State of Michigan, School Code of 1955, p. 240.

Numerous county school superintendents have referred children to the Michigan School for the Blind. In a few instances, the county school children were able to use the special facilities of the city school districts.

Six counties, Ionia, Marquette, Muskegon, Oakland, Sanilac, and Washtenaw have indicated that they are envisioning some services for the blind within their counties through the county school offices.

## Services for Crippled Children

The Crippled Children's Act,[1] Act 158 of the Public Acts of 1937, provides for the appointment of a Crippled Children's Commission. Other provisions are made for registration, examination, diagnosis, treatment, follow-up supervision, convalescent and custodial care, and education of crippled children. Title VII of the Act provides for hospital schools for the education of the convalescent crippled children. Courses of study, attendance records, methods of instruction, qualifications of teachers, and purchase of necessary equipment for the instructional program are prescribed and approved by the superintendent of public instruction. Expenses of the Commission created for the purpose of administering the Act are received from Federal Government grants, from the general fund of the State, and from gifts and grants of individuals and groups.

School census enumerators, as in the case of the

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[1]State of Michigan, General School Laws, pp. 366-375. (Revision of 1952.)

blind children, are provided with blanks to make records of the crippled children within the school districts and counties. These are referred to the superintendent of public instruction who makes this information available to the Crippled Children's Commission. The Commission requests the local school authorities to make further investigation to ascertain the needs of these children and to make arrangements for their care and education.

Many of the county school superintendents have referred cases to the superintendent of public instruction for admittance to the various hospital schools. Some have used the resources of the Crippled Children's Society within their communities. Others have used facilities of the local school districts in the urban areas to secure an education for the crippled children from the rural areas. For example, the county superintendent of Calhoun County sent crippled children to the Battle Creek Public Schools. Those from Chippewa County were sent to the Sault Ste. Marie Public Schools. Those from Dickinson County were sent to the Iron Mountain Public Schools. And those from Marquette County were sent to the Marquette Public Schools. In Muskegon County, the crippled children from the rural areas were cared for by the Muskegon Public Schools.

Ten of the responding sixty-three counties indicated that facilities for the care and education of crippled children are being envisioned in those counties within the next five years.

## Services for Deaf Children

Sections 747 to 749 of the School Code of 1955[1] stipulate that parents, guardians, or persons having charge of children who are deaf are required to send such children to a day school for the deaf, the Michigan School for the Deaf which is located in Flint, or to any other school which is able to care for the deaf child. If the parent, guardian, or other person having charge of a deaf child fails to do so, attendance at the Michigan School for the Deaf is compulsory.

The Act further enables the board of trustees to furnish transportation for the child as well as the parent, guardian, or other person having charge of the deaf child, if the child is under twelve years of age.

A number of county school superintendents have indicated that cases from their counties have been referred to the Michigan School for the Deaf at Flint. Calhoun County used the facilities of the Battle Creek Public Schools for their deaf children. Six of the responding counties have pointed out that they are envisioning some services for the deaf children within their counties.

## Services for Hard of Hearing Children

Services for hard of hearing children such as special schools and special classes are receiving little attention from the county school offices.

On the basis of U. S. Office of Education[2] estimates,

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[1]State of Michigan, School Code of 1955, pp. 237-239.

[2]Robert S. Fox, Chairman, and Robert M. Isenberg, Editor, The Community School and the Intermediate Unit, p. 11.

3.5 percent or thirty-five pupils per one thousand school population are in the category of hard of hearing. Since there were 172,703 eligible pupils in the school districts looking for services from the county school offices during the school year 1953-54, the estimated number of hard of hearing pupils would be approximately six thousand in the eligible school districts.

Muskegon County was the only county reporting services for these pupils in cooperation with the Muskegon Public Schools. Twelve of the responding counties indicated that they are envisioning some services for the hard of hearing children within their counties in the next five years.

## Services for Epileptic Children

Services for the epileptic children from the county schools are relatively meager. Calhoun County has sent children with this affliction to the Battle Creek Public Schools. Muskegon County received assistance with these children from the Muskegon Public Schools. In Wayne County, the White School in the City of Detroit serves the epileptic children of that area.

Three counties, Ionia, Oakland, and Sanilac, have indicated that they are envisioning some services for the epileptic children within their counties.

The relatively little attention this service is receiving may be due to the small proportion of epileptic children in the school population. Estimates of the U. S. Office of Education as cited in the 1954 Yearbook[1] of the

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[1] Ibid., p. 11.

Department of Rural Education indicate two epileptic children per one thousand school population.

## Homebound Instruction

During the course of the school year, many children are forced to forego instruction in the schools because of illness, recovery from surgical operations, or other reasons. In order to keep these children abreast of their classmates within the school, some school districts provide homebound teachers who are responsible for the education of these children.

Many of the larger city school systems provide this service. Sometimes it is more feasible to provide this service on a county-wide basis. The rural children in Ingham County receive this service from the Lansing Public Schools on a tuition basis. In Livingston County, the Howell Public Schools provide a homebound teacher. A co-operative program is worked out between the Muskegon County Schools and the Muskegon Public Schools. Oakland County is the only county providing a county-wide homebound teacher program.

Livingston, Oakland, and Muskegon Counties disclosed a need for increasing the program. The program for Ingham County, apparently, was quite satisfactory. Sixteen of the responding counties indicated that they were envisioning homebound instruction within their counties in the next five years.

## Programs for the Mentally Gifted

Outstanding leadership can come from the mentally gifted boys and girls in the school population. These children need challenging activities which will enable them to achieve at a level of which they are capable.

An examination of the information relative to programs for the mentally gifted developed by the county school offices revealed that none of them have given this matter attention. Seventeen of the responding counties indicated that they are conscious of the need for such programs and are planning these in the next five years.

## Programs for the Mentally Retarded

Attacks upon the public schools are usually centered around the mentally retarded. Since many of them have difficulty in learning their fundamentals, the schools are criticized for doing a poor job. In some cases, perhaps the criticisms are justified and more should be done for the slow learners.

The Michigan Demonstration Research Project for the Severely Mentally Retarded is making every effort to determine the extent to which these children can profit by various forms of instruction. Centers are located at Kalamazoo, Grand Haven, and Hastings and are supported by grants from the W. K. Kellogg Foundation. The project was initiated on September 1, 1953, as a result of ground-work done by interested representatives from parent-teacher groups, civic groups, and local and state agencies.

The center at Hastings serves rural children of

school age. The center at Kalamazoo serves young children from that area. At the third center in Ottawa County, an attempt is being made to develop methods for job placement for adolescents and young adults. Administration of these centers is under the county superintendent of schools with direction from the county boards of education of these counties.

The objectives of the projects are to locate and identify the trainable mentally retarded children, diagnose their problems, establish educational programs according to their capacities, provide in-service training for the teaching staffs, evaluate the programs on the basis of learning which has taken place, and compare the costs of these programs with costs of institutional care.

This is a three-year project which should bring forth some interesting conclusions relative to the success which can be expected in working with the trainable mentally retarded children.

That there is a need for programs for the mentally retarded is reflected in the fact that twenty-seven of the sixty-three responding superintendents indicated that they are contemplating such programs in the near future. Close contact with the current research projects should provide some clues relative to the nature of programs which should be established for the mentally retarded.

## Services for Speech Defective Children

Speech defects can often leave emotional scars on the

speech defective child. Growing concern with this problem is evidenced by the number of teachers prepared to aid with the problem of restoring at least acceptable speech to their charges.

An analysis of the extent of services for speech defective children sponsored through the county school offices revealed that six counties have made personnel available to care for the needs of the rural children in these counties. These six counties embrace two hundred ninety-five school districts, one thousand four hundred and seven teachers, and 40,259 pupils. Total estimated expenditures for the six counties were $41,000 for an average of $6,833 per county. The range per pupil served was sixty-eight cents in Berrien County to two dollars and twenty-nine cents in Sanilac County. The average per pupil cost of the speech correction service was one dollar and two cents. Costs for speech correction services were spread on the total enrollment in eligible districts and not on the actual number of pupils served.

Berrien, Muskegon, Sanilac, and Shiawassee Counties disclosed a need for increasing this service within their counties, and Bay and Ingham Counties felt that the speech correction services were adequate at this time. Calhoun and Hillsdale Counties revealed that some local school districts provide this service. Wayne County indicated that six local districts have entered into contract agreements to provide this service within their districts. Twenty-eight of the responding counties are envisioning some speech correction service within their counties in the next few years.

TABLE 17

EXTENT OF SERVICES BY COUNTY SCHOOL OFFICES FOR SPEECH DEFECTIVE CHILDREN AS MEASURED BY NUMBER OF DISTRICTS, TEACHERS, AND PUPILS SERVED, ESTIMATED AMOUNTS EXPENDED FOR SERVICES, AND PER PUPIL COST AS SPREAD ON TOTAL ENROLLMENT

| County | Number Eligible Districts Served in County | Number Teachers Served | Number Pupils Served | Estimated Amounts Expended for Service | Per Pupil Cost as Spread on Total Enrollment |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Bay | 61 | 101 | 4,000 | $ 5,400 | $1.35 |
| Berrien | 103 | 594 | 16,273 | 11,000 | 0.68 |
| Ingham | 12 | 230 | 6,000 | 7,500 | 1.25 |
| Muskegon | 20 | 290 | 9,000 | 8,000 | 0.89 |
| Sanilac | 20 | 97 | 2,400 | 5,500 | 2.29 |
| Shiawasee | 79 | 95 | 2,586 | 3,600 | 1.39 |
| Totals | 295 | 1,407 | 40,259 | $ 41,000 | |
| Range | | | | $3,600-11,000 | $0.68-2.29 |
| Average | | | | $ 6,833 | $1.02 |

In summary, relative to services for exceptional children rendered by county school offices, the following statements can be made:

1. Services for exceptional children provided by county school offices were limited. Most of the services made available to these children came from other county and State agencies.

2. There were an estimated six thousand nine hundred behavior problem children in the eligible districts of the responding county school superintendents. A small proportion of these children received some help from the child guidance clinics located in the large urban areas of the State. That these clinics were not readily accessible

to the children in the rural areas presented a serious problem.

3. Facilities of the Michigan School for the Blind were used by many of the respondents. Some county school offices made arrangements with the local school districts to provide services for the blind children in the rural areas. Services from the Michigan School for the Blind were generally regarded as adequate. An extension of services for blind children is envisioned by a few of the county school offices.

4. Legislation permits the establishment of services for crippled children. Among these services are instructional programs established in hospital schools. These programs are under the control of the superintendent of public instruction. The Crippled Children's Society has been cooperative in assisting with educational needs of these children. In several counties, arrangements have been made between the county school superintendents and the superintendents of local school districts to provide services in the urban centers for the blind children.

5. Many of the county school superintendents have indicated that they have made referrals to the Michigan School for the Deaf. One county reported utilization of facilities within a city school district. Several county school superintendents are aware of a need for providing improved services for the deaf children within their counties.

6. Services for the hard of hearing children received little attention from the county school offices.

There were approximately six thousand hard of hearing children in the eligible school districts. Twelve of the respondents are aware of the needs of these children in their counties and are planning services for them within the next five years.

7. Services for epileptic children were relatively meager. A few county school offices cooperated with the local school districts in large urban areas in providing some services. The small number of epileptic children in the school population, about two per each one thousand school population, may be one reason for the lack of interest in providing services for these children.

8. Cooperative programs for homebound instruction have been developed by a few of the respondents with the superintendents from city school districts. This service was not very prevalent in the small, rural school districts of the State. Approximately twenty-five percent of the responding county school superintendents are envisioning such service within the next five years.

9. Programs for the mentally gifted did not receive much attention from the county school offices. That a need for such programs exists was indicated by seventeen of the responding county superintendents.

10. The Michigan Demonstration Project for the Severely Mentally Retarded consists of three centers established for the purpose of determining what can be accomplished for the children and youth in this group. The centers are supported by grants from the W. K. Kellogg Foundation and are under the control and administration of the county

boards of education in the three counties where they are located.

11. Six counties provided speech correctionists from the county school offices. These speech correctionists served the children in the eligible school districts. One county reported that six school districts have entered into a cooperative contract agreement to provide services for the speech defective children in those school districts. A relatively large number, twenty-eight of the responding county superintendents, are aware of needs in their counties for this service and are planning speech correction service in their counties within the next five years.

# CHAPTER VII

## HEALTH IMPROVEMENT SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN

Health improvement services have been included in this study because of their tremendous importance and bearing on the quality of teaching and learning.

Coordination of health activities on the county level is extremely desirable. Special equipment and many of the services often are too expensive for the individual school districts. Coordination is frequently achieved through the cooperation of school and community health councils with the county board of health. Frequently, representatives from the county health office act as consultants to the health councils; sometimes they are actively engaged as members of these councils.

In-service teacher education such as workshops on the identification of common childhood diseases, use of charts and equipment in the diagnosis of poor vision, planning resource units on good nutrition, use of health department records and reports, screening for poor hearing, and other related matters on health improvement can add immeasurably to the total program of the school.

Health needs of the teachers are important and deserve attention from the school administrators, board of

education, and the local and county health departments. Regular physical examinations of teachers are required by many progressive intermediate school districts. Frequently, services are available to the classroom teachers from the county health departments without charge.

Many of the county school offices have developed programs for the screening of physical defects of children about to enter school. Many of these programs have been developed with the cooperation of the county health departments, the parents of the youngsters, and interested teachers and county school superintendents. Assistance from the Parent-Teachers Association through the "Summer Round-Up" program of that Association is frequently sought and received.

An examination of the data revealed that most of the health services within the school for the rural school children came from the county health departments. Figure 7 indicates the counties which have reported health services from the county health departments to the children of the rural schools in districts eligible for service from the county school offices.

The minimum staff which is recommended by the Michigan Department of Health for the county health departments consists of a director, two nurses, a sanitarian, and a clerk.[1] The county health departments are established by the county board of supervisors.

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[1]Maxine B. Virtue, Study of the Basic Structure of Children's Services in Michigan, p. 96. American Judicature Society for the James Foster Foundation, Ann Arbor, 1953.

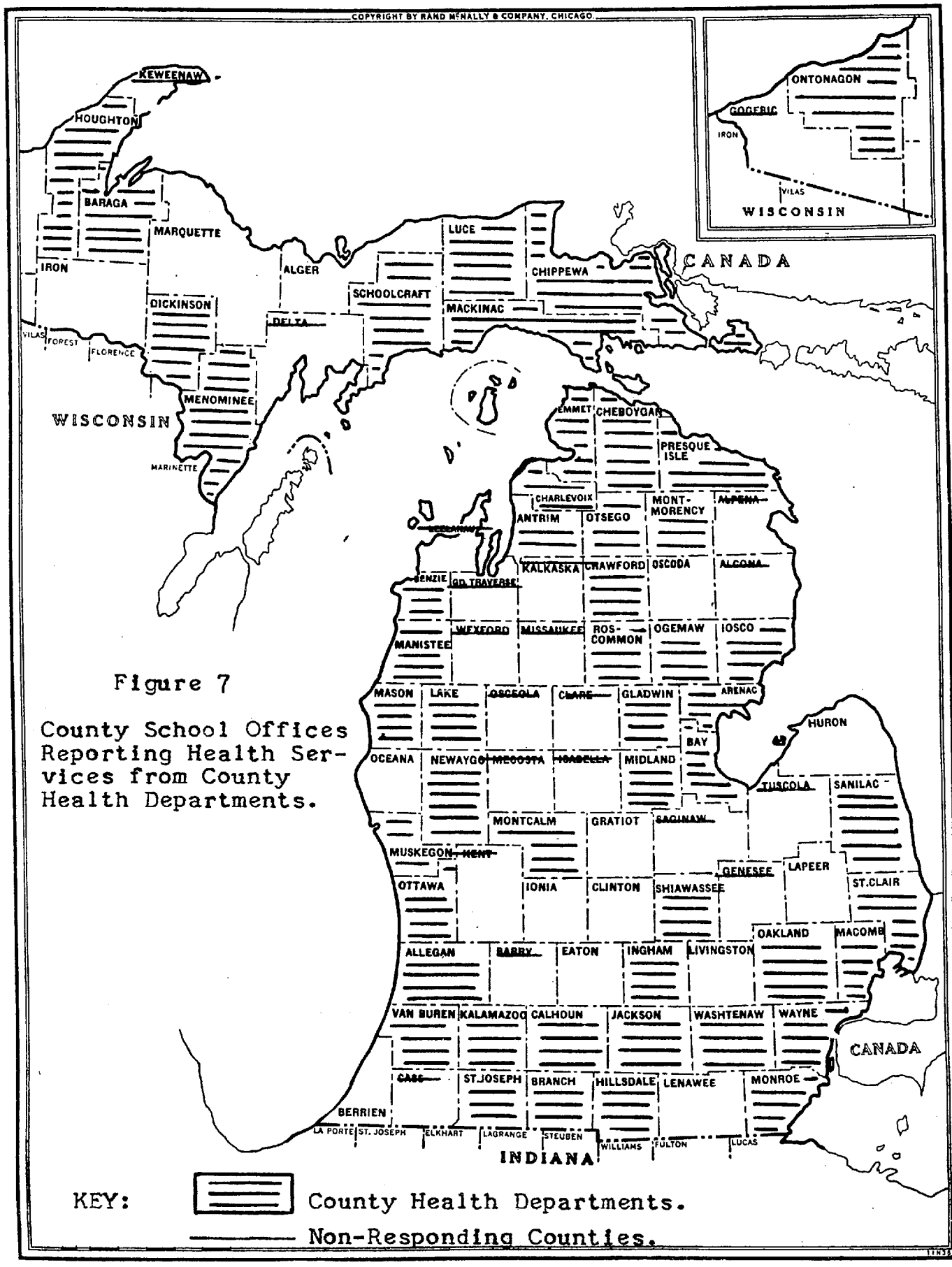



Figure 7

County School Offices Reporting Health Services from County Health Departments.

KEY: County Health Departments.

Non-Responding Counties.

TABLE 18

AVAILABLE HEALTH IMPROVEMENT SERVICES FROM COUNTY HEALTH DEPARTMENTS

| County | Nature of Health Service | | | | | |
|---|---|---|---|---|---|---|
| | Dental Health Programs | Environmental Sanitation | Hearing Testing | Vision Screening | School Dentist | School Nurse |
| Allegan | X | X | X | | | X |
| Antrim | | X | X | X | | X |
| Arenac | X | X | X | X | X | X |
| Baraga | X | X | X | X | | X |
| Bay | X | X | | X | X | X |
| Benzie | | | X | X | | X |
| Branch | X | | | X | | X |
| Calhoun | X | X | X | | | X |
| Charlevoix | X | | | X | X | X |
| Cheboygan | | | X | X | | X |
| Chippewa | | | X | | | X |
| Crawford | X | X | X | X | | X |
| Dickinson | | | X | X | | X |
| Emmet | | X | X | X | X | X |
| Gladwin | X | | X | X | | X |
| Hillsdale | X | X | X | X | X | X |
| Houghton | | | | X | | X |
| Ingham | X | X | X | X | X | X |
| Iosco | | | X | X | | X |
| Jackson | X | | | X | | X |
| Kalamazoo | X | X | X | X | X | X |
| Lake | | | X | | X | X |
| Luce | | X | X | | | X |
| Mackinac | | | X | X | | X |
| Macomb | | X | | | | X |
| Manistee | X | X | X | X | | X |
| Mason | X | X | X | X | | X |
| Menominee | | X | X | | | X |
| Midland | X | X | X | X | | X |
| Monroe | X | | X | X | X | X |

TABLE 18--Continued

| County | Nature of Health Service | | | | | |
|---|---|---|---|---|---|---|
| | Dental Health Programs | Environmental Sanitation | Hearing Testing | Vision Screening | School Dentist | School Nurse |
| Montcalm | X | X | X | | | X |
| Montmorency | | X | X | X | | X |
| Muskegon | X | X | X | X | X | X |
| Newaygo | X | | X | | | X |
| Oakland | | | | | | X |
| Ogemaw | | X | X | X | | X |
| Ontonagon | X | X | | | | X |
| Otsego | X | | X | | | X |
| Ottawa | X | X | X | X | X | X |
| Presque Isle | X | X | | | | X |
| Roscommon | X | X | X | X | X | X |
| St. Clair | | X | X | X | | X |
| St. Joseph | X | X | X | | | X |
| Sanilac | | | X | X | | X |
| Schoolcraft | | | | X | | X |
| Shiawasee | X | X | X | | | X |
| Van Buren | | X | X | X | | X |
| Washtenaw | X | X | X | X | X | X |
| Wayne | X | X | | X | | X |
| Total Counties Receiving Service 49 | 29 | 31 | 38 | 34 | 13 | 49 |

The chief functions of the county health departments are the immunizing and examining of school children, collecting and analyzing vital statistics, checking sanitary conditions within the schools of the county, controlling communicable diseases, and promoting various school and community health programs, often with the assistance of health councils.

Forty-nine of the responding counties indicated that they have received various health services from the county health departments. Fourteen counties did not indicate any services from these departments. There were no county health departments reported in eight counties.

School nurse service was the most frequently reported service. Assistance with dental health programs was reported by twenty-nine county superintendents. Thirty-eight counties reported assistance with hearing testing, and thirty-four received help with vision screening. Environmental sanitation service by the county sanitarian or sanitary engineer was reported by thirty-one of the responding counties. Only thirteen of the county school superintendents have reported school dentist service for the boys and girls of the eligible districts which would look to the county school office for services.

## Dental Health Programs

To minimize the extent of tooth decay and improve the general dental health of the pupils, sound programs of dental health are a necessity. Many teachers prepare and teach lessons on good dental health. Others need the stimulation or assistance from someone in the school administrative office or the health department.

Forty-six percent of the respondents indicated that they have received some assistance from the county health department in providing dental health services for the children in the county schools served by the county school

office. A few of these counties revealed that they have participated in the State-sponsored fluoride programs. Others indicated that the dental health program was a local school responsibility. Ten counties envisioned a need for expansion of these services.

## School Dentist Service

Some county health departments have a dentist on their staff who, among other duties, takes care of dental health needs of indigent school children. This is a relatively expensive service. Thirteen of the sixty-three responding superintendents or about twenty-one percent, indicated that this service was available to their children from the county health departments. Three counties receiving this service disclosed that it was inadequate and that it should be increased. Four counties not receiving school dentist service disclosed that they were envisioning such service within the next five years.

## Environmental Sanitation

Responsibilities such as checking on the adequacy of toilet and washing facilities, the handling and distribution of milk to school children, proper refrigeration of food in districts operating lunch programs, adequacy of heating and lighting of school buildings, adequacy of refuse disposal, and similar matters fall in the category of services provided by the school sanitarian or sanitary engineer. A little less than half of the responding county school superintendents indicated that this service was provided the schools

served by the county school offices. Two of the counties were satisfied that this service was adequate. Three counties receiving the service believed it was inadequate. The remaining county school superintendents receiving this service had no opinions relative to the adequacy of this service. Seven of the counties which did not report this service indicated that they were envisioning environmental sanitation service within the next five years.

## Hearing Tests

Group audiometer tests to determine hearing loss of school children were given in some intermediate school districts. Children found with hearing deficiencies were frequently given a more exacting pure-tone audiometer test to further ascertain the amount of hearing loss. Parents of the children were notified concerning the extent of the child's hearing loss and referred to hearing specialists who recommended measures to be taken in correcting the deficiency.

Sixty percent of the respondents indicated that some tests were given to the children to determine the amount of hearing loss. These did not necessarily follow the procedure outlined above. Some of these tests have been given with the assistance of the State Department of Health. All of them have been given with the assistance of the county health departments. Macomb County reported that a number of districts screen for hearing loss every three years.

Ten counties receiving the service have indicated a need for increasing this service. Two counties are satisfied that the service is adequate at the present time. Nine

counties which did not provide the service indicated a need for it and are planning for such service within the near future.

## Vision Screening

Success in schoolwork depends upon good vision. Many intermediate school districts have cooperated with county health departments in establishing vision screening programs. Teachers often lack preparation for this activity and do an inadequate job of screening. For example, tests for myopia are usually satisfactory; however, tests for presbyopia and astigmatism are not very satisfactory.

Fifty-four percent of the respondents indicated that some assistance with vision screening was received from the county health departments. Four of the county school superintendents pointed out that this was a local school district responsibility and that local districts had given their own tests. Allegan County indicated that the vision screening was performed by two technicians who were paid by the local school districts. Huron and Lapeer Counties disclosed that the cost of this service was defrayed by the Lions Clubs in those counties. Macomb County indicated that the service was provided by the local school districts which receive financial assistance from the Lions Clubs. This program was promoted about once in every three years. In Menominee, vision screening equipment was made available to all of the school children through the cooperation of two large school districts. Three counties pointed out that the cost of the

vision screening program was prorated among the several districts receiving the service.

Three counties receiving services from the county health departments indicated that the service was adequate. Nine counties pointed out that the service was inadequate and should be increased. Of the counties not providing this service, eight indicated that they are envisioning such service within the next five years.

## School Nurse Service

The school nurse often is a key person in the coordination of health activities within the county. These activities usually consist of programs for the control of communicable diseases, providing information on better nutrition, arranging for chest X-rays in the communities, making home calls in cases where there is serious illness or disease, assisting in hearing and vision screening, making available information on good dental health practices, and numerous other activities related to health improvement.

All of the responding superintendents who received services from the county health departments indicated that school nurse service was provided. One county, Marquette County, provided its own school nurse who was paid from county school office funds. She served sixteen districts, one hundred thirty-seven teachers, and three thousand three hundred and ninety-eight pupils. Three thousand two hundred and fifty dollars was expended for this service. This service cost the county school office approximately ninety-six cents per pupil served. Huron County reported that several

of the smaller districts have combined to provide this service locally within their districts.

Three county school superintendents pointed out that the school nurse service from the county health department was adequate, and seven indicated a need for increasing this service. Four counties not reporting school nurse service are contemplating this service in the near future.

## Mental Health Programs

Because of the increasing evidence of mental health cases, greater attention is being given to the need for the development of good mental health programs. One of the outstanding mental health authorities in the United States, William Menninger, has repeatedly prevailed upon school people to exert more interest and more effort in this area. Many of the larger states have mental health committees which are concerned with improving and coordinating mental health facilities and programs on a state-wide level.

The schools have a definite role in the promotion of good mental health. An examination of mental health programs developed by the county school offices revealed that little was being accomplished in this area. Eight of the respondents disclosed that some programs were developed in connection with the child guidance clinics in their areas. Macomb County indicated a limited program by the visiting teachers. Midland County disclosed a program in collaboration with the Saginaw Valley Clinic. Monroe County pointed out that a county-wide study is now being developed to

ascertain the needs and the nature of the required mental health program for that county. Discussions by teachers of mental health of teachers and pupils in various meetings was reported by Montcalm County. That a need for such a program exists was revealed by twelve of the responding county school superintendents. Eight counties having limited programs indicated a need for expansion of these programs.

## Safety Education Programs

With the dangers existing in the homes, on the streets, and on the highways, the need for safety education becomes very pressing. The schools have a definite role in this matter and can be of assistance to the various authorities concerned with safety.

Baraga County disclosed some assistance relative to safety matters from the State Conservation Department. Several of the counties pointed to assistance from the State and local police departments. Several counties indicated that they were participating in the State-reimbursed program designed to improve the skills of the school bus drivers. Muskegon County reported a county safety director whose responsibility it was to coordinate safety education within the county. A need for improving this service and placing greater emphasis upon it was indicated by twelve of the responding county school superintendents.

## Camping and Outdoor Education

Michigan is generally regarded as one of the leading states in the provision of facilities for school camping and

outdoor education. This service, however, is generally restricted to some of the larger school districts within the State.

One county school office provides rather adequate facilities for camping education. Iron County Youth Camp was established through the efforts of the county school office. During the school year 1953-54, $16,979 was expended by the county school office on this project. The superintendent reported that it is one of the finest school camping programs in the nation. During the school year 1954-55, six hundred and seventy-eight boys and girls between the ages of nine and fourteen were registered for a week or more of camping. Northern Michigan College conducts an off-campus residence credit course in outdoor education at the camp. The camp has been in existence for more than three years, and a continuous plan for improvement is in operation.

Fifteen county school superintendents disclosed that they are contemplating the exploration of camping and outdoor education within their counties.

## Supervised Recreational Activities

A need for physical fitness programs is quite apparent. For the smaller school districts, it appears a natural function for the county school office to promote such supervised recreational programs.

A program of physical fitness which grew out of the needs of World War II, continues in operation in Wayne County.

The supervised physical fitness program consists largely of assisting the smaller school districts with their recreational programs, providing a mimeographed booklet describing various indoor and outdoor games, refereeing various softball, football, and basketball games played in competition between the schools, and planning wholesome recreation for the teachers within the county. These programs are entirely financed from county school funds. During the school year 1953-54, twenty-five districts, five hundred and nine teachers, and twenty thousand one hundred and two pupils were served. The total expenditure for this service was seventeen thousand dollars. The cost per pupil served was approximately eighty-five cents.

Twelve of the responding county school superintendents are envisioning supervised recreational activities within their counties in the next five years.

In summary, concerning the status of health services in the eligible districts in Michigan, the following observations can be made:

1. Coordination of health activities appear to be the responsibility of the county health departments. Forty-nine counties, or approximately seventy-eight percent of the respondents, indicated health improvement services from the county health departments. One county reported that they have their own nurse who is paid from county school funds. The two most frequently mentioned services from the county health departments were hearing testing and vision screening.

2. Forty-six percent of the respondents indicated that the schools under their jurisdiction have received some assistance and stimulation from the county health departments in the development of dental health programs. A few of the counties reported that they participated in the State-sponsored fluoride programs. An expansion of the dental health programs was anticipated by ten of the responding county superintendents.

3. Twenty-one percent of the county superintendents disclosed that some children in the eligible districts received the relatively expensive school dentist service from the county health departments. Four counties not receiving this service believe that it will be provided in the near future.

4. A little less than half of the respondents disclosed that their county schools received environmental sanitation services from the county health department. These services consisted of checking for adequacy of heating and lighting, making suggestions for proper refrigeration and handling of school lunches, checking the toilet and washing facilities, and engaging in similar and related school health activities and programs.

5. Group audiometer tests were given to some school districts in the rural areas with the assistance of the county health departments. Some of these tests were given with assistance from the State Department of Health. In most cases, children with hearing loss in the original testing were given more exacting tests to determine the

amount of hearing loss. Those with serious defects were urged to see their doctors. Nine county school offices not receiving this service indicated a need for it.

6. Fifty-four percent of the county school offices reported vision screening programs with assistance from the county health departments. In one county, two technicians were employed and paid by several local districts. In three other counties, the vision screening program was developed by the county school office, and the cost was prorated among the several districts receiving this service. Nine counties disclosed that their vision screening programs were inadequate and that they should be improved and increased. Of the counties not providing this service, eight indicated that they are envisioning vision screening programs in their counties within the next few years.

7. All forty-nine counties which had a county health department received school nurse service. One county provided their own school nurse who was paid from county school funds. This service cost the county ninety-six cents per pupil served. Several county school offices revealed that the school nurse service from the county health department was inadequate and should be increased. One county reported that several of the districts have cooperated in a contractual arrangement for school nurse service for their pupils.

8. Although the mental health programs are best coordinated on the State level, the county school superintendent has numerous opportunities for this service on the

county level. Some of the counties disclosed mental health programs in connection with child guidance clinics. One county pointed out that a county-wide study of mental health problems is under way with the purpose of ascertaining the direction the program should take. Twelve county superintendents not providing any service in this area indicated that a need for an extension of mental health services exists.

9. Several counties pointed to assistance received in safety education from State and local police authorities. One county reported assistance from the State Conservation Department. Several counties participated in the State-reimbursed program designed to improve driving skills of school bus drivers. A general need was disclosed for improving service in the area of safety education.

10. One county in the Upper Peninsula reported an extensive school camping program financed with county school office funds. Several hundred boys and girls between the ages of nine and fourteen received a week or more of camping. Fifteen of the responding county school superintendents are contemplating the exploration of school camping and outdoor education.

11. Only one county school office provided a well-organized and supervised program of recreational activities for the pupils in the eligible districts. A diversified program of indoor and outdoor games was developed. A need for such programs was disclosed by the county school superintendents of twelve other counties.

# CHAPTER VIII

## GUIDANCE AND ATTENDANCE SERVICES PROVIDED BY COUNTY SCHOOL OFFICES IN MICHIGAN

Because of the increasing complexity of education, greater emphasis is being placed upon guidance services. Both preventive and therapeutic activities are stressed in the development of an adequate guidance program. The importance of keen insight in relation to problems of others, an appraisal of a situation, an ability to formulate plans and procedures for a preventive and therapeutic guidance program, and mostly, an ability to carry through with activities resulting in improvement of persons, groups, and institutions are qualities which are basic to a guidance person in an evolving guidance program. Greater emphasis on a common-sense approach to guidance program development is an encouraging sign. Inclusion of teachers on committees designed to develop guidance programs for schools and school districts appears to be a healthy development.

### Attendance Officer Service

The role of the attendance officer has been viewed from many different angles. Agreement has been reached at least on one point by the majority of school people, that is, that the attendance officer should not be a truant officer in the older concept of the term. Greater emphasis should

be placed on preventive measures relative to attendance of pupils in schools. Making the school experience more meaningful to the learners by providing activities and programs suitable to the interests and needs of the pupils, by an understanding approach to the problems of youngsters, by thorough analysis of potentialities of these pupils, and by providing child welfare services such as clothing and food to destitute children in an effort to keep them in school are emphases which should be given to the problem of school attendance.

An analysis of data concerning attendance and child welfare services indicates that emphasis is being placed on child accounting activities in Michigan. In view of recent legislation which demands child accounting by county school superintendents, this emphasis is quite understandable. All responding counties have indicated some child accounting services. In the vast majority of counties, the child accountant was a clerk who performed this service on a part-time basis. One county, Wayne County, reported a full-time director of child accounting. Child accounting is not within the scope of this study.

An examination of attendance officer service as measured by number of districts, teachers, and pupils served reveals that five counties have provided attendance officer services. These attendance officers served a total of two hundred ninety-eight districts, two thousand one hundred and fifty-six teachers, and 64,797 pupils. For comparative purposes, there were two thousand six hundred eligible districts, six thousand one hundred and ten eligible teaching

positions, and 172,703 eligible pupils reported by the sixty-three responding county school superintendents.

TABLE 19

EXTENT OF ATTENDANCE OFFICER SERVICE AS MEASURED BY NUMBER OF DISTRICTS, TEACHERS, AND PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND PER PUPIL COST OF SERVICE

| County | Number Districts Served | Number Teachers Served | Number Pupils Served | Estimated Expenditures for Service | Per Pupil Cost of Service |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Bay | 56 | 101 | 2,886 | $3,800 | $1.32 |
| Berrien | 103 | 594 | 16,273 | 4,000 | 0.24 |
| Jackson | 55 | 420 | 10,728 | 4,400 | 0.40 |
| Muskegon | 59 | 532 | 14,808 | 8,000 | 0.54 |
| Wayne | 25 | 509 | 20,102 | 8,000 | 0.39 |
| Totals | 298 | 2,156 | 64,797 | $28,200 | -- |
| Range | 25-103 | 101-532 | 2,886-20,102 | $3,800-8,000 | $0.24-1.32 |
| Average | -- | -- | -- | $ 5,640 | $0.44 |

Total expenditures of the five counties reporting attendance officer services amounted to $28,200, with a range of thirty eight hundred to eight thousand dollars expended for this service. The average expenditure per county was five thousand six hundred and forty dollars per county with an average cost of forty-four cents per pupil.

Twenty-one counties are envisioning attendance officer services in the future. Three of the counties indicated that they were satisfied that these services are adequate, and one county, Wayne County, disclosed that less emphasis will be placed on attendance officer services in the future.

## Psychological Testing Services

Psychological testing services consisting primarily of administering and interpreting various tests such as vocational aptitude, personality inventories, and other related diagnostic instruments are basic to the understanding of children with objectionable behavior problems, mental retardation, and social and emotional maladjustment. On the basis of these test results, a program designed to eliminate these difficulties can be devised, often with the assistance of other related agencies in the county. Sometimes, in cases of serious emotional instability, the services of a psychiatrist are sought.

Wayne County disclosed that psychological testing service was available from the county school office. A total of twenty-five districts, five hundred and nine teachers, and a total enrollment of 20,102 pupils had access to this service. The estimated cost of this service was seven thousand dollars, and the cost, spread on the total enrollment in the eligible school districts, was thirty-four cents per pupil.

Eighteen of the responding county school superintendents have indicated that they are envisioning this service for the pupils in their counties. Wayne County, which provides its own psychological testing service, indicated that the service should be increased.

## Student Counseling Service

Counseling services consisting primarily of person-to-person relationships such as assisting students with personal

and school problems, problems of group living, and other related matters deserve attention from the schools. Sometimes classroom teachers do an effective job in student counseling. Often more specialized assistance is necessary to aid in the student's adjustments.

Muskegon County has developed a program which places emphasis on obtaining information and recording information concerning students which will enable qualified persons to counsel students on the basis of this information. This program was developed on a county-wide basis with the cooperation of Western Michigan College and a group of volunteer teachers from Muskegon County. Although the program is in its infancy, the outlook for it is extremely encouraging.

That a need for this service exists was indicated by seventeen of the responding county school superintendents. This represents twenty-seven per cent of the sixty-three respondents.

## Visiting Teacher Program

The visiting teacher program in Michigan is a program which grew out of the concern with juvenile delinquency during World War II.[1] It developed largely out of the recommendations of the Youth Guidance Committee appointed by the Governor of Michigan, Harry F. Kelly, which studied the problems of personal and social adjustment of boys and girls.

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[1] State of Michigan, A State Plan for the Michigan Visiting Teacher Program, p. 1. Bulletin No. 342 (revised). Lansing: Department of Public Instruction, 1954.

Act 38 of the Public Acts of 1944[1] provides the legal basis for this service. The Act permits the establishment of these programs by the various school districts, county school superintendents, or groups of school districts. Evidence must be forwarded to the superintendent of public instruction indicating needs. Further stipulations of the Act require that the visiting teacher have special preparation to discharge his duties as visiting teacher. Minimum qualifications require evidence of successful experience with children, parents, teachers, and the community in his chosen work, a valid Michigan teaching certificate, three years of successful teaching experience, a broad background in the social sciences, and thirty hours of graduate work in courses designed to give the candidate a background and preparation for visiting teacher service. The visiting teacher works with the child, the school staff, the home, and the community and State agencies.

An examination of the data concerning the extent of visiting teacher service provided by the county school offices for the eligible school districts within the county revealed the following: four counties provided visiting teacher services, Wayne County reported five visiting teachers, and the other counties reported one in each county school office. A total of one hundred and thirty-three eligible school districts were served which included one thousand one hundred and sixty-six teachers and 39,634 pupils.

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[1]State of Michigan, General School Laws, pp. 220-221. (Revision of 1952.) Lansing: Secretary of State, 1952.

TABLE 20

EXTENT OF VISITING TEACHER SERVICE AS MEASURED BY NUMBER OF DISTRICTS, TEACHERS, AND PUPILS SERVED, ESTIMATED EXPENDITURES FOR SERVICE, AND PER PUPIL COST OF SERVICE

| County | Number Districts Served | Number Teachers Served | Number Pupils Served | Estimated Expenditures for Service | Cost of Service Per Eligible Pupil |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| Jackson | 34 | 80 | 2,124 | $ 5,100 | $2.40 |
| Muskegon | 59 | 532 | 14,808 | 5,000 | 0.34 |
| Oakland | 15 | 45 | 2,600 | 6,500 | 2.50 |
| Wayne | 25 | 509 | 20,102 | 42,000 | 2.08 |
| Totals | 133 | 1,166 | 39,634 | $58,600 | -- |
| Range | 15-59 | 45-532 | 2,124-20,102 | $5,000-42,000 | $0.34-2.50 |
| Average | -- | -- | -- | -- | $1.48 |

The total estimated expenditures for all four counties reporting visiting teacher service was $58,600. The average expenditure per visiting teacher employed was seven thousand three hundred and twenty-five dollars. The cost of this service, as spread over the total enrollment of the eligible school districts served, was one dollar and forty-eight cents per pupil.

Jackson and Muskegon Counties indicated a need for increasing the service, and Oakland and Wayne Counties pointed out that they were contemplating decreasing the visiting teacher service. Twenty-one of the responding counties not providing this service indicated a need for it and are contemplating providing this service within the next five years.

## Systematic Vocational Information Service

New job opportunities, over-crowded fields, special job requirements concerning preparation, and other related problems in job placement require the dispensing of vocational information which will enable the student to find his place in the world of work. Vocational information is frequently provided through the school newspapers which devote columns to this matter. Sometimes information is made available through circulars provided by government and industry. Often specially prepared bulletins are available from libraries which review pertinent facts concerning job opportunities. Too often this service is very fragmentary and does not give the job-seeker an adequate view of the various opportunities in employment.

None of the counties in Michigan reported systematic vocational information service from the county school offices. That this service is apt to receive little attention within the next five years is evident by the fact that only five of the responding county school superintendents have indicated that they are considering this service from the county school offices in the near future.

In summary, concerning guidance-attendance services from county school offices in Michigan, the following points can be made:

1. Greater emphasis was being placed on child accounting than on attendance officer service. In most counties, the child accountant was a clerk who performed this service on a part-time basis. Five counties employed

attendance officers, and the per pupil cost of this service was forty-four cents.

2. One county provided psychological testing services from the county school office. The estimated cost of this service was seven thousand dollars. Spread on the total enrollment of the eligible districts served, the per pupil cost was thirty-four cents. Eighteen of the respondents indicated that they are envisioning a comparable service within the next five years.

3. One county reported a student counseling service from the county school office. Twenty-seven per cent of the respondents indicated that a need for this service exists and that they are contemplating this service within the near future.

4. Visiting teachers were available in four of the responding counties. These counties reported twenty-three per cent of the total eligible pupils of the responding counties. The average expenditure per visiting teacher was seven thousand three hundred and twenty-five dollars. The per pupil cost of this service as spread over the total enrollment of the eligible school districts served was one dollar and forty-eight cents.

5. None of the responding county school superintendents indicated systematic vocational information services from their county school offices. Five of the respondents are thinking about providing this service in the near future.

# CHAPTER IX

## CONCLUSIONS, RECOMMENDATIONS, AND SUGGESTIONS FOR FURTHER STUDY

Historically, supervision of instruction was emphasized as the main role of the county school superintendent. Early legal provisions stipulated specific duties and responsibilities concerning the improvement of the instructional programs within the county school districts. The county superintendency was established largely because of concern with the inadequacy of supervision on the part of early township school inspectors.

Through the years, however, the role of the county superintendent has changed from emphasis on instructional improvement services to emphasis on general administrative and business and finance services. This change has come about largely through problems of local school districts and legal provisions which make certain duties and responsibilities mandatory.

Legal provisions requiring specific services, small county school office budgets, and an inadequate supply of specially prepared resource personnel have been contributing factors in limiting the extent of instructional services provided from the county school offices in Michigan.

A significant statement in connection with providing

instructional services in Michigan was made recently by Howard A. Dawson. The following remarks deserve some attention:

> Michigan and Iowa are the only Midwest states that have taken intelligent and progressive steps through legislation to establish the county superintendency on a sound basis. What those states now most need in this respect is to increase the services that community schools should get from the county intermediate units.[1]

Greater emphasis on instructional improvement through provision of instructional services to the local school districts is desirable, even if it means delegating many of the business and finance functions to others in the county school offices. Instructional programs will improve only in proportion to the amount of time devoted to planning, developing, coordinating, and evaluating instruction within the various counties.

Since the school district organization in many of the counties does not permit efficient and economical provision of needed instructional services, in spite of reorganization, the county school office becomes an extremely important office in equalizing educational opportunities by providing many of the needed instructional improvement services.

As a result of gathering, weighing, and evaluating the data, including some based on the questionnaire which were not treated earlier but which are pertinent to the study, certain conclusions can be stated concerning the county school office in Michigan.

1. The service receiving greatest emphasis from the county school offices was the supervision of elementary

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[1]Howard A. Dawson, "A Blueprint for Progress," Phi Delta Kappan, XXXVI (October, 1954), 60.

education in the eligible school districts within the counties. This service was rendered largely by helping teachers in the larger counties and by county superintendents in the smaller counties. In the larger counties employing helping teachers, supervision of instruction was exclusively the responsibility of these specialists. In counties where the county superintendents were supervising instruction, the amount of time devoted to this service varied, in general, inversely with the size of the counties. From ten per cent to fifty per cent of the superintendent's time was allotted to this service. In counties employing helping teachers, the per pupil expenditure for this service was $1.80 as compared with $2.06 in counties where the county school superintendent devoted a percentage of time to this service. Estimated expenditures were based on those portions of the superintendent's salary which reflected the percentage of time devoted to supervision of instruction. Almost all of the sixty-three responding county school superintendents indicated a need for increasing this service. Two counties pointed out that this service is being decreased in those counties.

2. Organized plans for the coordination of elementary and secondary education within the counties, and integration of special subjects such as art, music, and crafts were reported by few of the county school superintendents. A need for such coordination and integration was expressed by the majority of the respondents.

3. Services for exceptional children provided

directly by the county school offices were extremely limited. Most of the services in this category were provided by other agencies such as the child guidance clinics scattered in urban areas throughout the State, the Michigan School for the Blind, the Crippled Children's Society and Crippled Children's Commission, the Michigan School for the Deaf, and various city-school districts providing services such as homebound teachers, services for epileptic children, and services for the mentally retarded. Speech correction services in the eligible districts were largely limited to six counties which provided specialized personnel. The cost of this service spread on the total enrollment in the eligible districts within these counties was $1.02 per pupil. Twenty-eight of the responding county school superintendents, or forty-four per cent of the respondents, are aware of the needs in their counties for this service and are planning speech correction service in their counties within the next five years.

4. Health improvement services, such as hearing and vision screening, environmental sanitation service, dental health programs, school dentist service, and school nurse service were provided almost exclusively by the various county boards of health. One county provided its own school nurse who was paid from county school funds. Generally, health services were quite adequate and covered a large area of the State. Some counties indicated mental health programs in connection with the child guidance clinics which are supported by the State Department of Mental Health and various local agencies.

5. Audio-visual equipment to enrich the instructional programs in the eligible school districts were reported by less than half of the responding counties. Tremendous variations were reported concerning the amount of equipment available. From one to ten assorted pieces of audio-visual equipment were available from county school offices. Audio-visual materials were reported by even fewer respondents. Those counties reporting expenditures for this service expended an average of thirty-eight cents per pupil served. About one-third of the pupils in all of the reported eligible districts benefited by this service. Almost all of the superintendents indicated a need for increasing this service.

6. Art education supervision from the county school office was limited to two county school offices. Only a few of the superintendents are anticipating this service in the near future.

7. Vocal music programs and supervision came largely from two sources: (1) Through a direct music supervision program from the Extension Service of Michigan State University, which provided three vocal music supervisors to serve rural schools in eighteen counties; and (2) through the University of Michigan Radio Classroom broadcasts, which served several hundred rural school classrooms. Fewer than fifty per cent of the children in the eligible districts benefited by these two programs.

8. Programs and supervision of programs in agricultural, homemaking, and trade and vocational education in the rural areas of the State were almost exclusively under the

sponsorship of the Extension Service of Michigan State University. The majority of these programs, however, were carried on outside of the schools.

9. County curriculum committees were reported by less than half of the respondents. The majority of these were committees of teachers whose chief function was textbook selection. The least frequently mentioned function of the committee was defining curricular problems.

10. A little more than half of the respondents indicated that county-wide achievement tests were administered by the county school offices. California, Metropolitan, and Stanford Achievement tests were the most frequently used tests, and these were administered in about an equal proportion by the various counties. The average per pupil expenditure for this service in these counties was nineteen cents. A few of the counties indicated that the cost of the testing program was prorated among the various districts receiving this service. Fourteen county school offices which did not report testing programs from their offices indicated that they are envisioning testing programs within the next five years.

11. Curricular improvement publications in the improvement of teaching and learning in the eligible districts were not fully utilized. Fewer than one-third of the respondents provided some of these publications within the last three years. These consisted of courses of study, bibliographies, teacher study guides, educational monographs, and resource units. Teacher study guides were most frequently mentioned in connection with this service.

12. Services such as curricular research and pilot projects which appear to be a natural function of the county school office did not receive much attention from the county school superintendents. Very few of the superintendents are envisioning programs of this nature in the near future.

13. Concerning in-service teacher education, little more than the legally authorized county institutes were provided by the county school offices. Workshops were reported by twenty of the sixty-three respondents, and the area receiving the most attention was general curricular improvement. In-service teacher education in improving the quality of teaching and learning in the rural areas of the State was not being utilized to its fullest extent by the county school offices.

14. Organized instructional materials centers were reported by few of the county school superintendents. Seventeen of the respondents indicated that they had an assortment of supplementary textbooks on a variety of subjects. Of the seventeen county school offices reporting instructional materials other than supplementary textbooks, eleven indicated that they provided some resource units, fifteen provided some teachers' guides, nine made available folders of pictures, and twelve provided folders of pamphlets. Charts and graphs were available from six county school offices. One county provided wall murals, and three county school offices made available some maps and globes. Of the two counties reporting expenditures in connection with their instructional materials centers, one reported a per pupil

expenditure of twenty-four cents and the other an expenditure of sixteen cents. Eleven of the responding counties envisioned an instructional materials center in the county within five years.

15. Children in the rural areas received library services from the State library, county libraries, libraries established in the county school offices, township libraries, school district libraries, and public libraries in towns and cities. There was a tremendous variation relative to availability and accessibility of books. In some counties, they were abundant and relatively easy to obtain while in others, library books were scarce and, apparently, not as accessible.

16. One county in the Upper Peninsula reported an extensive school camping program financed with county school office funds. Fifteen of the responding county school superintendents are contemplating the exploration of school camping and outdoor education. Only one county school office provided a well-organized and supervised program of recreational activities for the pupils in the eligible districts. A diversified program of indoor and outdoor games was developed. A need for such programs was disclosed by the county school superintendents of twelve other counties.

17. Concerning guidance-attendance services, data disclosed considerably greater emphasis on child accounting than on attendance officer service. One county provided psychological testing services from the county school offices, and one county reported a student counseling service. Visiting teachers were available in four of the responding counties.

These counties reported twenty-three per cent of the total eligible pupils in the responding counties. The per pupil cost of this service as spread over the total enrollment of the eligible school districts served was one dollar and forty-eight cents.

18. Forty-one of the sixty-three responding county school superintendents, or sixty-five per cent, indicated a need for a State Department of Public Instruction consultant to the county school superintendents. Three superintendents were not sure whether there was a need for a consultant. Nineteen county school superintendents could not see a need for a consultant from the Department of Public Instruction. Assistance in developing new instructional services, assistance with in-service teacher education programs, aid to new county school superintendents with difficult problems, definite advice on budget-making, help with fiscal and child accounting matters, aid in working with school boards, help with personnel recruitment problems, assistance with legal matters, and assistance in coordinating and evaluating county school programs were the most frequently mentioned services which this State consultant could perform. The majority of county school superintendents who favored a consultant believed that this service should be financed by the State Department of Public Instruction.

19. Twenty-eight of the county school superintendents, or forty-four per cent of the respondents, looked upon themselves as State officers working on a county level. Some of the reasons given, in order of frequency, were as follows:

the county superintendents are paid by the State; they enjoy more freedom and are less subject to local pressure; they are liaison officers of the State Department of Public Instruction; their chief responsibility is coordination between the State office and local school districts; and they enjoy greater prestige as State officers. Seven of the county school superintendents indicated that they are partly State and partly local officers. Ten indicated that they thought of themselves as strictly local school officers. Reasons given for this position were as follows: (1) there is a closer relation between the county school office and the local school districts than exists between the county office and the State department, and (2) education is a local responsibility and there should be local control. The other superintendents did not have any opinions relating to their present status.

20. Thirty-seven county superintendents, or sixty per cent of the respondents, preferred to give instructional services to all districts within the county. Thirty-two per cent felt that instructional services should be provided only to the primary and small, fourth-class districts. The majority of superintendents preferred direct instructional services to the small districts and consultative services to the large districts. The most frequently mentioned means of applying for services to the county school office were by letter, telephone, and personal interview.

21. Various blocks to increasing instructional services were presented. Thirty-five of the responding superintendents indicated blocks of a financial nature. Eight

pointed to the attitudes of the boards of supervisors, and five indicated inability to find qualified resource personnel. Disinterest on the part of county boards of education was mentioned three times, and a lack of understanding on the part of local school districts of the potentialities of the county school office as a service center was also mentioned three times. Two superintendents mentioned tradition as a block to providing more instructional services from the county school office.

22. Concerning methods of financing additional services from the county school offices, the superintendents believed this could be accomplished by one or a combination of the following, given in the order of frequency of mention: a county tax levy, additional State financial assistance, prorating costs to districts receiving services, pooling funds of local districts, cooperative programs among districts within the county, and contract agreements with the county office to provide certain services.

23. Generally, the number of services provided from the county school offices varied in proportion to the wealth of the counties. Many of the county office budgets in the smaller counties were so meager that it was impossible to provide basic services even to the one-and two-room school districts.

24. The leadership role of the county school superintendents in planning, developing, coordinating, and evaluating instructional services was hampered by too many detailed clerical responsibilities. Prestige of the office can be

enhanced through more vigorous leadership in providing those services which appear to be the natural functions of the county school offices.

25. Although the majority of responding county school superintendents have done an excellent job in district reorganization, it is evident that a few counties have not given proper attention to this matter. Also, services in a few sparsely populated counties of about four or five thousand population are so expensive that they demand consolidation with one or more contiguous counties. A good educational structure is basic to providing instructional services effectively and economically from the county school offices.

## Recommendations

The following recommendations are advanced for the consideration of those who are concerned with the quality of education in the rural areas of the State of Michigan. Only those recommendations which are in the realm of reality and are possible to achieve without a tremendous expenditure of money are here suggested.

1. A need exists for a clarification and evaluation of the role of the county school superintendent within the total structure of the State educational system. Toward this end, a committee consisting of professional school personnel as well as representative lay people should be appointed to study this matter, particularly with a view toward allocation of responsibilities among the State, counties, and local school districts. This group could very well coordinate its

activities with the Advisory Committee on the Intermediate School District in Michigan.

2. Further reorganization, especially along community school lines, still presents a problem in some counties. Also, consolidation of sparsely populated counties to provide needed instructional services more efficiently and economically is indicated. Good school organization is basic to provision of instructional services.

3. A careful consideration of the reimbursable programs, such as the visiting teacher program and programs for exceptional children, should be further explored by some county school offices. Development of new legislation enabling county school offices to provide additional services should be considered. Expansion of present permissive legislation, especially in the area of services for exceptional children, should be further explored.

4. The Michigan Demonstration Project for the Severely Mentally Retarded consists of three centers established for the purpose of determining what can be accomplished for the children and youth in this group. The centers are supported by grants from the W. K. Kellogg Foundation and are under the control and administration of the county boards of education in the three counties where they are located. Careful study of the findings of this project should give county school superintendents clues to the nature of desirable programs for this group of youngsters.

5. A need for greater emphasis on in-service teacher education programs is indicated on the basis of the data

gathered in the questionnaire. Greater emphasis on county-wide workshops for learning new skills and improved effort on the part of teacher training institutions to reach the teachers in the more remote areas of the State would be highly desirable. Large teacher turn-over in the rural areas of the State makes pre-school conferences on a county-wide level extremely important. Some follow-up activities, especially where new teachers are involved, is a practice which should become quite common.

6. Balanced programs of instructional services should be goals of all of the county school offices. Placing too much emphasis on services for one group of children is undesirable, particularly when that group represents a relatively small percentage of the total enrollment.

7. Many county school offices have curriculum committees whose chief responsibility is the selection of textbooks. Desirable opportunities exist for expansion of functions to include such activities as determining curricular policies and practices, defining curricular problems, preparation of teaching aids, and evaluating instruction in the rural schools.

8. Guidance and attendance functions could very well be combined with counseling and systematic vocational information services.

9. Establishment of minimum desirable services in small, medium, and large counties should be explored. Also, desirable ratios of specialized resource personnel to number of classroom teachers and number of pupils served requires

further attention. Cost analysis of instructional services should be undertaken on a broader scale, and standards of minimum expenditures should be determined for the various services.

10. In view of the lack of interest in and apparent need for art supervision service, it might be feasible to combine this function with general supervision of instruction by providing helping teachers with good backgrounds in art education.

11. A further exploration of services rendered by other agencies within the county which provide services for children should be undertaken. With cooperation of other agencies, a surprisingly well-rounded group of services can be made available to the school children in the rural areas.

12. A need exists for preparation of teacher-librarians who will be in a position to help fellow teachers in utilization of instructional materials from libraries and instructional materials centers.

13. Because of the pattern of school organization in the counties, which necessitates sending students from primary and many fourth-class school districts to high schools in other districts, a need is indicated for better coordination of instruction, not only with respect to co-ordination between the elementary and secondary levels but, likewise, integration with special education fields such as music, art, and crafts.

14. Evaluation of instruction, especially in the rural, non-city, non-superintendency districts, deserves greater attention.

15. An acceptance of a leadership role in connection with educational activities within the county is important in the improvement of education in the eligible school districts.

16. A liaison person between the Department of Public Instruction and the county school offices is highly desirable. Some of his functions could consist in advising the county school superintendent in the establishment of new instructional services, assisting with the development of pilot projects, aiding with research studies, and giving advice in evaluating instruction in the rural school districts.

17. Expansion of county health councils to coordinate health services within the schools of the counties should be encouraged. All county agencies interested in the health and welfare of school children deserve representation on these health councils.

18. Greater emphasis on financing services by contract agreements between the county school offices and the local school districts in providing essential instructional services should be further explored. Contract agreements with local school districts for new services can hardly bring about undesirable repercussions if they are planned cooperatively. Assessing recipient districts for services which they previously received without charge may present some problems.

19. State fiscal equalization should bring about some improvement in the number of services which can ultimately be provided by the local school districts themselves. For example, contract agreements among several school districts within the county should be encouraged as a means of equalization of educational opportunities.

20. In order to make possible the extension of instructional services from the county school offices, it would be desirable to give the county school office the same power to tax as is given the local school districts within the county. This would require the submission of a budget by the county school board to the Tax Allocation Board for the purpose of allocating to the county school office a fraction of a mill, voted by the people of the county, for the operation of the office and to provide needed services. Variations in size and needs of counties would govern the amount of millage to be raised for the operation of the county office and the county office services.

21. An exploration of a possible county school service fund, similar to that which was established in California, should be undertaken. This would include a State apportionment of a stipulated sum per child counted in membership which would go directly to the county school office for instructional services. An equalization factor could be included to prevent counties with large urban populations from getting more than a justifiable share of the funds.

## Suggestions for Further Study

Since very little research has been undertaken on the intermediate school unit, this office presents a fertile field for investigation. Research of the following nature is particularly suggested.

1. Reactions to services rendered by county school offices by the recipients of these services, the local school districts, could be studied. Measures of adequacy, need for

new services, acceptance of resource personnel, and suggestions for improvement of existing services could be determined.

2. A study of the leadership role of the county superintendent with respect to power groups, civic associations, service groups, and teachers' associations should be studied. Also, a study of his leadership role with respect to instructional improvement, public relations, contacts with related agencies, and other significant relations deserves careful attention.

3. A status study of the qualifications and experience of the county school superintendents should be undertaken.

4. Projection of a desirable minimum program, based upon instructional services, should be undertaken for all children within the State of Michigan.

5. A need exists for a formula for determining desirable ratios of certificated personnel to classroom teachers and pupils receiving the service, comparable to the formula derived for services for exceptional children.

6. A study is needed of the efforts that are currently being made on the part of colleges and universities to improve the quality of education in the rural areas of the State. A study of the role these institutions should have in the improvement of rural education in Michigan should be undertaken.

7. The historical development of the county superintendency is a fascinating story. The available sources should be further explored to present a more complete narration of the development of this office in Michigan.

# APPENDIX A

# CORRESPONDENCE

Cooperative Program in Educational Administration
MIDWEST ADMINISTRATION CENTER
The University of Chicago
5835 Kimbark Avenue
Chicago 37,
Illinois

April 22, 1953

Mr. Edward Ernatt
Superintendent, Hicks School
28047 Cherry Hill Road
Inkster, Michigan

Dear Mr. Ernatt:

In response to your letter of April 17, I am enclosing a memorandum prepared for members of our staff suggesting a few studies that are needed in educational administration. Some of those suggested will be undertaken by members of our own staff. There is such a wide range of studies needed that I cannot undertake to give you a complete list. The enclosed leaflet will suggest the six areas to which we are giving special attention.

We provide some assistantships for advanced students in educational administration here at the University of Chicago and some of the universities collaborating with us also provide assistantships under the program. We do not make direct arrangements with those pursuing graduate work at other institutions. Dr. Howard Jones can tell you what opportunities may be available under the program which he is conducting at the University of Michigan.

Sincerely yours,

/s/Francis S. Chase, Director

FSC:vmb
Enc.

Cooperative Program in Educational Administration
MIDWEST ADMINISTRATION CENTER
The University of Chicago
5835 Kimbark Avenue
Chicago 37,
Illinois

May 7, 1954

Mr. Edward Ernatt, Superintendent
School District No. 2 Fractional
27100 Avondale Road
Inkster, Michigan

Dear Mr. Ernatt:

This is with further reference to your letter of March 19th to Dr. Francis S. Chase.

We are indeed undertaking a rather extensive study of the intermediate unit in Michigan. We will have a galaxy of studies rather than one single study. Our aim is to come out with specific proposals for the further development of the intermediate unit in that state.

According to our present plans I will make a case study of typical counties with a view to cutting across a number of problems and making tentative proposals for next steps. These tentative proposals will be in the nature of hypotheses.

These will be substantiated or rejected on the basis of more detailed studies of the specific problem areas isolate A number of graduate students in Michigan will cooperate with us in the project. Unfortunately our funds are very limited and we may not be able to help them except in research design and exchange of information.

It is my plan to come to Michigan within the next two weeks for a conference with a number of those students. Would you care to attend? Since many of them are busy superintendents I probably will have the meeting on a Sunday afternoon or Saturday afternoon.

It had also been my plan to send out a preliminary questionnaire within the next week. Inasmuch as you may have some of the information I would want on your questionnaire and inasmuch as I may have some you would want, it might be wise for us to compare notes before I make my mailing.

I have written to the other people interested to inquire when they can meet me. I will let you know what the

results are. In the meantime, if you can drop me a note giving times which would be most convenient for you, I would appreciate it. I believe the easiest place to meet will be Lansing, possibly the Kellogg Center at East Lansing.

Thank you very much for writing to us.

Sincerely yours,

/s/Harlan D. Beem
Assistant Director

HDB-hb

Cooperative Program in Educational Administration
MIDWEST ADMINISTRATION CENTER
The University of Chicago
5835 Kimbark Avenue
Chicago 37,
Illinois

May 19, 1954

Mr. Edward Ernatt, Superintendent
School District #2, Fractional 27100
Avondale Road
Inkster, Michigan

Dear Mr. Ernatt:

Sunday, May 23, 1954 seems to be the best day for our discussion of research design relative to problems of the Intermediate School Unit in Michigan. We will meet in the Kellogg Center, Michigan State College, East Lansing, Michigan at 10:00 a.m.

I hope you can be with us.

Very truly yours,

/s/Harlan Beem
Assistant Director

HB:rh

DEPARTMENT OF
RURAL EDUCATION
NATIONAL EDUCATION ASSOCIATION

1201 Sixteenth Street, N.W.,
Washington 6, D. C.

June 8, 1955

Mr. Edward Ernatt
337 E. William Street
Ann Arbor, Michigan

Dear Mr. Ernatt:

We received your most welcome letter dated May 18, 1955 requesting measures of adequacies of services as they relate to factors indicated in your doctoral dissertation. I clearly recall meeting you through our mutual friend, Dr. Fred C. Fischer, and shall attempt at this time to send you some materials which may be helpful for your doctoral dissertation. Enclosed you will find three publications which should be extremely valuable:

1. Effective Intermediate Units--A Guide for Development.
2. A Survey of Services provided by the Office of the County Superintendent of Schools, San Diego County.
3. A Selected Bibliography on Rural Education.

Two other publications merit your consideration. The first, The Community School and the Intermediate Unit, the 1954 Yearbook of the Department of Rural Education; and second, Rural Education--A Forward Look. The latter publication will be issued approximately August 1, is the 1955 Yearbook of the Department of Rural Education. The first volume sells for $3, and the second $3.50. Should you wish to purchase either or both of these books we should be glad to forward them on request.

If the Department of Rural Education can be of service to you in the future, please do not hesitate to call on us.

Cordially yours,

/s/Howard A. Dawson
Executive Secretary

HAD:E:1

# APPENDIX B

## COVERING LETTERS, INFORMATION SHEET

INGHAM COUNTY SCHOOLS

Alton J. Stroud, Superintendent

MASON, MICHIGAN

June 6, 1955

Fellow County School Superintendents

Dear Friends:

Our Advisory Committee studying the intermediate school district in Michigan is encouraging doctoral studies concerned with any and all phases of the county superintendency. We feel that such studies can contribute immeasurably to the success of our project. That is why I am please in behalf of the committee to heartily endorse the questionnaire which Ed Ernatt proposes to use in connection with his study. I believe the committee membership would join me in hoping for a 100% return from the counties.

Cordially

/s/Alton J. Stroud, Chairman
Advisory Committee on
Intermediate Unit

AJF:jef

MICHIGAN ASSOCIATION OF COUNTY SCHOOL ADMINISTRATORS

June 10, 1955

Dear Superintendent:

A great deal of interest has been awakened in the county school office in recent years. Many questions have been raised concerning the role of the county school superintendent. In almost all of the studies, a need has been indicated for the strengthening of the office.

Interest in the Michigan county superintendency has been shown by the appointment of an Advisory Committee to make a "Study of the Place and Function of Intermediate School Districts in Michigan." More interest was generated at the meeting in Mt. Pleasant, last year, when Dr. Charles E. Brake and Mr. Harlan Beem presented tentative findings on the county superintendency in Michigan. A need was indicated for more intensive studies. As a result, the writer has undertaken a study of the instructional services rendered by county school offices and their relation to such other factors as number of teachers and pupils served, expenditures per pupil counted in membership, and availability of instructional materials and equipment. This study is more fully described on the "Information Sheet to Facilitate Completion of Questionnaire."

The questionnaire is very comprehensive. Our county offices are now providing many of the services enumerated. Legal requirements partly determine the time devoted by county school offices to the various services. Accurate and objective replies are desired so that present practices can be determined. The latter part of the questionnaire provides an opportunity to indicate where a different emphasis and a different time distribution should be considered.

It is gratifying to have the cooperation of our county school superintendents, the Advisory Committee on the Intermediate School District in Michigan, especially Mr. Alton J. Stroud, Chairman of the Committee, and the friendly interest and assistance of the Midwest Administration Center.

The writer was introduced at the Mt. Pleasant meeting and appreciated the opportunity of meeting and talking with many of our superintendents. He will be looking forward to meeting and talking with our county superintendents, again, this summer.

Sincerely,

Edward Ernatt

MICHIGAN ASSOCIATION OF COUNTY SCHOOL ADMINISTRATORS

337 E. William St.
Ann Arbor, Michigan

June 25, 1955

Dear County Superintendent:

I am developing a study of instructional services rendered by county school offices in Michigan. A considerable number of the questionnaires which were mailed in connection with this study have been completed and returned. Because of the importance of this study, it is desirable to have returns from all of the county school offices.

You will find, by quickly looking through the questionnaire, that it will not require too much of your time to complete. It is necessary for me to have the information from your county in order to complete the study and summarize the data. As soon as the summaries are prepared, I plan to mail you a copy.

I shall be happy to hear from you.

Sincerely yours,

Edward Ernatt

MICHIGAN ASSOCIATION OF COUNTY SCHOOL ADMINISTRATORS

337 E. William St.
Ann Arbor, Michigan

July 12, 1955

Mr. Clayton M. Sherwood, Supt.
Kalkaska County Schools
Kalkaska, Michigan

Dear Mr. Sherwood:

There are still several questionnaires which have not been completed and returned in connection with the study of "Instructional Services Rendered by County School Offices in Michigan."

In order to tabulate the data and complete the study, it will be necessary for the writer to have this information.

Since you may not have received the first questionnaire, another form is being mailed to you under separate cover.

Thank you for your cooperation in this matter.

Sincerely yours,

Edward Ernatt

## INFORMATION SHEET TO FACILITATE COMPLETION OF QUESTIONNAIRE

1. The questionnaire is divided into three parts, General Information, Instructional Services, and Opinions of County School Superintendents.

2. All services are divided into three categories as follows:

   a. General Administrative Services. Public relations, board meetings, school visitation, professional associations, contacts with related agencies, personnel problems, teacher certification, legislation, and general publications.

   b. Business and Finance Services. Budget, financial and statistical reports, accounting and auditing, child accounting, legal matters, purchasing, district elections, district reorganization, transportation, and school plant planning.

   c. Instructional Services. Instructional program supervision, curriculum improvement, services for exceptional children, health improvement, and guidance and counseling services, including attendance supervision (not child accounting) and the visiting teacher program.

3. The writer is concerned, primarily, with the last group of services.

4. All data requested are for the school year 1953-54.

5. Where brief explanations are requested, please make these in two or three sentences.

6. For purposes of this study, "an agency is a public or private administrative unit that has an organized program which contributes to the common purposes of community living."[1]

7. Since the majority of rural school districts are organized on the K-8 plan, all K-8 teachers and pupils, for the purposes of this study, will be considered elementary. All 9-12 grade teachers and pupils will be considered secondary.

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[1] Shirley Cooper and Charles O. Fitzwater, County School Administration, p. 429. New York: Harper and Brothers, 1954.

8. Although the questionnaire appears to be quite formidable, the superintendent will discover, by flipping the pages for a quick overview, that much of the information he will have at his finger-tips and will not require much investigation; also, he will find that many of the questions are not applicable, since he does not provide the particular service.

# APPENDIX C

# QUESTIONNAIRE

No._____

Michigan Association of County School Administrators

INSTRUCTIONAL SERVICES RENDERED BY COUNTY SCHOOL OFFICES IN MICHIGAN AND RELATED FACTORS: NUMBER OF TEACHERS AND PUPILS SERVED, EXPENDITURES PER PUPIL COUNTED IN MEMBERSHIP, AND AVAILABLE EQUIPMENT AND MATERIALS

Name of County_____

County Superintendent_____

Date of Mailing_____

Date of Return_____

Please retain one form for your files. Return the other form to Edward Ernatt, 337 E. William St., Ann Arbor, Michigan, on or before _____.

PART I. GENERAL INFORMATION

A. Questions Relating to County Office Personnel, 1953-54

1. Number certificated and/or professional personnel in county office, including superintendent _____

2. Did you have an assistant or deputy county superintendent?
YES ____
NO ____

3. Please list name of certificated and/or professional employee, title, and indicate approximate fraction of time (columns 3-9) devoted by each employee to the various types of services for which they were responsible in 1953-54.

| Name of Employee | Title | Type of Service | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | General Administration | Business, Finance | Instructional Supervision | Curriculum Improvement | Exceptional Children | Health Improvement | Guidance, Counseling, Attendance |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |
| | | | | | | | | |
| | | | | | | | | |
| | | | | | | | | |
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| | | | | | | | | |
| | | | | | | | | |

4. Did you have a chief clerk or secretary? YES ____ NO ____

5. Number non-certificated (secretaries, clerks, etc.) personnel in county office _____

6. Total staff members (items 1 + 5) in county office ____

B. Questions Relating to Organization of County Schools

1. Total number districts in county, 1953-54 _____

2. Total number ELIGIBLE[1] districts in county, 1953-54 ____

3. Number elementary teaching positions in county _____

4. Number ELIGIBLE elementary teaching positions _____

5. Number elementary school pupils in county _____

6. Number ELIGIBLE elementary school pupils _____

7. Number secondary teaching positions in county _____

8. Number ELIGIBLE secondary teaching positions _____

9. Number secondary school pupils in county _____

10. Number ELIGIBLE secondary school pupils _____

11. Which of the following districts DID NOT receive INSTRUCTIONAL SERVICES from the county school office in 1953-54? (Check)

a. First Class City_____
b. Second Class City_____
c. Third Class City_____
d. Graded_____
e. Township _____
f. Rural Agricultural_____
g. Special Act_____
h. Primary_____
i. Other (Specify)_____

12. No. one-room buildings_____ 13. No. two-room buildings___

14. No. one-room districts ____ 15. No. "closed" districts___

C. Questions Relation to County Office Budget

1. Total county office budget, 1953-54 $ _____

2. Total county office budget, 1954-55 $ _____

3. Estimated per cent of 1953-54 budget allocated for INSTRUCTIONAL SERVICES, as defined on Information Sheet _____%

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[1]For purposes of this study, let us consider that the ELIGIBLE DISTRICTS are these small, usually non-city districts, which do not or cannot provide INSTRUCTIONAL SERVICES themselves, efficiently and economically, and for which the county school office provides some INSTRUCTIONAL SERVICES. ELIGIBLE TEACHERS and ELIGIBLE PUPILS are members of these districts.

4. Estimated per cent of 1954-55 budget allocated for INSTRUCTIONAL SERVICES _____%

D. Questions Relating to Preparation and Experience of County School Superintendent

1. Kind of teaching certificate _____

2. Regular degrees held _____

3. Years college preparation _____

4. Institution granting last degree _____

5. Number of years experience in the following positions:

a. Elementary teaching ___ d. Secondary principal ____

b. Secondary teaching ____ e. School superintendent___

c. Elementary principal___ f. Other (Name) _____

Total years educational experience _____

6. Number years in present position _____

7. Total years experience as county superintendent _____

8

E. Questions of Special Interest

1. Estimated per cent of time allotted annually, by county superintendent, to the following services as defined on Information Sheet.

a. General Administration_____

b. Business and Finance_____

c. Instructional Supervision_____

d. Curricular Improvement_____

e. Exceptional Children_____

f. Health Improvement_____

g. Guidance, Attendance_____

h. Other (Name)_____

TOTAL 100%

2. What outstanding, different, and/or new service, program, or project was developed in your county in the past three years? (Explain briefly)

PART II. INSTRUCTIONAL SERVICES

A. Instructional Program Supervisory Services

Please check (X) service (column 2) if provided by county office. If service was provided by other agency in county, please name agency (column 3); for example, Central Michigan College, County 4-H Club, County Health Department, etc. If service was provided through other agreement, indicate kind of agreement; for example, agreement among several districts within county, special contract agreement with county, etc.

| Service | Provided by County (Check) | Provided by Other Agency (Name) | Other Agreements (Indicate Kind) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1. Art Education Supervision | | | |
| 2. Elementary Education Supervision | | | |
| 3. Secondary Education Supervision | | | |
| 4. Special Program Supervision | | | |
| a. Agricultural Education | | | |
| b. Business Education | | | |
| c. Homemaking Education | | | |
| d. Trade, Vocational Education | | | |
| 5. Vocal Music Supervision | | | |
| TOTAL SERVICES | | | |

A. Instructional Program Supervisory Services, cont.

For all services you have CHECKED on the preceding page, that is, services provided by your office, please give the number of districts receiving service (column 2), number elementary teaching positions served (column 3), number of elementary pupils served (column 4), number secondary teaching positions served (column 5), number of secondary pupils served (column 6), and estimated amount expended (salary plus expenses) for service, 1953-54.

| Service | No. Dist's Rec'g Service | No. Elem Teach Pos's Served | No. Elem Pupils Served | No. Sec'y Teach Pos's Served | No. Sec'y Pupils Served | Est'd Amount Exp'd for Service, 1953-54 |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. Art Education Supervision | | | | | | |
| 2. Elementary Education Supervision | | | | | | |
| 3. Secondary Education Supervision | | | | | | |
| 4. Special Program Supervision | | | | | | |
| a. Agricultural Education | | | | | | |
| b. Business Education | | | | | | |
| c. Homemaking Education | | | | | | |
| d. Trade, Vocational Education | | | | | | |
| 5. Vocal Music Supervision | | | | | | |
| TOTAL EXPENDITURES | | | | | | |

B. Curricular Improvement Services

Please check (X) service (column 2) if provided by county office. If service was provided by other agency in county, please name agency (column 3); for example, County Library, Western Michigan College, Department of Public Instruction, etc. If service was provided through other agreement, please indicate kind of agreement; for example, agreement among several districts within county, special contract agreement with county, etc.

| Service | Provided by County (Check) | Provided by Other Agency (Name) | Other Agreements (Indicate Kind) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1. Audio-Visual Aids | | | |
| 2. County Curriculum Committee | | | |
| 3. Curriculum Coordination | | | |
| 4. Curriculum Research | | | |
| 5. In-Service Teacher Education | | | |
| 6. Instructional Materials Center | | | |
| 7. Library Service | | | |
| 8. Pilot Projects | | | |
| 9. Publications (Curricular Improvement) | | | |
| 10. Testing Program | | | |
| TOTAL SERVICES | | | |

B. Curricular Improvement Services, cont.

For all services you have CHECKED on the preceding page, that is, services provided by your office, please give the number of districts receiving the service (column 2), number elementary teaching positions served (column 3), number elementary pupils served (column 4), number secondary teaching positions served (column 5), number secondary pupils served (column 6), and the estimated amount expended (salary plus expenses) for each service, 1953-54.

| Service | No. Dist's Rec'g Service | No. Elem Teach Pos's Served | No. Elem Pupils Served | No. Sec'y Teach Pos's Served | No. Sec'y Pupils Served | Est'd Amount Exp'd for Service, 1953-54 |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. Audio-Visual Aids | | | | | | |
| 2. County Curriculum Committee | | | | | | |
| 3. Curriculum Coordination | | | | | | |
| 4. Curriculum Research | | | | | | |
| 5. In-Service Teacher Education | | | | | | |
| 6. Instructional Materials Center | | | | | | |
| 7. Library Service | | | | | | |
| 8. Pilot Projects | | | | | | |
| 9. Publications (curricular) | | | | | | |
| 10. Testing Program | | | | | | |
| | | | TOTAL EXPENDITURES | | | |

B. Curricular Improvement Services, cont.

1. Audio-Visual Aids

a. Would you say that A-V aids were used extensively, moderately, or slightly, in your county? (Please underline appropriate word.)

b. What types of A-V equipment were provided districts from your office? (Please give number of pieces of equipment and circulation figures for the year 1953-54, if available.)

| No. | Circulation[1] |
|---|---|
| ___16 mm. sound projectors | |
| ___Filmstrip and slide projectors | |
| ___Opaque projectors | |
| ___Projector stands | |
| ___Viewing screens | |
| ___Record players | |
| ___Wire and tape recorders | |
| ___Radios | |
| ___Television sets | |
| ___Other (name) | |

c. What types of A-V materials were provided districts from your office? (Please give number materials and circulation, if available.)

| No. | Circulation |
|---|---|
| ___Motion picture (reels) | |
| ___Filmstrips | |
| ___Slides (sets, 2 X 2 and 3 1/4 X 4) | |
| ___Study prints (sets) | |
| ___Models, dioramas | |
| ___Records, transcriptions | |
| ___Other (name) | |

2. County Curriculum Committee

a. If you had a county curriculum committee, indicate number of persons, in these categories, who have served on committee, 1953-54.

Superintendents_____ Classroom teachers_____
Principals_____ Students_____
Supervisors_____ Lay people_____
Consultants_____ Other (Name)_____

b. Which of these functions did the county curriculum committee perform? (Please check)

---

[1]Number of times the A-V equipment and/or materials moved from school to school and teacher to teacher, during the year 1953-54.

Textbook selection_____ Evaluation of instruction_____
Providing teaching aids____ Defining curricular problems____
Determining policies_____ Other (name)_____

3. Curriculum Coordination

a. If you had an organized plan for coordinating instruction between elementary and secondary schools in your county, please explain plan briefly.

b. If you had an organized plan for coordinating instruction with special fields, that is, music, art, etc., please explain plan.

4. Curriculum Research

a. If you were carrying on a curriculum research project in 1953-54, please explain project briefly.

b. If you had an organized plan for determining effectiveness,of instruction in your county, please explain plan briefly.

5. In-service Teacher Education

a. Number days of county institutes, 1953-54_____

b. Number days of local institutes, 1953-54_____

c. Please give estimated number of teachers, from ELIGIBLE DISTRICTS, participating in the following, during school year 1953-54.

Institutes_____ Pre-school conferences_____
County workshops_____ Other (name)_____

d. In which of the following fields were workshops sponsored by the county school office? (Check)

Art Education_____ Audio-Visual Aids_____
Music Education_____ Language Arts_____
Guidance, Counseling_____ Health Education_____
Curriculum Materials_____ Science Education_____
Social Sciences_____ Other (Name)_____

6. Instructional Materials Center

a. Please indicate the number of sets of supplementary textbooks available from your instructional materials center, and give circulation figures for 1953-54, if available.

| No. | Circulation |
|---|---|
| ___Supplementary readers | |
| ___Supplementary arithmetic textbooks | |
| ___Supplementary English textbooks | |
| ___Supplementary social science textbooks | |
| ___Supplementary science textbooks | |
| ___Supplementary health and safety textbooks | |
| ___Other (name) | |

b. Please indicate the number of other materials available from your instructional materials center, and give circulation figures for 1953-54, if available.

| No. | Circulation |
|---|---|
| ___Resource units | |
| ___Teacher guides | |
| ___Folders of pictures | |
| ___Folders of pamphlets, articles, etc. | |
| ___Charts and graphs | |
| ___Wall murals | |
| ___Maps and globes | |
| ___Other (name) | |
| ___Other (name) | |

c. Which of these are housed, also, in the instructional materials center? (Please check)

Children's library books_____ Audio-Visual aids_____
Teachers' library_____ Curriculum library_____
Parents' library_____ Other (name)_____

7. Library Service

a. Please indicate the number of volumes in the children's library, teachers' professional library, and parents' library and give circulation figures for school year 1953-54, if available.

| No. | Circulation |
|---|---|
| ___Children's library | |
| ___Teachers' professional library | |
| ___Parents' library | |

b. How many bookmobiles do you operate?_____

c. What is capacity, in books, of bookmobiles?_____

8. Pilot Projects

a. If you had any pilot projects in these areas, please give number of pupils and teachers who have participated in them.

| Project | Number Pupils Participated | Number Teachers Participated |
|---|---|---|
| Outdoor education | | |
| Citizenship education | | |
| Mobile shops | | |
| Trade, vocational | | |
| Conservation | | |
| Radio and TV | | |
| Guidance/Counseling | | |
| Other (Name) | | |

b. How were projects financed? _____

9. Publications (Curricular Improvement)

a. How many titles of more than five pages, related to curricular improvement, have you printed or mimeographed in past three years? _____

b. Did these include any of the following (Check)

Courses of study_____ Education monographs_____
Bibliographies_____ Resource units_____
Teacher study guides_____ Other (name)_____

c. May I have copies of your recent publications related to curricular improvement?

YES_____
NO _____

10. Testing Program

a. Did you administer county-wide achievement tests, 1953-54?

YES____
NO ____

b. If yes, what achievement tests did you use?

c. Did you office administer county-wide I.Q. tests?

YES____
NO ____

d. What other tests were administered by your office? (Please list)

C. Services for Exceptional Children

Please check (X) service (column 2) if provided by county office. If service was provided by other agency in county, please name agency (column 3); for example, County Health Department, Grand Rapids Public Schools, Department of Public Instruction, etc. If service was provided through other agreement, please indicate kind of agreement; for example, agreement among several districts within county, special contract agreement with county, etc.

| Service | Provided by County (Check) | Provided by Other Agency (Name) | Other Agreement (Indicate Kind) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1. Behavior Problem Children | | | |
| 2. Blind, Partially Seeing | | | |
| 3. Crippled Children | | | |
| 4. Deaf Children | | | |
| 5. Epileptic Children | | | |
| 6. Hard of Hearing Children | | | |
| 7. Homebound Instruction | | | |
| 8. Mentally Gifted | | | |
| 9. Mentally Retarded | | | |
| 10. Speech Defective | | | |
| TOTAL SERVICES | | | |

C. Services for Exceptional Children, cont.

For all services you have CHECKED on the preceding page, that is, services provided by your office, please give the number districts receiving the service (column 2), number elementary teaching positions served (column 3), number of elementary pupils served (column 4), number secondary teaching positions served (column 5), number secondary pupils served (column 6), and the estimated amount expended (salary plus expenses) for each service, 1953-54.

| Service | No. Dist's Rec'g Service | No. Elem Teach Pos's Served | No. Elem Pupils Served | No. Sec'y Teach Pos's Served | No. Sec'y Pupils Served | Est'd Amount Exp'd For Service, 1953-54 |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. Behavior Problem Children | | | | | | |
| 2. Blind, Partially Seeing | | | | | | |
| 3. Crippled Children | | | | | | |
| 4. Deaf Children | | | | | | |
| 5. Epileptic Children | | | | | | |
| 6. Hard of Hearing Children | | | | | | |
| 7. Homebound Instruction | | | | | | |
| 8. Mentally Gifted | | | | | | |
| 9. Mentally Retarded | | | | | | |
| 10. Speech Defective | | | | | | |
| TOTAL EXPENDITURES | | | | | | |

D. Health Improvement Services

Please check (X) service (column 2) if provided by county office. If service was provided by other agency in county, please name agency (column 3); for example, County Health Department, School for the Blind, Township Recreation Committee, etc. If service was provided through other agreement, indicate kind of agreement; for example, agreement among several districts, special contract agreement with county, etc.

| Service | Provided by County (Check) | Provided by Other Agency (Name) | Other Agreement (Indicate Kind) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1. Dental Health Program | | | |
| 2. Environmental Sanitation | | | |
| 3. Hearing Testing | | | |
| 4. Mental Health Program | | | |
| 5. Safety Education Program | | | |
| 6. Camping, Outdoor Education | | | |
| 7. School Dentist | | | |
| 8. School Nurse | | | |
| 9. Supervised Recreational Activities | | | |
| 10. Vision Screening | | | |
| TOTAL SERVICES | | | |

D. Health Improvement Services, cont.

For all services you have CHECKED on the preceding page, that is, services provided by your office, please give the number of districts receiving the service (column 2), number elementary teaching positions served (column 3), number elementary pupils served (column 4), number secondary teaching positions served (column 5), number secondary pupils served (column 6), and the estimated amount expended (salary plus expenses) for each service, 1953-54.

| Service | No. Dist's Rec'g Service | No. Elem Teach Pos's Served | No. Elem Pupils Served | No. Sec'y Teach Pos's Served | No. Sec'y Pupils Served | Est'd Amount Exp'd for Service, 1953-54 |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. Dental Health Program | | | | | | |
| 2. Environmental Sanitation | | | | | | |
| 3. Hearing Testing | | | | | | |
| 4. Mental Health Program | | | | | | |
| 5. Safety Education Program | | | | | | |
| 6. Camping, Outdoor Education | | | | | | |
| 7. School Dentist | | | | | | |
| 8. School Nurse | | | | | | |
| 9. Supervised Recreational Activities | | | | | | |
| 10. Vision Screening | | | | | | |
| TOTAL EXPENDITURES | | | | | | |

E. Guidance, Counseling, Attendance Services

Please check (X) service (column 2) if provided by county office. If service was provided by other agency in county, please name agency (column 3); for example, County Sheriff's Office, Western Michigan College, Department of Public Instruction, etc. If service was provided through other agreement, please indicate kind of agreement; for example, agreement among several districts within county, special contract agreement with county, etc.

| Service | Provided by County (Check) | Provided by Other Agency (Name) | Other Agreement (Indicate Kind) |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| 1. Attendance, Child Welfare | | | |
| 2. Psychological Services[a] | | | |
| 3. Student Counseling Service[b] | | | |
| 4. Visiting Teacher Service | | | |
| 5. Systematic Vocational Information Service | | | |
| TOTAL SERVICES | | | |

[a]Services consisting, primarily, of psychological testing; that is, attitude testing, personality inventories, etc.

[b]Services consisting, primarily, of person to person relationships; that is, giving advice concerning personal and academic problems, advice on group relationships, etc.

E. Guidance, Counseling, Attendance Services, cont.

For all services you have CHECKED on the preceding page, that is, services provided by your office, please give the number of districts receiving the service (column 2), number elementary teaching positions served (column 3), number elementary pupils served (column 4), number secondary teaching positions served (column 5), number secondary pupils served (column 6), and the estimated amount expended (salary plus expenses) for each service, 1953-54.

| Service | No. Dist's Rec'g Service | No. Elem Teach Pos's Served | No. Elem Pupils Served | No. Sec'y Teach Pos's Served | No. Sec'y Pupils Served | Est'd Amount Exp'd for Service, 1953-54 |
|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1. Attendance, Child Welfare | | | | | | |
| 2. Psychological Services | | | | | | |
| 3. Student Counseling Service | | | | | | |
| 4. Visiting Teacher Service | | | | | | |
| 5. Systematic Vocational Information Service | | | | | | |
| TOTAL EXPENDITURES | | | | | | |

PART III. OPINIONS OF COUNTY SUPERINTENDENTS

In this portion of the study, please give your opinions freely concerning the relative importance of the various instructional services, services you envision for your county schools in the next five years, and other pertinent and related matters.

A. Opinions Concerning Instructional Program Supervisory Services

Please indicate, by numbering, how you would rank the following instructional services relative to their importance and priority. IF YOU PROVIDE THE SERVICE, check (X) whether you feel the service should be increased, decreased, or remain the same (columns 3, 4, 5), at this time. Also, check (column 6) the services which you envision for your county in the next five years.

| Service | Rank 1,2,3, etc. | Service Increased | Service Decreased | No Change | Envision in Five Years |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Art Education Supervision | | | | | |
| 2. Elementary Education Supervision | | | | | |
| 3. Secondary Education Supervision | | | | | |
| 4. Special Program Supervision | | | | | |
| a. Agricultural Education | | | | | |
| b. Business Education | | | | | |
| c. Homemaking Education | | | | | |
| d. Trade, Vocational Education | | | | | |
| 5. Vocal Music Supervision | | | | | |

B. Opinions Concerning Curricular Improvement Services

Please follow same instructions as you did in completing Section A.

| Service | Rank 1,2,3, etc. | Service Increased | Service Decreased | No Change | Envision in Five Years |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Audio-Visual Aids | | | | | |
| 2. County Curriculum Committee | | | | | |
| 3. Curriculum Coordination | | | | | |
| 4. Curriculum Research | | | | | |
| 5. In-Service Teacher Education | | | | | |
| 6. Instructional Materials Center | | | | | |
| 7. Library Service | | | | | |
| 8. Pilot Projects | | | | | |
| 9. Publications (Curricular Improvement) | | | | | |
| 10. Testing Program | | | | | |

C. Opinions Concerning Services for Exceptional Children

Please follow same instructions as you did in completing Section A.

| Service | Rank 1,2,3, etc. | Service Increased | Service Decreased | No Change | Envision in Five Years |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Behavior Problem Children | | | | | |
| 2. Blind, Partially Seeing | | | | | |
| 3. Crippled Children | | | | | |
| 4. Deaf Children | | | | | |
| 5. Epileptic Children | | | | | |
| 6. Hard of Hearing Children | | | | | |
| 7. Homebound Instruction | | | | | |
| 8. Mentally Gifted | | | | | |
| 9. Mentally Retarded | | | | | |
| 10. Speech Defective | | | | | |

D. Opinions Concerning Health Improvement Services

Please follow same instructions as you did in completing Section A.

| Service | Rank 1,2,3, etc. | Service Increased | Service Decreased | No Change | Envision in Five Years |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Dental Health Program | | | | | |
| 2. Environmental Sanitation | | | | | |
| 3. Hearing Testing | | | | | |
| 4. Mental Health Program | | | | | |
| 5. Safety Education Program | | | | | |
| 6. Camping, Outdoor Education | | | | | |
| 7. School Dentist | | | | | |
| 8. School Nurse | | | | | |
| 9. Supervised Recreational Activities | | | | | |
| 10. Vision Screening | | | | | |

E. Opinions Concerning Guidance, Counseling, Attendance Services

Please follow same instructions as you did in completing Section A.

| Service | Rank 1,2,3, etc. | Service Increased | Service Decreased | No Change | Envision in Five Years |
|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. Attendance, Child Welfare | | | | | |
| 2. Psychological Services | | | | | |
| 3. Student Counseling Service | | | | | |
| 4. Visiting Teacher Service | | | | | |
| 5. Systematic Vocational Information | | | | | |

F. Opinions Concerning Questions of General Interest

1. Should the county superintendent be a state school officer operating on a county level? (Please explain briefly)

2. In your opinion, should the county school office provide consultative rather than direct instructional services? (Please explain briefly)

3. Should INSTRUCTIONAL SERVICES be rendered to all school districts within the county, irrespective of size?

YES____
NO ____

a. IF NOT, in your opinion, which districts SHOULD NOT receive instructional services? (Please check)

First Class City_____ Rural Agricultural_____
Second Class City_____ Special Act_____
Third Class City_____ Primary_____
Graded_____ Other (Specify)_____
Township_____

b. Please comment briefly on your position concerning which districts should not receive instructional services.

4. How do local districts apply for services from your office? (Please check)

a. Letter_____ c. Questionnaire_____
b. Check List_____ d. Other (Specify)_____

5. In your opinion, what is the most important block in the way of providing more instructional services in your county? (Please comment briefly)

6. What would be a desirable plan for financing instructional services in your county?

7. Do you believe there is a need for a full-time consultant in the Department of Public Instruction who would help with problems of the rural schools and the county school offices?

YES____
NO ____

a. What services might this consultant render the county school offices? (Answer briefly)

b. How might this service be financed? (Answer briefly)

8. May your name and that of your county be mentioned in connection with the data you have submitted in this questionnaire?

YES____
NO ____

9. Do you desire a summary of the findings of this study?

YES____
NO ____

THANK YOU KINDLY FOR YOUR COOPERATION

# APPENDIX D

VISITING TEACHER REFERRAL FORM

WAYNE COUNTY ORGANIZATION CHART

SUPPLEMENTARY DATA FORMS

WAYNE COUNTY BOARD OF EDUCATION VISITING TEACHER DEPARTMENT

## REFERRAL FOR CASE STUDY

OF _____ SCHOOL _____ GRADE _____
Surname Given Name

BIRTHDATE _____ BIRTHPLACE _____
Month Day Year

MAILING ADDRESS _____ PHONE NO. _____

DIRECTIONS TO HOME _____

REFERRED BY _____ DATE OF REFERRAL ___

FAMILY CONSTELLATION: _____

| First Name | Date of Birth | Birth-place | Grade |
|---|---|---|---|
| Father: | | | |
| Mother: | | | |
| Siblings: | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |
| | | | |

| Former Schools | Grade | Yrs. in Grade |
|---|---|---|
| | Pre-School | |
| | K | |
| | 1 | |
| | 2 | |
| | 3 | |
| | 4 | |
| | 5 | |
| | 6 | |
| | 7 | |
| | 8 | |

Age entered School _____

PHYSICAL FACTORS INVOLVED, e.g., Speech, Vision, Etc. _____

_____

### ACHIEVEMENT TESTS

| AGE Yrs. Mos. | GRADE | NAME OF TEST | DATE | READING Gr. Lev. | ARITH. Gr. Lev. | GRADE LEVEL | M.A. |
|---|---|---|---|---|---|---|---|
| | | | | | | | |
| | | | | | | | |
| | | | | | | | |

You may find the following indications of maladjustment helpful when describing this child's behavior. (Use reverse side of blank, if necessary.) Attendance; Classroom attitude; Reading disability; Adverse home conditions; Undesirable behavior patterns in family; Cheating; Fighting; Irresponsibility; Sex interests; Stealing; Untruthfulness; Aggressive tendencies; Emotional immaturity; Withdrawal behavior; Physical handicaps; Speech difficulties.

_____

_____

_____

_____

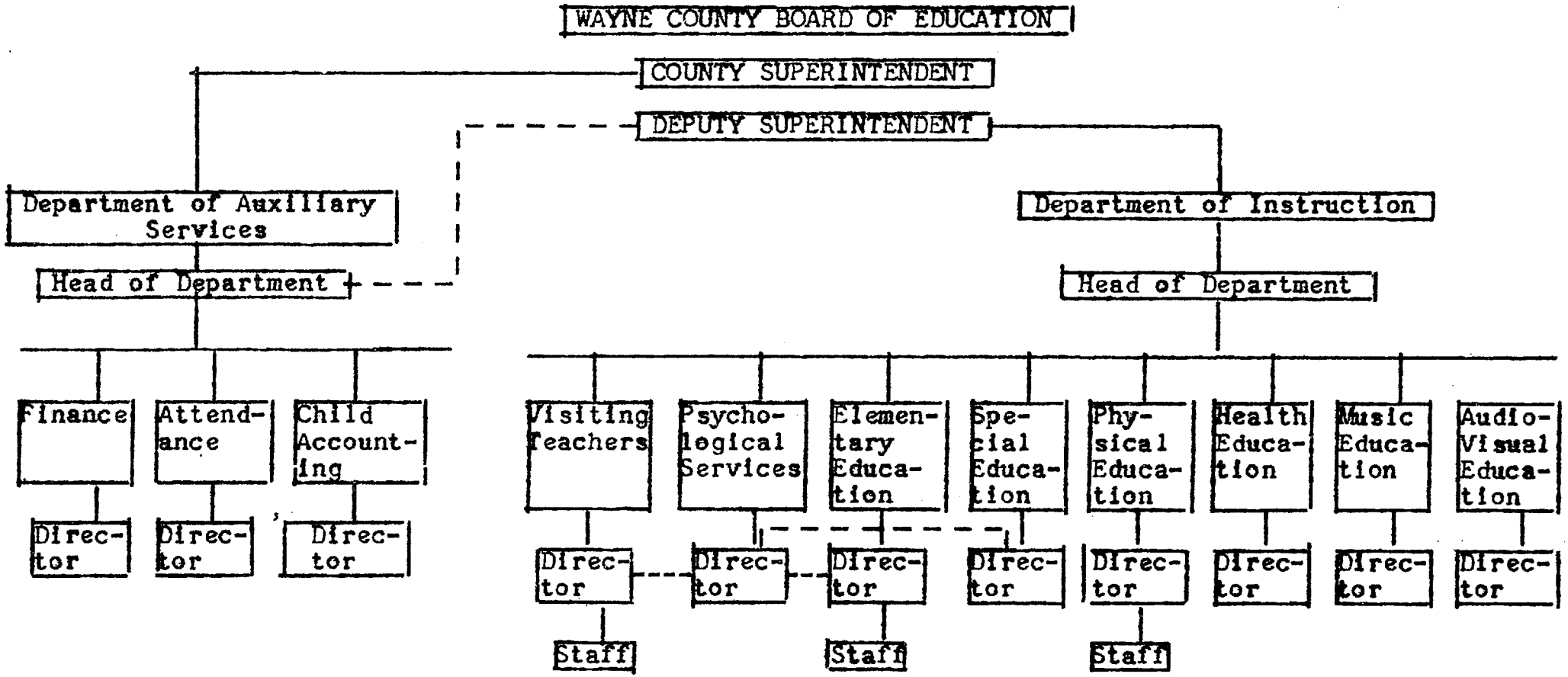
_____

_____

_____

Wayne County Board of Education

Suggested Professional Personnel Organization Chart



SUPPLEMENTARY DATA FORM

| County | Total Membership, K-12, 1953-54 | Number Volumes Added 1953-54 | Total Volumes in Libraries | County | Total Membership, K-12, 1953-54 | Number Volumes Added 1953-54 | Total Volumes in Libraries |
|---|---|---|---|---|---|---|---|
| Alger | | | | Livingston | | | |
| Allegan | | | | Luce | | | |
| Antrim | | | | Mackinac | | | |
| Arenac | | | | Macomb | | | |
| Baraga | | | | Manistee | | | |
| Bay | | | | Marquette | | | |
| Benzie | | | | Mason | | | |
| Berrien | | | | Menominee | | | |
| Branch | | | | Midland | | | |
| Calhoun | | | | Monroe | | | |
| Charlevoix | | | | Montcalm | | | |
| Cheboygan | | | | Montmorency | | | |
| Chippewa | | | | Muskegon | | | |
| Clinton | | | | Newaygo | | | |
| Crawford | | | | Oakland | | | |
| Dickinson | | | | Oceana | | | |
| Eaton | | | | Ogemaw | | | |
| Emmet | | | | Ontonagon | | | |
| Gladwin | | | | Oscoda | | | |
| Gratiot | | | | Otsego | | | |
| Hillsdale | | | | Ottawa | | | |
| Houghton | | | | Presque Isle | | | |
| Huron | | | | Roscommon | | | |
| Ingham | | | | St. Clair | | | |
| Ionia | | | | St. Joseph | | | |
| Iosco | | | | Sanilac | | | |
| Iron | | | | Schoolcraft | | | |
| Jackson | | | | Shiawassee | | | |
| Kalamazoo | | | | Van Buren | | | |
| Lake | | | | Washtenaw | | | |
| Lapeer | | | | Wayne | | | |
| Lenawee | | | | | | | |

SUPPLEMENTARY DATA FORM

| County | Library Revenue Grants | Health Services Grants | Grants for School Recreational Activities | County | Library Revenue Grants | Health Services Grants | Grants for School Recreational Activities |
|---|---|---|---|---|---|---|---|
| Alger | | | | Livingston | | | |
| Allegan | | | | Luce | | | |
| Antrim | | | | Mackinac | | | |
| Arenac | | | | Macomb | | | |
| Baraga | | | | Manistee | | | |
| Bay | | | | Marquette | | | |
| Benzie | | | | Mason | | | |
| Berrien | | | | Menominee | | | |
| Branch | | | | Midland | | | |
| Calhoun | | | | Monroe | | | |
| Charlevoix | | | | Montcalm | | | |
| Cheboygan | | | | Montmorency | | | |
| Chippewa | | | | Muskegon | | | |
| Clinton | | | | Newaygo | | | |
| Crawford | | | | Oakland | | | |
| Dickinson | | | | Oceana | | | |
| Eaton | | | | Ogemaw | | | |
| Emmet | | | | Ontonagon | | | |
| Gladwin | | | | Oscoda | | | |
| Gratiot | | | | Otsego | | | |
| Hillsdale | | | | Ottawa | | | |
| Houghton | | | | Presque Isle | | | |
| Huron | | | | Roscommon | | | |
| Ingham | | | | St. Clair | | | |
| Ionia | | | | St. Joseph | | | |
| Iosco | | | | Sanilac | | | |
| Iron | | | | Schoolcraft | | | |
| Jackson | | | | Shiawassee | | | |
| Kalamazoo | | | | Van Buren | | | |
| Lake | | | | Washtenaw | | | |
| Lapeer | | | | Wayne | | | |
| Lenawee | | | | | | | |

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Secondary Sources

American Association of School Administrators. The American School Superintendency. Thirtieth Yearbook. Washington, D. C.: National Education Association, 1952.

This is a comprehensive study of the superintendency with emphasis on the leadership function. It also discusses influences and trends relating to the superintendency. Chapter XII deals with the rural school superintendent, and Chapter XIV examines leadership on the intermediate level.

American Council on Education. Public Education in Alabama. Report of the Alabama Educational Survey Commission. Washington, D. C.: American Council on Education, 1945.

A survey of educational structure and instructional services in Alabama. The study points to the desirability of appointing the county superintendent of schools rather than electing that school officer. Recommendations are made concerning acceptable qualifications for that office.

Bills, Mark Whitezel. "The Relative Equality of Educational Opportunity in Twelve Representative Michigan Counties." Unpublished Ph. D. Dissertation, University of Michigan, 1945.

A study which indicates wide disparities between urban and rural school systems and attributes these to extreme variations in wealth and school populations. The writer points to a need for establishment of standards for education on the state level.

Brake, Charles E. "Reorganization of School Districts in Wayne County, Michigan." Unpublished Ed. D. Dissertation, Wayne University, 1952.

Although this study deals primarily with district reorganization in one county in Michigan, frequent references are made to instructional services within the county and plans for changes in services.

Butterworth, Julian E., and Others. A New Intermediate School District for New York State. Bulletin No. 1336. Albany, N. Y.: The University of New York for the State Education Department, 1947.

An extensive research project designed to suggest a new intermediate district plan of organization for the State of New York.

Butterworth, Julian E., and Dawson, Howard A. The Modern Rural School. New York: McGraw-Hill Book Co., 1952.

The writers present a broad and comprehensive treatment of the role of public schools in the rural areas. Emphasis is placed on services needed and how those can be provided.

Coffey, Wilford L. Rural Education in Michigan. Kalamazoo: Michigan State Teachers' Association, 1920.

A brief study which points out how rural education is hampered by educational traditions, small units of taxation and administration, poorly prepared teachers, inadequate supervision, and lack of good leadership.

Committee on the Study of the Changing Status of the District Superintendency. Rural Leadership and Service. Albany, N. Y.: State Education Department, 1951.

A guide for the study of the district superintendency in New York State, that is, its purpose, background, functions, and structure.

Cooper, Shirley, and Fitzwater, Charles O. County School Administration. New York: Harper and Brothers, 1954.

This is a general study of principles and practices at the intermediate school level. It is designed to serve as a guide to those who are formulating policy and determining and organizing education on the intermediate school district level.

Cooper Shirley (ed.). The County Superintendent of Schools in the United States. Yearbook of the Department of Rural Education. Washington, D. C.: National Education Association, 1950.

A descriptive statement of the status of the county superintendent in the United States with emphasis on leadership responsibilities.

"Current Problems in Rural Education," Phi Delta Kappan, XXXVI (October, 1954).

This special edition examines rural school problems

relating to district reorganization, preparation of rural school teachers, rural school supervision, rural school transportation, rural school finance, and other related problems.

Curriculum Planning Committee. Michigan Curriculum Project For Encouraging and Assisting Local Curriculum Development. Lansing: Superintendent of Public Instruction, 1953.

A statement of the activities of the various curriculum committees which consist chiefly of surveying needs, recommendation of policies, conferring on common problems, and preparing administrative regulations, legislation, and descriptive bulletins.

Department of Rural Education. Developing Community Schools. Atlantic City Reports. Washington, D. C.: National Education Association, 1954.

_____. The White House Conference on Rural Education. Washington, D. C.: National Education Association, 1944.

This volume records the proceedings of the three-day Conference. One of the outstanding accomplishments was the development of "A Charter of Education for Rural Children." Emphasis is placed on meeting the educational, spiritual, and physical needs of the rural school children.

Elliott, Eugene B. The County School Commissioner and the Instructional Program. Bulletin No. 3019. Lansing: Department of Public Instruction, 1939.

Practical suggestions are advanced for the improvement of instruction in the one- and two-teacher schools in Michigan through leadership from the county school office.

Fox, Robert S. "County-Level Educational Service Through Contract Agreements." Unpublished Ed. D. Dissertation, Stanford University, 1950.

This is a study of extent of contract agreements with county school offices to provide services to local school districts. The writer found that the majority of contract agreements were for audio-visual, library service, and supervision of instruction. Some values as related to contract agreements are presented.

Fox, Robert S., Chairman; Isenberg, Robert M., Editor. The Community School and the Intermediate Unit. Yearbook of the Department of Rural Education. Washington, D. C.: National Education Association, 1954.

This is a volume which focused attention on services rendered by county school offices. Many examples of actual

services performed by the various county school offices in the United States are included in the discussion. Also, it presents a review of current studies of the intermediate school unit.

Guenther, Richard J. (coordinator). The Michigan Demonstration Research Project for the Severely Mentally Retarded. Hastings, Michigan: Michigan Demonstration Research Project, 1954(?).

This pamphlet contains a statement concerning the establishment of three centers for the training of mentally retarded children, the administration of the projects, and the objectives of the program.

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This study indicates a need for expansion of occupational information services in the rural high schools of Michigan. The writer points to a need for preparation of prospective teachers in providing vocational information to their future students.

Kreitlow, Burton W. Rural Education: Community Backgrounds. New York: Harper and Brothers, 1954.

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Langston, Daniel W. Trends in County-Level School Guidance Services in California. San Diego: County Superintendent of Schools, 1950.

Concerning trends in guidance services in California, the writer found that there has been a steady increase in guidance personnel, attendance supervision is being de-emphasized, case studies have increased, special education services have been extended, more psychological services are being offered, in-service education in guidance has been increased, development of better guidance programs through coordination has taken place, mental health programs have been introduced, and more adequate evaluation of pupil progress is taking place.

Loree, Ira. "What is the Role of the County Superintendent in Washington?" Mount Vernon, Washington: Ira Loree, 1953 (mimeographed).

This study attempts to define the role of the county school office in providing certain services to the local school districts. A significant finding discloses a tremendous interest on the part of city school districts anticipating services from the county school offices.

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A study designed to provide more effective operation of schools and improvement of public education in Michigan. The first phase of the study attempted to meet the current and emergency needs of the schools. The second phase was concerned with the development of a long-range program for the equalization of educational opportunities by the establishment of adequate standards of performance.

Michigan Youth Commission. Services for Children Outside Their Own Homes. Detroit: Michigan Youth Commission, 1953.

A good treatment of services in Michigan for the dependent, neglected, and delinquent children in Michigan. Both private and public agencies are included in the report. The study draws conclusions and makes recommendations.

Morrison, John Cayce, and Others. The Intermediate District in New York State: Special Studies. Bulletin No. 1356. Albany, N. Y.: The University of New York for the State Education Department, 1948.

Reports of five specific studies of problems involved in organizing, financing, and administering an educational program at the intermediate district level.

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A brief statement about the role of the intermediate unit, the size and desirable organization, the problem of financing, the development of programs of services, and needed legislation.

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A comprehensive treatment of the changing rural life, pilot programs, district reorganization, educational leadership, evaluating rural education, and aids to the improvement of rural education.

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This publication contains background information concerning the conference, addresses given before the general sessions, technical papers on personality development, and summaries of the 31 panels and 35 work groups on services for children, employment opportunities, preparation for marriage, and other related matters.

San Diego County Schools. A Survey of Services. San Diego: County Superintendent of Schools, 1952.

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A report of a tour by Dr. Raleigh Schorling and a group of graduate students of the Armed Forces Schools. The findings are presented in an interesting narrative form.

Smith, W. L. Historical Sketches of Education in Michigan. Lansing: W. S. George and Co., 1881.

An extremely readable account of the early development of education in Michigan. An interesting account of the agitation for the establishment of the county superintendency is presented.

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A study which examines the structure of educational agencies in Michigan and makes recommendations for an enlarged and reorganized state board of education, establishment of a commissioner of education, abolishment of the many boards and place their functions in the hands of the state board of education, and the complete reorganization of the Department of Public Instruction.

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