AN ANALYSIS OF EDUCATIONAL CHANGES
ATTENDING AN IN-SERVICE CHILDR

STUDY PROGRAM

By
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degree of Doctor of Philosophy

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CHAPTER I

STATEMENT OF THE PROBLEM AND GENERAL METHOD OF ATTACK

Introduction

Statement of the problem. The basic purpose of this study is to analyze the changes occurring in a county school system over a period of twelve years, in terms of direction and rate of change, possible causes, and possible relationship to an ongoing in-service teacher education program. The focal point, then, is the changes in the educational system in the county, changes in interpersonal relationships, in curriculum, in the way the children are handled and taken care of, in teacher attitudes and behavior, and in home contacts. However, only aspects of change which might be expected to be influenced by a certain in-service personnel program have been considered for investigation. This will be explained subsequently.

The in-service teacher education program involved is the child study program originally developed at the University of Chicago, but at the present sponsored by the University of Maryland. This is a three-year program, the core of which is a functional study of children's behavior checked against a body of scientific information on child growth and development. The program is based on three major assumptions: (1) Every individual is valuable per se, that is, each individual has not only some potentiality for social usefulness but also will develop a unique self with a destiny of its own that must be considered and valued; (2) each individual child is unique, different from every other child in many qualitative and quantitative respects;
and (3) all behavior is caused, with the causes being multiple and complex. The purpose of the program is to help the teacher to understand each child and to see situations from the viewpoint of each individual child in order to be able to help him and guide him. The technique used by the teachers in this educational program include objective data gathering about one individual child through time, and participation in child study meetings for the purpose of discussing and analyzing the recorded behavior of the different children under observation by the various group members.

There exist a myriad of educational programs for pre-service and in-service education of teachers; all are designed to improve the quality of their work. Many of these programs have been evaluated in terms of a variety of outcomes. However, the final test of any educational program is: What does it do for children? In the present study, which proposes to investigate educational changes attending the child study program, recognition must be given to a complexity of causes, and, therefore, the problem might be restated in the following major questions:

1. What educational changes attending the in-service child study program have been reflected in a county school system and experienced by the children in the county?

2. What might be some of the factors involved in these changes?

3. What possible credit might be given to the in-service child study program for any of these changes?

Evidence of needs. These questions have assumed significance in the present study of the following reasons:
It has been done to our schools and to our children.

They look frequently asked for in regard to child study and development.

The facts of any educational program in the result of it.

and development.

be instrumental in certain educational reforms and changes to be channeled.

consideration has been given to an analysis of the factors which might have metioned, and over the United States during the last generation".

just presented, and over the teacher's education.

school surveys are nation wide descriptive. Descriptive data,

the general nature of change in a community over a period of time.

very little investigation has been made as to the rate of change and to

the rate of change or constant change, as the society changes, however.

It is essential to everybody that education in the United States.
Therefore, there is need for further investigation of other aspects of the same problem in addition to a study of the relationships between this in-service program and the educational changes in the county.

4. The professional educators and the Board of Education in the county being studied are interested in an evaluation of their educational effort during the last years, as well as of the child study program as it operates in this particular county.

5. Finally, there is a need for re-examining and improving present-day teacher education, pre-service as well as in-service. While there is relatively high agreement as to a democratic education as the major educational objective, there are different views as to the means that will promote that kind of education. A question of particular concern seems to be, "How can teachers be prepared to become the best possible conveyor of the desired education?"

Design of the Study

Nature of research. The present study is most properly characterized by the term "descriptive research." However, it is analytical in nature, and it would be inadequate to describe it as a research survey, which is supposed to describe the present status of every aspect of a problem. Since the present study is concerned with but a few selected areas of investigation, and since the main emphasis is not the present status but an analysis of the changes which have occurred over a period of time, the study is probably best designated by the term "continuity description." But it is more than a description; it includes an analysis of the interacting factors involved.

As Whitney points out, some projects may require the application of several methods. "In fact, cases of the use of only one method of research in presentation of an investigation are perhaps difficult to find."³ In the present case it was thought advisable to approach the problem through more than one method as the data needed could not be obtained through one single method.

While this study, therefore, mainly is a certain type of descriptive research, the so-called "continuity description", it also includes experiments as minor parts of the study. Dealing so widely with social institutions and social forces as it does, it also has the characteristics of what Whitney calls "sociological research".⁴

**Delimitation.** It has already been mentioned that it was necessary to select a few areas for investigation from the broad field of educational changes. The basis for this selection was a two-fold one: first, the data available for investigation; and second, the direction given by the term "changes attending an in-service child study program". In other words, only areas which **might be expected** to be influenced by the above mentioned program, as suggested by the objectives of this program, were selected for investigation.

According to this, the following four aspects of education were considered adequate for selecting areas for study:

1. Aspects of the school system in which social interaction is involved

2. Aspects of the educational system which are related to present needs and interests of individual children

³Ibid., p. 159.
⁴Ibid., p. 259.
3. Disciplinary aspects

4. The aspect of teacher attitude toward children

Accordingly, the following areas seemed proper for investigation:

1. Social interaction aspects
   a) Relationship between the administrative staff and the community
   b) Staff relationships
   c) Teacher-pupil relationships
   d) Home-school relationships

2. Aspects related to the needs and interests of individual children
   a) Curricula and teaching materials
   b) Promotion policy
   c) Services rendered individual children

3. Disciplinary aspects
   a) Discipline in general
   b) Suspension

4. The aspect of teacher attitude toward children
   a) Teacher understanding of children
   b) Teacher attitude of acceptance or rejection of children

Sources of data. The data were obtained from a variety of sources in order to give as complete a picture as possible of the research problem. These sources include:

1. Summary of the annual teachers' reports from all elementary and secondary teachers in Anne Arundel County, Maryland, for the twelve-year period from 1938 to 1950.
will it be checked against that made by expert

with which will be used for this purpose?
The talk made by the teachers

that of the vertical level.
A detailed developed by Paul Freeman, he
guided study and in course of their acceptance of reflection on

to rate groups of teachers according to tendency of participation in

to the elementary and junior high school grades. The experimental

7. On experimental with approximately two hundred teachers from

county for the purpose of verifying the content of the letter

teach, study was given to twenty-five educational administrators in the

other one, participation to the principal in the pre-

permanent of skilled person for the purpose of evaluation the initial

6. Two questionnaires: one was given to all teachers by the do-

officers. The questionnaires were also interpreted.

educational the superintendent, the superintendent and the principal person

interpret with the administrative office of the board of

from 1941 to 1946 and by the personnel officers from 1946 to 1950.

1950, the title on our program kept by the attendance officer

7. The title of the director of personnel added from 1947 to

written material which are of any assistance for this study.

8. Educational reports, curricula plans, pamphlets, and other

of child study teachers, half by non-child study teachers.

teacher participation in child study. Half of the children were taught

1946-47 and 1949-50. Two groups of children were selected in terms of

2. Annual Teacher Reports on 6,000 children for the years
8. Observation of teachers' behavior in the classroom. The experimenter intends to observe and record the classroom operation of some child study teachers and non-child study teachers who have been equated as far as possible in other respects. The observed behavior of the two groups of teachers represented will be compared according to established criteria.

Basic assumptions. Certain assumptions have been made by the experimenter in attacking the problem. These should be recognized and made explicit:

1. It is possible to analyze educational changes with approximate accuracy on the basis of sufficient data.

2. The sources used were inclusive of the points under consideration.

3. The persons from whom the data were obtained were capable of providing them, and the responses obtained were correct statements of facts.

4. The experiment included in the study was administered under uniform conditions and the obtained data, therefore, were reliable.

5. The experimental device used was reliable and valid, and was understood by the teachers concerned.

6. All colored teachers and 70 per cent of the white teachers in the county have participated in the child study program on a voluntary basis. Therefore, it is assumed that there is no basic difference between the child study teacher and the non-child study teacher before the in-service training.

7. The observed behavior of each teacher was typical of the total behavior of that particular teacher.
8. The techniques used in the analysis of the data were adequate for the present study and were statistically valid.

Significance of the Problem

The significance of the study becomes apparent from the statements on evidence of need. It is not only of interest to recognize the changes which occur in a school system over a period of time, but it is a check on the direction of the development of the educational system. It is of significance especially to check the changes against the prevailing educational philosophy.

It might also give evidence of the complexity of the educational forces in the present day society. Too often educators consider all educational progress as a result of their efforts alone, whereas, in reality, formal education is only one social factor among many others.

It should prove to be significant to see how all these factors may be coordinated and work together in the desired direction.

Finally, it is hoped that the study will be of significance as a basis for an evaluation of the child study program. If it promotes the desired education, the program ought to become adopted on a larger scale, and it ought to become a part of pre-service teacher education as well as the in-service teacher education. If the program does not convey the desired changes, it ought to be subject to re-examination and improvements.

Summary. After this introductory chapter on the statement of the problem, its scope and limitations, basic assumptions, the purpose of the next chapter is to give a summary background for the study. It will include a description of the county and its development as well as
a brief summary of the educational development in the county.

The writer could see two different directions which profitably might be taken from Chapter III on. One direction was to divide the thesis into chapters according to areas under investigation, i.e., social interaction, consideration of children's needs, discipline, and teachers' attitudes. Each of these areas would be discussed, then, in terms of change, causative factors involved, and relationship to child study. In other words, each chapter would have identical arrangement. It was thought, however, that this would emphasize change too much; it would artificially isolate changes and the procedure would be too monotonous. Another sequence was thought to be more natural, even though there is a danger of repetition involved from one chapter to the other. This second procedure was followed.

Accordingly, following the review of literature, Chapter III will deal with the educational changes which have occurred during the last twelve years. Chapter IV will be devoted to an analysis of the factors which might account for some of the changes. The next chapter will be a presentation of the relationship of the child study program to the educational changes. A final chapter will include a summary, conclusions, and implications.
CHAPTER II

REVIEW OF LITERATURE

As described in Chapter I, two steps are included in the study under consideration: (1) Identification of educational changes over a period of time. (2) Identification and analysis of factors involved in the changes with special reference to an in-service child study program.

While a variety of studies describe some types of in-service teacher education program, few of them relate the program to the educational changes which have occurred concurrently with the program. On the other hand, many school systems have been surveyed and evaluated. In fact, thousands of school surveys have appeared in the United States during the last decades. However, such a survey is a situational description and does not consider the educational changes which have occurred over a period of time. Only periodic surveys of the same school system would have anything to offer a study of educational change. Even such recurring surveys are unable to register the course of change between the surveys. A review of literature, therefore, will not include ordinary school surveys. The present chapter will deal with research pertaining to the two steps mentioned above.

The best known and most comprehensive research on educational changes is the Mert and Cornell study of school adaptability. It included field work in New York, New Jersey, Pennsylvania, Delaware, North Carolina, and in the Union of South Africa. This study from the middle thirties had two purposes: (1) to study the entire scope of
local initiative in education, and (2) to study educational adaptation. This is reported in the book, *Adaptability of Public School Systems*.\(^1\)

This was, by the authors, regarded as a preliminary research with the purpose of pointing out more specific problems. The Columbia University Council for Research in the Social Sciences provided funds to continue an investigation of some of the proposed aspects. This new study was carried on in Pennsylvania and was published in the book, *American Schools in Transition*.\(^2\)

An instrument to measure school adaptability was developed and used as a check list in the individual schools throughout the states mentioned above.\(^3\) It included 182 items under various headings, such as Classroom Instruction, Special Services for Individual Children, Educational Leadership, Physical Facilities and Business Management. The adaptations included in this guide tend to reflect conditions as they are at the time of the checking.

The authors' definition of "adaptation process" is: "The process by which a school system sloughs off out-moded purposes and practices and takes on new ones to meet new needs."\(^4\) It was the purpose of the

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preliminary report on the study, *Adaptability of Public School Systems*, to discuss various aspects of this adaptation process. Illustrations of the methods of study were given; possible factors influencing the adaptability were discussed, and so were also the relationships of adaptability to local initiative, local control, school organization, etc.

In order to learn more about the process of adaptation itself, the more intensive study of the Pennsylvania school conditions was undertaken and published as *American Schools in Transition*. The authors regarded it as a "case study". In addition to an analysis of factors related to general educational adaptability, as measured by the Mort and Cornell rating scale, a more intensive study was made of the development of nine specific adaptations.

The main findings of the study were that half of the adaptations of practices generally accepted by educators were 30 per cent or more diffused, that is, accepted by 30 per cent of the districts, less than a fourth of them were more than 50 per cent diffused, and only a tenth were as much as 90 per cent diffused.

The study of the time element in the development of nine adaptations reveals that the educational progress is slow. The first introductory steps in particular take a long time. From the first introduction noted in the nine selected items it took from ten to twenty-five years to reach the third per cent level, that is, they had spread to


6Ibid., pp. 7-8.
3 per cent of the districts. Instances are cited to show that it took 23-25 years from the introduction to the third per cent level of maturity for kindergarten, elimination of final examination in schools, and for adult leisure-time classes. It took 15-19 years to establish special classes, extra-curricular activities, supplementary reading, and homemaking for boys. The idea of re-organized high schools took only ten years to reach the same maturity.7

However, from the time the 3 per cent level is reached, the rate of growth is much accelerated. Even so, only half of the adaptations mentioned above will reach complete diffusion within 50 years after their first introduction.8 "Complete diffusion" is the stage in the adaptation process where there will be no further introduction of a practice into additional schools under the existing conditions.

Some of the findings on the relationship between adaptability and characteristics of community life are:9

1. Communities on a high cultural and educational level are generally early adaptors.

2. The age of population does not seem to influence adaptability.

3. Population increase is directly related to adaptability.

4. The proportion of the population born in the community is negatively related to adaptability.

It was reported that large communities score higher than smaller ones on the general measure of adaptability.10 Wealth does not appear

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7Ibid., p. 42.
8Ibid., p. 51.
9Ibid., pp. 85-106.
10Ibid., p. 137.
to be predictive of adaptability even though the early adapters are relatively wealthy.\textsuperscript{11}

While the superintendent was highly important in educational adaptations, the school board was seldom seen as an initiating agency or even as a supporter of them. "... the type of lay control exemplified by the American school board as we saw it is a structural feature unfavorable to the diffusion of many important adaptations".\textsuperscript{12}

Teachers were found not to be too much concerned with school improvement. It was believed that this was caused by the fact that the teachers seldom assume leadership in an average American community. The roles of the present personnel were found to be followership, neutrality, and ignorance of need. The teachers most conducive to change were those who were interested in experimentation, those who customarily accepted responsibility in the community, and teachers who had been teaching in other school systems. The communities with the highest percentage of teachers coming in from outside tended to have the most adaptable schools.\textsuperscript{13}

Through these studies there has developed an "adaptability" concept, which emphasized the necessity of an evolving educational system keeping pace with social needs. Mort considers adaptability, stability, and flexibility as three facets of the same thing:

\textsuperscript{11}Ibid., p. 137.
\textsuperscript{12}Ibid., pp. 242-43.
\textsuperscript{13}Ibid., pp. 276-90.
A school must have these three characteristics if it is to achieve its purposes and at the same time give due regard to all persons immediately or remotely concerned. It must hold fast to the good (stability); change what requires change (adaptability); and be fertile in considering individual differences in all personalities involved (flexibility).  

Closely related to the research work of Mort and Cornell are some studies which developed at Teachers College, Columbia University, and sponsored by Mort. These studies undertake to investigate certain selected adaptations in educational service. Adaptation Processes in Public School Systems, by Farnsworth, describes the adaptation processes and sequence of events in the following five selected adaptations in educational service: (1) library extension in the schools of New York; (2) classes for "educationally exceptional" children in the schools of Connecticut; (3) state supervisory agents in the schools of Connecticut; (4) vocational education in the schools of Massachusetts; and (5) medical inspection in the schools of Massachusetts.

This study proposes to show how educational changes occur to meet changing needs. The method used is a combination of historical and "case-study" methods. The factors and agencies involved in the adaptations are discussed. The author identifies the following pattern for adaptation in all five areas selected:

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16Ibid., p. 100.
A leader recognized the need and this individual or a small group of individuals voiced the need and made it articulate. Solutions were proposed and trial attempts at solution were made, financed generally by private philanthropy and charity. Official recognition of services was sought in favor of the solution. Studies of the conditions of the need were made and agencies were designated to care for the need. These agencies set up to meet the specific needs were in many cases only partially able to meet conditions and often failed to ameliorate conditions. The need persisted and the cycle of events just noted was repeated, modified sometimes slightly by a shift in the sequence of events and by minor omissions. The new cycle was also changed by increased knowledge and experience and often broadened in scope as the result of new forces and new emphasis.

Another project sponsored by Mort is Bateman's, Development of the County-Unit School District in Utah. The study is basically historical but the emphasis on discovery of patterns and factors of adaptability makes it mainly a study in social change, what forces and factors are involved, and what agencies are used.

The pattern of adaptability revealed by this study is similar to those mentioned above except for the initial stage which was different because the original idea came from state school officials, not from local initiative as in the other studies.

Newell's study on class size and adaptability is the third project in the same series. The main conclusion is that class size is related to educational adaptability. Small classes seem to be favored slightly

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18 Ibid., pp. 89-90.

with respect to adaptability of professional characteristics, because the teachers there have opportunity to be more responsive to the needs of the children; while large classes ranked better than either small or medium-sized classes on factors most closely associated with type of school community, e.g., parents opinion scores and school building scores.

The study in this series most closely related to the present project is *Adaptability among the Elementary Schools of an American City* by Ebev. The concern of this study of the St. Louis school system was the variation in adaptability among the schools selected, the measurable factors to which this variation was related, and the forces which tended to stimulate or retard adaptability. Various instruments were used to measure the adaptability of the school, especially the guides developed by Mort and Cornell. There was found to be a considerable degree of variation with respect to the scores of schools on adaptability in the same school system.

In the study of the relationships between adaptability and certain selected school and community factors, a statistical treatment revealed that the principal was the factor most contributive to adaptability.

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20 Ibid., pp. 51-63.


The character of the community as reflected by median rental in dollars of rented homes was the second factor of importance. Next were the educational opinions of teachers and the nature of physical facilities. Of the selected community factors, only median rental correlated with adaptability. The importance of school factors is shown in Table I.

<table>
<thead>
<tr>
<th>Factor</th>
<th>Correlation Coefficient</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Principal's educational opinion</td>
<td>.369</td>
</tr>
<tr>
<td>2. Median teacher educational opinion</td>
<td>.463</td>
</tr>
<tr>
<td>3. Principal's age</td>
<td>-.071</td>
</tr>
<tr>
<td>4. Per cent of teachers 55 and over</td>
<td>-.317</td>
</tr>
<tr>
<td>5. Recency of teacher training</td>
<td>.171</td>
</tr>
<tr>
<td>6. Recency of principal's training</td>
<td>.576 (bi-sserial)</td>
</tr>
<tr>
<td>7. Parent participation</td>
<td>.325</td>
</tr>
<tr>
<td>8. Building score</td>
<td>.170</td>
</tr>
</tbody>
</table>

In the study of developmental patterns of specific adaptations the identification of the following operating forces is of interest:

1. the hesitation to recognize an important invention
2. the resistance to the idea by those who considered it an encroachment upon their province of authority
3. the necessity for having central administrative officers with a wholesome attitude toward experimentation

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24 Ibid., p. 24.
4. the importance of administrative favor and the in-service
training of teachers in obtaining the rapid diffusion of
a practice proving desirable.

The so-called "Metropolitan School Studies" are an outgrowth of
this series of studies on adaptability. The Metropolitan School Study
Council has sponsored numerous research projects on educational prac-
tices. Many of these projects have been carried out by graduate stu-
dents as dissertations for advanced degrees and are usually not pub-
lished. The adaptability of schools has continued to be of concern in
some of the studies, and instruments for measuring some aspects of edu-
cational adaptability have been developed. 26

So far as the writer knows, no attempts are made in these studies
to find relationships between educational changes and an organized pro-
gram for in-service education. Does it mean that teacher education is
unrelated to educational adaptability? Mort's general conclusions in
this respect is that teachers have little impact on the educational
system:

Teachers in general are not greatly concerned with school
improvement. They have seldom assumed the role of leader in the
past, and concurrently seem to be assuming it less often. Fol-
lower, supporter, and neutral—these were their typical roles
in the past. Neutrality, ignorance of need, followership—
these are the roles of the present personnel. 27

26One instrument is Paul R. Mort, W. S. Vincent, and Clarence A.
Newell, The Growing Edge. New York: Metropolitan School Study Council,
1946.

27Paul R. Mort and Francis G. Cornell, American Schools in Trans-
sition, op. cit., p. 290.
This is a severe criticism. Is there no way of making teachers influential? Has no in-service teacher education program been evaluated in terms of resulting educational change? The following section is a discussion of studies related to this question.

A study of the relationship between in-service teacher education and school evaluation was made by Maccoy.28 The problem is not limited to any particular in-service program but concerns in-service teacher education in general. The scope of the study, then, is the relationship between recency of any in-service training of teachers to a rating of the school and of teacher competency made by an observer and by the principal. Two distinct methods were employed to obtain the data for the study: questionnaire to principal, to the teacher herself, to pupils and parents, and personal interview and visitation. The questionnaires were measured numerically and then the visual observations were measured in like manner and the two totals were compared for correlation. The numerical designations were derived from two rating scales; one for rating of the school system in general29 and one for rating elementary school practices.30

In this study, in-service education showed a definite trend. Of all teachers who had participated in some type of in-service education


within the past five years, 98.9 per cent were rated "average" or higher, while 98.07 per cent of those rated "poor" had not had any inservice education within the last five years. However, it seems that the writer is going too far when concluding that "the recency of inservice training is the determining factor in teacher achievement."  

It is obvious that a relationship exists, but it might well be true that the "good" teacher has a greater interest than the "poor" teacher in taking in-service education.

Some of Maccony's general conclusions are:

1. The physical plant is the least important item in an evaluation of a school.
2. The best teachers in a school are those interested in professional growth as evidenced by the recency of their in-service education.
3. Pre-service education, no matter how extensive, does not guarantee a superior rating. As a student a teacher lacks the experience that classroom teaching eventually gives her in adjusting methods and techniques to her own personality. A period of actual and intensive teaching followed or accompanied by further courses seems to be indicated in the training of a good teacher.  

31 Joseph Maccony, op. cit., p. 295.

32 Ibid., p. 296.
A rather unique in-service teacher education program is described by Turner. The major emphasis in the program was on helping rural teachers have a variety of educational, social, and cultural experiences. The program consisted mainly of teachers' meeting, group activity, and professional tours which led to educational tours for children. Tours to outstanding schools seemed to be of special value.

The criteria for evaluating this program were: (1) voluntary cooperation, (2) evidence of change, and (3) opportunity for growth. The evaluation was descriptive, based on observation, teachers' reaction, as well as the reaction of the pupils and their parents. The investigator attributed certain evidences of curriculum changes and classroom changes to the new experiences of the teachers.

O'Brien describes and evaluates a two-year in-service teacher education program in a public school system. The most important activities of this program included study groups in reading, arithmetic, science and school progress reports. All elementary school teachers participated, but each one could participate in only one group. In addition, child study was encouraged. Teachers were asked to make an intensive case study of one child in their own classroom. The suggested procedure for the child study included (1) identification of a

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problem, (2) collecting of data, (3) assembly of data, (4) analysis, and (5) treatment. 35

The appraisal of the effectiveness of this in-service program was based on standardized tests which were administered to the pupils before the in-service education program started and two years later. The main result was that while the I.Q. scores remained approximately the same, the achievement scores for the various subjects, such as reading, language arts, computation, reasoning, history, science, and literature, revealed an advance of .1 to .6 grade beyond the norm. Pupil retardations were reduced 50 per cent during the same time.

The investigator admits that he would be the first one to acknowledge the several limitations of the study. 36 For example, he has not isolated the investigated factor and he has not used any control group.

The in-service teacher education program of special interest for this study is the child study program which has been in operation in the Anne Arundel school system the last five years. Since this program has been adopted by many centers in eleven states, it is obvious that an evaluation of it is of extreme interest for the present study as well as for the participants in the child study program. As Mershon says: 37

36 Ibid., p. 137.
This program involves more than seven thousand teachers at the present time (1949) and gives evidence of continuing to involve more and more teachers in the next years to come. Through the teachers now involved, the program touches the lives of at least 350,000 school children and will touch the lives of increasingly more school children as more teachers are involved. A program of this magnitude should be subjected to comprehensive evaluation.

The major goal of the child study program has been to foster a better understanding of children. One type of evaluation of the program will be, therefore, in terms of teacher understanding of children. A more significant evaluation may be done in terms of changed teacher behavior. Another test of the effectiveness of the program is to what extent it is able to bring about change in the school system conducive to a healthy development of children. The final and crucial test is, of course, what changes it produces, directly or indirectly, in children. This four-way evaluation must be developed gradually through a series of research projects.

The earliest attempt at an evaluation of the program occurred in the centers in which it originally was developed. This rather general evaluation is described in Helping Teachers Understand Children. It was based on written appraisals of teachers, principals, and supervisors who participated in the program. The reaction must be said to be very favorable and was, in short, concerned with change in understanding, change in teacher behavior, and change in classroom climate. The general impression was that the teachers were more apt to look for causes of behavior than earlier and that they blamed children less for

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certain undesirable conduct. They also tried to find other methods than punishment to change this behavior and to adapt the school to the children instead of the children to the school. This was not only evident in terms of a more meaningful curriculum and improved grouping, but also in terms of reclassifying children so they were promoted on another basis than grade-level accomplishment. The result was an improved emotional climate in classrooms and better human relationships within the school as well as between parents and school personnel. The schools were reported to run more smoothly and were characterized by more spontaneity and greater freedom.

A study related to growth in scientific knowledge during participation in the program is Perkins' research in group learning of in-service teachers. This is an analysis of recorded discussions in eight study groups over a period of two years. The major finding of this study was that a considerable growth in concepts on human growth and development occurred. Also, significantly higher proportions of attitudes toward children expressed by participants of group-centered groups were warm and objective whereas significantly greater proportions of attitudes expressed by participants of leader-centered groups were emotional, conventional, and cold. Group-centered groups showed greatest insight and substantiated their statements. The third-year groups were superior to first and second-year groups in respect to these qualities. Generalized judgments and unsupported opinions

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occurred less frequently in the third-year groups than in the others. Even though the main purpose of this study was to investigate the effect of emotional climate on group learning, the comparison between the three levels of participation in child study makes it possible to evaluate the child study program to a certain extent.

A project underway in the same area intends to measure growth in scientific knowledge by comparing teachers who do and do not experience this in-service education.\footnote{George Holll.}

\footnote{Madelaine Marshon, \textit{Changes in the Records Made by Teachers during Two Years in a Child Study Program}, unpublished Ph. D. dissertation, University of Chicago, 1950.}

\footnote{Lee Reeves, \textit{An Analysis of Teachers' Anecdotal Records}, unpublished Master's Thesis, University of Texas, 1950.}
those of Hershon:

1. Teachers become more conscious of the sources for gathering information about a child

2. They improve in recording factual behavior

3. The recorded anecdotes become more inclusive with increased experience in recording

A research project is underway in the area of changes in teachers' behavior.\(^{43}\) This is, therefore, partly related to the present study.

Greene's study\(^{44}\) of the influence of participation in the child study program upon curricular practices as revealed in child study anecdotes, is related to the same problem. This project, still in progress, is based on an analysis of records from participants from all three years.

Kasten\(^{45}\) has studied the relationships between participation in the child study program and academic achievement of the children. The sample of groups consisted of eighteen fifth grade classes in nine white elementary schools in Baltimore, Maryland. The schools were paired and the experimental group consisted of classes taught by teachers who had completed three years of the in-service child study program. The teachers of the classes in the control group had not participated

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\(^{43}\)Caroline Tryon and Virgil Herrick.


in the program. Achievement tests were used in the beginning of the year as well as at the end of the year. The major findings were that no significant differences exist between the experimental and control groups in reading and arithmetic achievement of pupils from three different I.Q. groups, from strong ethnic groups, or from various social classes. In like manner, the child study teachers did not seem to affect the level of group achievement as determined by mental age in reading and arithmetic any more than the teachers of the control group affected the level of group achievement. Since it is hoped that child study teachers will be more concerned with the adjustment of their children than with the school achievement it has been assumed that it would lower the level of achievement. This study, however, suggests that the assumption is not valid, although it does not investigate any other kind of change resulting from participation in child study.

Summary

A search in the literature for studies related to the present project did not disclose any similar research. Several projects on educational adaptability were sponsored by Paul R. Molt at Teachers College, Columbia University, between 1935 and 1940. Later on, and under the same sponsorship, studies in the same field were continued by the Metropolitan School Study Council, New York. However, there was little or no attempt to relate educational changes to in-service teacher education. General school surveys were not included in this study since they are merely descriptive of a school system at a particular time without giving consideration to educational changes.
A few isolated studies of some types of in-service teacher programs have evaluated the respective programs, but not in terms of what they did to the school system or to the children concerned. A few studies have grown out of the child study program, sponsored by the University of Maryland. They have dealt with changes that took place in participating teachers in terms of ability to observe, record, and analyze pupil behavior. One study was related to the effect of participation in the child study program upon school achievement of the children.

In short, then, the reviewed literature endeavored to analyze certain educational changes in terms of rate of change, factors causing change, and factors resisting change. Studies on the adaptation of certain new educational practices revealed that it is a long process. There was frequently seen a lapse of seventy-five to one hundred years from the initial steps of a new practice until it was generally accepted. In the analysis of factors involved in changes, teachers and teacher education were given some recognition. Also recency of in-service education was acknowledged even though the nature of the in-service program was believed to be even more important. The studies on the child study program have dealt mostly with its influence on the participating teachers and little has been done to investigate its impact on a school system.

This suggests that the following problems be subject to investigation:

1. To what extent and in what ways does a particular school system change over a limited period of time?

2. To what contributive factors must educational changes in an ordinary present-day American school system be attributed?
CHAPTER III

BACKGROUND OF THE STUDY

Introduction

In order to analyze the changes which have been going on in a school system over a period of twelve years, it is necessary to reconstruct the cultural situation as completely as possible. Any sociological research problem is always related to time and place. This study, a problem in the field of education, is closely tied up with the existing school system in a particular county as well as with the development of the same school system. However, the school system in turn, is a function of other factors, mainly the society itself, the geographical environment, the historical development, and the present way of living of the people in this community. Accordingly, we have to look at the community or the society before we are able to make any judgment as to its educational system and the changes going on there. This is especially important in the present study since the focal point is not mainly the in-service teacher education program, but educational changes in a particular county, namely, Anne Arundel County, Maryland.

The County

Location. Anne Arundel County, the third oldest of the twenty-five counties in Maryland, belongs to Southern Maryland, and it is situated on the Western Shore of Chesapeake Bay. This bay provides the entire eastern border of the county, and the many rivers and small bays cut into the country and form the long coast line into a picturesque
landscape of small "fjords" and peninsulas. On the east the county is bounded by the Patuxent River, and on the north by the PatapSCO River. In the south it is adjacent to Calvert County.

**Topography.** The coastal plain, covering the majority of the coast of the eastern United States, is divided into two parts, the eastern division, which does not reach one hundred feet in height, and the western division which frequently exceeds one hundred feet.¹ According to this, Anne Arundel County belongs to the western division, which, in Maryland, covers the coastal region west of the Chesapeake Bay.

Even though some areas of tidal marshes may be found along the main rivers and other places near the water, the majority of the land surface is made up of successive plains with some rolling slopes. Especially is the northern part of the county hilly. Successive plains of various elevation up to two hundred feet characterize the county. Sections near Marriott Hill, Laurel, and other places even exceed two hundred feet in height. However, most places have less elevation. Many creeks and rivers wind themselves in between the plains and rolling slopes and provide good drainage for the land. In Maryland Geological Survey it is said that no other county in Maryland "can boast a series of more strikingly beautiful rivers than those of the Nant-tem, Severn, and South rivers" which also are navigable and commercially valuable.²

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Railroads and Roads in Anne Arundel County
Several of these rivers have dissected parts of the county and caused an extensive erosion, especially along the Severn, Patuxent, and South Rivers. Only a minor part of these areas is sufficiently level to avoid erosion, but then it frequently needs constructed drainage facilities.3

Soil conditions. The way in which any rural people gain their livelihood, depends, to a great extent, upon the composition of the soils together with the climatic conditions. An analysis of the soils of Anne Arundel County has revealed the excellent agricultural conditions provided for by the soils. The soil is very diversified in the county. Geologists distinguish between five distinct series of soil there, according to the relative content of gravel, sand, silt, and clay.4

In the northern part of the county a light sandy soil prevails. In the southern part, mainly south of South River, the soil is, to a considerable extent, made up of fine, sandy loam and silt loam. Later it will be indicated that these soils, with favorable weather conditions, produce abundantly.

Climatic conditions. "When south and southwest winds are very gentle the sky is often clear for many days together during the winter. On these occasions the warmth and softness of the air are truly delightful, and, when taken in conjunction

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with the beautiful water scenery, the calm blue bay, the broad Potomac, the green meadows, the balsamic pines and other evergreens common to this section, one is almost tempted to forget that it is a winter landscape he is contemplating.

This description of Southern Maryland from the last century would make us believe that it was written recently somewhere in Anne Arundel County if the Potomac River was not mentioned. The winter is mild and the spring starts early. Therefore, the growing season is relatively long. The average summer temperature is close to 74 or 75 degrees, which is the highest in Maryland. The average annual temperature is eighteen to twenty degrees lower. Also the precipitation is as high as in any of the other counties, with an average of fifty inches a year. The rainfall as well as the temperature, therefore, is very favorable to agriculture.

Settlement. For centuries the Susquehanna Indians were the sole inhabitants of this area. Occasional discoveries of arrows and tomahawks are but a few fragments of their history revealed to later generations.

The first evidence of the white man's visits to this part of the country after Columbus' rediscovery of America, is a diary of Captain

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5Board of World's Fair Managers of Maryland, op. cit., p. 43.


7Board of World's Fair Managers of Maryland, op. cit., p. 36.

John Smith of Virginia who made his first voyage up the Chesapeake Bay in 1608, a year after the European settlement in Jamestown. However, it was not before the middle of that century that Anne Arundel was settled, and then because of religious tension in Virginia, where a Protestant governor ruled. He would not tolerate other Protestants and began a rigorous persecution of the Puritans, who were members of the recently formed Congregational Church.9

The Catholic Lord Baltimore in Maryland offered these Puritans an asylum in Maryland, provided they would take the oath of allegiance to him. In 1649 the first group of about ten families arrived at Greensberry's Point, and in a short time they developed plantations over a distance of twenty-five miles. The Puritans named their settlement Providence. However, it seems that they soon regretted the oath which they promised to give the Lord Proprietary. They discovered that the oath included a promise to uphold the Roman Catholic religion. To them this meant to uphold Anti-Christ, and the conflicts started immediately.

However, a year later the Governor had succeeded in reconciling the two parties, and at the General Assembly at St. Mary's in 1650, Providence was lawfully established as Anne Arundel County, probably so called from the maiden name of Lady Baltimore, wife of the second Lord Baltimore. Up to this time only two of the Maryland counties had been formed, St. Mary's in 1637 and Kent in 1642.10 Thus, Anne Arundel County, which


has just celebrated its third centennial, is the third oldest county in Maryland.

It was to be expected that the religious question would be brought forth once more. Five years after the establishment of the county, it came to a battle on the Severn River between the Governor and the Puritans because of their refusal to send delegates to the General Assembly. The reason for this refusal might have been due to the increasing success of Cromwell in England.11

Soon the Quakers also were driven from Virginia and were welcomed to Anne Arundel County by the Puritans who, gradually, leaned toward their faith. A Quaker congregation and a meeting house were early to be found at West River, and George Fox himself visited the county in 1672. Several times the Quakers seem to have been in opposition to the government because they did not comply with the orders concerning military duties and court procedures.12

Lord Baltimore set an example for the Catholic majority in Maryland when giving the instruction that Catholics should not be offensive to Protestants. Riley states, "The only place in all the wide, wide world, where religious freedom was encouraged and religious liberty established, Maryland became 'The Land of the Sanctuary', and her splendid toleration rose on the horizon of a bigoted age, as 'The Day-Star of American Freedom'."13 This is the reason so many Protestants were allowed to settle there. In Annapolis and other places of Anne Arundel County, the Protestants even were in the majority.

12Ibid., p. 42 ff.
An interesting document, indicating one of the difficulties which the white population had to tackle during the first harsh years, is the Indian Treaty of 1652. A group of men from the colony negotiated with a group of Indians at Annapolis. The treaty was agreed upon and signed by both sides. Unable to write their names, the five Indians signed it with their respective marks, $, <, \sim, \times$, and $\mathcal{W}$. Part of the last section reads as follows:

5 thly. And lastly, these articles and every particular of them shall be really and inviolably observed, kept, and performed by the two nations, before named, and by all the people belonging to them, for ever to the end of the world. And that all former injuries being buried, and forgotten from hence forward, they do promise and agree to walk together and carry one towards another in all things as friends, and to assist one another accordingly. . . ."

Toward the end of the century, Anne Arundel County seems to have gained importance. Annapolis was made the new capital of the entire province in 1694, and the following year the name was changed from "Anne-Arundel-Town" to "Annapolis."

Population growth. It is not within the scope of this paper to discuss the further development of the county at any length. However, looking at the growth of population up to the present time, it will be noted that the rate of growth was rather slow. It is believed that in 1694, when Annapolis became the capital of Maryland, the population of Anne Arundel County was at least six thousand. A century later it had just passed twenty-two thousand, and the rate of growth was slower during the following century, the total population being thirty-four thousand in 1890, as is shown from the following table.

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15 Ibid., p. 117. See also Maryland Development Bureau of the Baltimore Association of Commerce, op. cit., p. 10.
Howard County was established as a separate county in 1851. That accounts for the great decrease in the population of Anne Arundel County between 1850 and 1860. In general, then, it may be said that the population increased slowly until after 1920. From then on the growth has been more rapid, after 1930 even doubling the average rate of growth in the state. The second World War brought about a complete change in population, and it increased by more than 62 per cent between 1940 and 1950, from 68,375 to 111,187, because of the tremendous expansion of war production in Baltimore and military service at Annapolis. Obviously, this has had and will continue to have a great impact on the school situation in the county, as we shall see later.

In order to have a clearer picture of the size of the present population of the county, we may compare it with some known figures. Wilmington, Delaware, is at the present time a city of the same population as Anne Arundel County, but Sacramento, California, has several thousand less, as have Cambridge, Massachusetts, and Tampa, Florida. Anne Arundel County has an even higher population than the entire state of Nevada (110,247). Of the Maryland counties, Anne Arundel has the fourth largest population. The density of population is 2.70 per square mile.

Anne Arundel County has the highest colored population of the Maryland counties. The racial composition of the population is roughly three-fourths white and one-fourth colored.17 During the period between the revolution and the Civil War, there was nearly one slave to every white, or approximately ten thousand slaves. In the same period the number of colored people increased from less than one thousand to perhaps more than five thousand.18 This means that approximately half the colored population of Anne Arundel County were free before the Civil War.

The ratio between urban and rural population during the last half century has varied between one to three and one to four, as the following table shows. According to the 1940 census the urban population

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was 19.1 per cent, the rural farm population 17.3 per cent, and the rural non-farm population 63.5 per cent. The corresponding data from the 1950 census are not available at the present time.

**Table III**

<table>
<thead>
<tr>
<th>Year</th>
<th>Urban</th>
<th>Rural</th>
</tr>
</thead>
<tbody>
<tr>
<td>1890</td>
<td>7,604</td>
<td>26,490</td>
</tr>
<tr>
<td>1900</td>
<td>8,325</td>
<td>31,095</td>
</tr>
<tr>
<td>1910</td>
<td>8,609</td>
<td>30,944</td>
</tr>
<tr>
<td>1920</td>
<td>11,214</td>
<td>32,194</td>
</tr>
<tr>
<td>1930</td>
<td>12,531</td>
<td>42,636</td>
</tr>
<tr>
<td>1940</td>
<td>12,760</td>
<td>55,615</td>
</tr>
</tbody>
</table>

**Living Conditions in the County**

Social diversity. This brief outline of the county and the highlights of its history during three hundred years naturally leads up to the question: "What is the county like today? How do the people at the present time make their living?" These are vital questions for an understanding and evaluation of their education. If a school system is unrelated to the way of life of the people concerned, it is almost inevitably a "bad" system. Because every dynamic educational system is

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a function of the society itself, it is necessary to know this society in order to appreciate its schools. Anne Arundel County is no exception.

The uniform colonial society has changed considerably, and today we cannot even talk about a uniform society any more. The county is customarily divided into three separate social parts according to the ways the people earn their livelihood and according to their cultures. To the writer, however, it seems natural to add a fourth: (1) The changing and fast-growing residential section near Baltimore; (2) the modern farming areas in the north; (3) the unshifting tobacco section in the south; and (4) the Annapolis area where the old families of the early Providence still are the nucleus of a relatively stable, aristocratic society, even if it is quite different from that of their forefathers.

In the plantation and sailing era, Annapolis was the center of trade, especially the export of tobacco and the import of slaves. Being the capital of the young state, it naturally became known for its social activities. Today its prosperous time is over, and it is proud of being a historic place as well as the capital of the state and the seat of the U. S. Naval Academy, which was established in 1845. It has grown very slowly, its population being around 15,000 until it became 25,000 through the annexation of certain areas as of January 1, 1951. There is very little industry, and the major source of income is government work.

The county south of South River is traditional in another way. The soil is adapted to the growing of staple crops, mainly tobacco, wheat, and corn. Some of the finest tobacco in the nation comes from this section. Tobacco is also the main source of income from agriculture, with
more than 55 per cent of the total as of 1945.\(^\text{20}\) The proportion of colored people to white is much higher here than elsewhere in the county, about three to two.\(^\text{21}\) In many ways this part has been very isolated and it has not adjusted itself to modern society as has the rest of the county. For example, the raising of tobacco is done in much the same way as in the colonial days. The economic conditions, however, have improved during the last decade.

The northern part of the county has always been much better developed and more progressive. Its closeness to Baltimore City makes it into the feeder area of the city. Truck farming is highly developed here. The prevailing light sandy soil in this part of the county accounts for its excellent qualities for the growing of fruits and vegetables. Tomatoes, beans, cabbage, green peas, watermelons, and also peaches from this area are well known, and it has been much easier to transport fresh products to the Baltimore market from here than from the southern part of the county.

However, the most outstanding characteristic of this area is its rapidly changing nature from a farming county to a suburban residential section. From about 1920 Baltimore grew so large that the people had to choose the adjoining counties for their homes.\(^\text{22}\) Anne Arundel County became the bedroom of Baltimore.

\(^{20}\)University of Maryland, \textit{Anne Arundel County, Maryland, Its Economic Development and Potentials}, \textit{op. cit.}, p. 51; and \textit{200 Years with the Maryland Gazette}, \textit{op. cit.}, p. 119.


\(^{22}\)\textit{Ibid.}, p. 13.
The industry of greater Baltimore is expanding southward; hence the people are forced to move their residences even further south and the workers commute daily to jobs in the city. Between 1920 and 1940 the density of the population in election districts 3 and 5 increased 125 per cent and 200 per cent respectively. During the last decade population growth has been at an increasing rate. This is evident from Table IV.

### Table IV

**Population in election districts in 1930, 1940, and 1950**

<table>
<thead>
<tr>
<th>District Number</th>
<th>1930</th>
<th>1940</th>
<th>1950</th>
<th>Per Cent of Increase</th>
<th>1930-1940</th>
<th>1940-1950</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>3,508</td>
<td>4,304</td>
<td>6,024</td>
<td>22.7</td>
<td>40.0</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>8,885</td>
<td>13,166</td>
<td>19,260</td>
<td>48.2</td>
<td>46.3</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>7,611</td>
<td>10,938</td>
<td>25,994</td>
<td>43.7</td>
<td>137.6</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>9,251</td>
<td>10,932</td>
<td>14,702</td>
<td>18.2</td>
<td>34.5</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>9,452</td>
<td>11,735</td>
<td>24,963</td>
<td>24.2</td>
<td>112.7</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>12,531</td>
<td>13,069</td>
<td>15,016</td>
<td>4.3</td>
<td>14.9</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>1,593</td>
<td>1,593</td>
<td>2,746</td>
<td>19.0</td>
<td>43.7</td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>2,337</td>
<td>2,334</td>
<td>2,504</td>
<td>-0.1</td>
<td>7.3</td>
<td></td>
</tr>
</tbody>
</table>

In the ten-year period, 1930-1940, the highest increases in population were in districts 2 and 3, which cover the coast line between South River and Baltimore (see map). In the following decade, however, the rate of population growth had a tendency to drop in district 2, whereas the percentage of increase in district 3 rose from 43.7 to 137.6 and in district 5 from 24.2 to 112.7. This tremendous growth is creating a number of engineering tasks, as well as social and educational problems, in the county.

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24 *Ibid.*, p. 15. Data for 1950 were obtained from the Bureau of the Census.
Election Districts Of Anne Arundel County
These social and economic forces have affected the agricultural conditions in the area. The residential areas have taken much farm land. So have the expansion of Fort George C. Meade and the construction of Friendship International Airport. However, specialists believe that this loss of farm land will be compensated for by better land use, especially use of idle land, and by improved rotations. Therefore, although agricultural employment might decrease, the value of the farms will increase. While the average value per acre of farmlands in Maryland was $24.48 in 1945, it was $112.18 in Anne Arundel County, or about 33 per cent more, and this was the fourth highest in the state.

Agriculture. In looking at the table on employed workers by industry groupings, we realize that government work occupied 22.6 per cent of the workers in 1940. Each of the four groups, manufacturing, business and personal service, trade, and agriculture, occupy about the same number of workers, that is, 12-14 per cent.

This means that agriculture still is holding an important place in a county which is gradually developing into a suburban area. Some of the old plantation mansions are still to be found; they are mostly facing the bay. The number of tenant farmers is decreasing, and in 1945 was 23.7 per cent of all farmers.

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25 Ibid., pp. 28-29.

26 Ibid., p. 25.

27 University of Maryland, Anne Arundel County, Maryland, Its Economic Development and Potentials, op. cit., p. 55.
A comparison between Anne Arundel County and Maryland in general in regard to type of farm (Table VI) shows that the percentage of tobacco and corn farms in the county is three to four times as high as the average of the state, whereas the percentage of dairy farms is less than one-fourth of that of the state, and poultry farms one-third of that of the state.

Table VI

<table>
<thead>
<tr>
<th>Type of Farm</th>
<th>Anne Arundel County %</th>
<th>Maryland %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fruit and nut farms</td>
<td>0.4</td>
<td>2.6</td>
</tr>
<tr>
<td>Vegetables</td>
<td>9.4</td>
<td>7.0</td>
</tr>
<tr>
<td>Horticultural-speciality farms</td>
<td>1.3</td>
<td>1.9</td>
</tr>
<tr>
<td>Other crop farms (tobacco, corn)</td>
<td>56.3</td>
<td>16.3</td>
</tr>
<tr>
<td>Dairy</td>
<td>5.6</td>
<td>24.5</td>
</tr>
<tr>
<td>Poultry</td>
<td>8.3</td>
<td>24.5</td>
</tr>
<tr>
<td>Livestock</td>
<td>5.2</td>
<td>4.9</td>
</tr>
<tr>
<td>Forest products</td>
<td>0.1</td>
<td>0.2</td>
</tr>
<tr>
<td>General farms</td>
<td>10.1</td>
<td>15.0</td>
</tr>
</tbody>
</table>

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Table VII shows that, while 4.5 per cent of the value of all agricultural products in the state came from Anne Arundel County, more than 15 per cent of the tobacco was grown here and nearly 12 per cent of the sweet potatoes and yams.

In comparing the various crops in the county, tobacco is of striking importance as regards total income. According to Table VIII, 55.6 per cent of the total agricultural value comes from tobacco, but only 19 per cent of the acreage is used for tobacco. On the other hand, corn is grown on 30.8 per cent of the farm land, but the income from corn is less than 9 per cent of the total agricultural income. The value of vegetables is second to that of tobacco, with 15.4 per cent of the total. Corn is third, followed by sweet potatoes, hay, and fruits.

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*Table VII shows*
<table>
<thead>
<tr>
<th>Product</th>
<th>Value (1)</th>
<th>Value (2)</th>
<th>Value (3)</th>
<th>Value (4)</th>
<th>Total Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tobacco</td>
<td>1.9</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tomatoes</td>
<td>2.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fresh Peas</td>
<td>1.5</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cabbage</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.5</td>
</tr>
<tr>
<td>Green Peas other</td>
<td>1.1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Celos &amp; vegetables</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5.7</td>
</tr>
<tr>
<td>Corn</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>3.9</td>
</tr>
<tr>
<td>Sweet Potatoes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.1</td>
</tr>
<tr>
<td>Hay</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5.3</td>
</tr>
<tr>
<td>Tree Fruits/Grapes</td>
<td>1.5</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Other Miscellaneous</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.0</td>
</tr>
<tr>
<td>Wheat</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.2</td>
</tr>
<tr>
<td>Irish Potatoes</td>
<td>1.2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Soybeans</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.5</td>
</tr>
<tr>
<td>Pears</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.2</td>
</tr>
<tr>
<td>Grapes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dole</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.1</td>
</tr>
<tr>
<td>Yote</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>0.1</td>
</tr>
</tbody>
</table>
Industry is little developed in the county, which has less than 1 per cent of the total industry of the state. Except for one plant in the plastic industry, there are only small employers, the largest ones being in plastics, lumber, fertilizer, leather, and dairy.\textsuperscript{31} The majority of the manufacturing workers are working outside the county.

The seafood industry has played an important role since its earliest period. It is told that early settlers wrote back to England when crops were inadequate that they even had to eat oysters.\textsuperscript{32} Today it is a delicacy, and together with several kinds of fish and crabs, it constitutes the livelihood for a great many people who have their homes along the bay.

As in every community, a considerable proportion of the population is employed in some type of maintenance and repair work, housekeeping, business, construction work, transportation and communication.

Transportation. As already mentioned, until recently the transportation system in the southern part of the county was very poor. The main arteries of transportation in the old days were the bay and the rivers. After the commercial center was moved from Annapolis to Baltimore, the importance of Anne Arundel County declined and Annapolis was rather isolated until one of the first railways in the United States was built between Baltimore and Annapolis. This is now an electric line, but the transportation of passengers has been discontinued recently. The only steam railway in the county is in the northwestern section.


\textsuperscript{32}\textit{Ibid.}, 11.
which is crossed by a main line between Washington, D. C., and Baltimore. The electric line which connected Washington, D. C., with Chesapeake Beach was abandoned in 1935.33

From the nineteen twenties highways were built instead of railroads. The best one is the Ritchie Highway between Annapolis and Baltimore. A net of roads is spread over the central and northern part of the county, but only one main road, Maryland 2, runs through the southern part. U. S. highway 301 goes south from Baltimore through Hagerstown and the new highway construction going on in the county is highly needed. The main projects are:

1. A new Washington-Baltimore boulevard will soon be completed in the northwestern part.

2. The new highway from Washington through Annapolis and Sandy Point, where a new bridge to the Eastern Shore, planned to be completed in 1952, will replace the ferry.

These improvements, however, will not be of much benefit to the southern part of the county.

Farm facilities. A measure of the socio-economic conditions in a county is the percentage of farms utilizing various modern facilities. According to the agricultural census of 1945, the figures for Anne Arundel County are higher than those for two of the adjacent counties, Calvert and Prince Georges, but lower than for the other bordering counties, Howard and Baltimore.34 The 1950 census shows that more than

33Ibid., p. 67.

34A. B. Hamilton, Comparative Census of Maryland Agriculture, University of Maryland Agricultural Experiment Station, 1946.
half of all farms have running water, telephone, and tractor. Three-fourths of the farms have one or more automobiles. Radios are more frequent, and at the present time the number of television sets is increasing daily. Eighty-four per cent of the farms have electricity. Five years ago electricity was to be found on only 67 per cent of the farms. The extent of the use of modern electric equipment on the 1,465 farms in the county is apparent from the following figures from the 1950 census: 35

<table>
<thead>
<tr>
<th>Electric light on</th>
<th>1,240 farms</th>
</tr>
</thead>
<tbody>
<tr>
<td>Electric washing machine on</td>
<td>914 &quot;</td>
</tr>
<tr>
<td>Electric water pump on</td>
<td>884 &quot;</td>
</tr>
<tr>
<td>Electric hot water heater on</td>
<td>288 &quot;</td>
</tr>
<tr>
<td>Electric home freezer on</td>
<td>319 &quot;</td>
</tr>
<tr>
<td>Electric chick brooder on</td>
<td>280 &quot;</td>
</tr>
</tbody>
</table>

This, then, gives a picture of a very diversified county, a growing and developing county, and one characterized by rapid change. It will continue to change. There are already plans for the construction of several big plants in the northern part of the county. It is believed that the northwestern part will, in the future, develop into an industrial area and a residential area will develop between Ritchie Highway and Chesapeake Bay.

35 Data from the publications of the Bureau of the Census.
Educational Development in the County

King William's School. Thirty years after the establishment of Anne Arundel County we hear about legislative action to establish a school or college in Maryland. It was discussed in the Upper House and Lower House in 1671, but apparently disagreements between the Catholics and the Protestants stopped the initial plans. However, the plans were reconsidered some twenty years later. In 1694, the new governor promised to give a certain amount of money toward the building of a school and for the maintenance of a master. Other outstanding citizens subscribed from one thousand to five thousand pounds of tobacco each for the building and support of the school. The same year, three acts were passed in favor of free schools. These acts dealt with the duties on imported liquor and exported goods, such as furs, beef, etc., for the maintenance of free schools. This information not only tells us that the first school in the county was subsidized by tobacco and duties on liquor but also what the main sources of income were at that time.

King William's School was finally established in 1696 in honor of the King of England, and the Archbishop of Canterbury was named the Chancellor of the school. The school, which was established for the

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"propagation of the gospel and the education of the youth of this province in good letters and manners", had close connection with the Church of England, and the first teachers came from England.38

The term "free school" tells us something about the curriculum of the school and not about the tuition. Tuition was charged, but the term "free school" was used because the school tended to give a liberal education (schola libera). It was also expected to prepare students for William and Mary College in Virginia.39

For nearly a century this was the highest education offered in the province. In 1754 King William's School was replaced by a higher institution, St. John's College, which, the Charter said, "Shall be founded and maintained forever upon a most liberal plan, for the benefit of youth of every religious denomination, who shall freely be admitted to equal privileges and advantages of education..."40

In the meantime another "free school", the Anne Arundel County Free School, had been established at the head of South River in 1724 and functioned with some interruptions until 1906.41 The school pro-

38 Thomas Bacon, Laws of Maryland, 1696, chapter 17. Quoted in Alfred C. Roth, Jr., op. cit., p. 28.


41 Bernard C. Steiner, op. cit., p. 169. Quoted in A. C. Roth, Jr., op. cit., pp. 48-75.
vided an academic education for many children in that part of the county, but it frequently suffered from insufficient funds. Several academies or other institutions of a private nature were also established and were open for well-to-do children until the Civil War.

**Introduction of primary schools.** The history of public education for all children in Maryland is less than 150 years old. The first state concern for primary schools seems to have been in 1813-14 when the General Assembly decided to make investments in bank stocks for the benefit of a school fund. In 1817 the first commissions of the school fund for Anne Arundel were appointed. In the same year some provisions were made for schools for poor children in the county. However, this act was in force in Anne Arundel County for only three years.

After the people of Anne Arundel in 1826 had voted by a great majority to establish primary schools, the county was divided into school districts and school houses were gradually built. It was a localized school system. Each school district in the county controlled its own schools and appointed the teachers.

However, the primary school system before 1865 may be characterized as inefficient and lacking in organization. According to an official report from that time, there was much to be done even compared with the standards of that time. Of the forty-one school houses, only

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43 *Laws of Maryland*, 1816, Chapter 256 and Chapter 244.

44 *The Maryland Gazette*, May 10, 1827, and January 3, 1828; and *Laws of Maryland*, 1835.
ten were rated as being in good condition.\textsuperscript{45}

The Constitution of 1864 laid the basis for a more organized and effective system. The following year an act was passed which provided for a uniform system of public education under county and state control.\textsuperscript{46}

The Civil War created a new problem, the education of the colored children. In 1865, the first colored school in Anne Arundel County was established at Mill Swamp.\textsuperscript{47} The same year the first law on tax supported schools for colored youth was passed in Maryland, but the subsidies were only to be taken from taxes paid by colored property owners of the county. The result was that during the first years after the Civil War, the education of Negroes was given but little attention. While there were forty-five schools serving the white children, only three schools were available for colored children in 1866, even though the Negro population was larger than the white.\textsuperscript{48}

This, of course, is understandable against the background of the Civil War and the state of emotions created thereby. But it was soon realized that the problem was the concern of the community itself as well as of the Negroes involved. The problem would be solved only through the education of colored and white on the same basis. "True,


\textsuperscript{46}\textit{Laws of Maryland}, 1865, Chapter 160.

\textsuperscript{47}D. S. Jenkins, \textit{A History of the Colored Schools in Anne Arundel County, Maryland, and a Proposal for Their Consolidation}, M. A. thesis, University of Maryland, 1942, pp. 10-11.

\textsuperscript{48}\textit{Ibid.}, p. 13.
this will cost some money, but will it not cost more to educate them for the penitentiary and in it?” the Secretary of the State Board of Education wrote.\textsuperscript{49}

The result was that the State Legislature of Maryland in 1872 and 1874 provided funds for the purpose of educating colored children. Fourteen schools for colored children were immediately opened in Anne Arundel County, which had a larger Negro population than any other county in the state.\textsuperscript{50} The county received more money from the state for the education of the colored children than the amount the county itself was able to raise for the education of the white. The teachers in the white schools were dissatisfied with the fact that they had difficulties in getting their salaries paid even long after they were due, while the teachers of the colored children received their salaries promptly.\textsuperscript{51} The Board of Education of Anne Arundel County even spent for other purposes some of the state funds for colored schools. The result was a drastic cut in the state funds beginning in 1880, with the consequence that the length of the school term was decreased by two and a half months and the average annual salary decreased from $280 to $118. Not only were the salaries meager, but they varied from year to year according to the amount received from the state. From 1904 to 1918, the

\textsuperscript{49}Maryland State Board of Education Reports, 1870, p. 16. Quoted in D. S. Jenkins, \textit{op. cit.}, p. 15.

\textsuperscript{50}Ibid., 1874, p. 17; and \textit{Laws of Maryland}, 1872, Chapter 377. Quoted in D. S. Jenkins, \textit{op. cit.}, pp. 15-16.

state discontinued to pay the salaries of colored teachers. The result was that the average salaries immediately were cut to half of the preceding year, and the county paid what it felt it could afford.\textsuperscript{52}

Thus educational facilities for the colored population continued to be poor. The county was still unaware of its responsibility toward the Negro children, or, at least, it did not do anything. There was no compulsory education, and of the children who enrolled in the first grade in 1880, only 50 per cent enrolled again in the second grade. In the third grade, 25 per cent enrolled and few went any further than that.\textsuperscript{53}

It is evidence of a seriously felt problem when, in 1905, this characteristic of the school situation of Anne Arundel County is given:\textsuperscript{54}

\textquoteright{The serious difficulty in the present school system of the county is the large number of colored children for whom Anne Arundel is expected to provide education. The parents of the children are not, in any degree commensurate with the expense of the school taxes, tax-payers, so that the burden is thrown upon the white tax-payers to support both the white and colored schools. The tax-payers do not feel able to support both classes of schools as the conditions require, and yet the county cannot afford to let the colored people grow up in ignorance.}

Even though an industrial school program for Negroes was started at the Stanton School at this time, with instruction even in the ninth and tenth grades, the time up to World War I is called The Period of

\textsuperscript{52}S. Jenkins, \textit{op. cit.}, p. 40.

\textsuperscript{53}Ibid., p. 24.

\textsuperscript{54}S. Riley, \textit{A History of Anne Arundel County in Maryland, op. cit.}, p. 108.
Retrogression. 55 Says the present County Superintendent of Schools: 56

Anne Arundel County's colored schools, however, got no better. Housed in decaying buildings where the county owned the property, or in churches or halls, or even in residences totally unadaptable for school use, teachers and pupils reaped the consequences of dire neglect.

**New educational orientation from World War I.** In its report to the Governor of Maryland in 1915, the State Board of Education mentioned Anne Arundel as an example of how bad the educational situation for Negroes was, with only four months of school during the year. 57 However, after the State Legislature in 1914 had appointed the Maryland Educational Survey Commission 58 and this Commission had given its report, 59 many radical changes were brought about in the entire school system in accordance with the law of 1916. The new law was, in educational circles, characterized in the following way: 60

Maryland has made the longest leap ahead in educational legislation that any state has ever made in one year. It is such an extensive and intensive reform that we catch our breath for fear that in practice it will be a nightmare rather than a vision. If Maryland will accept it, will live up to it, she will soon lead the Union educationally.

Some of these changes were the establishment of a State Department of Education headed by a State Board of Education; more state responsibility for and state control of education; state certification of teachers; seven years of compulsory education with a minimum of nine months

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55 D. S. Jenkins, op. cit., p. 25.
56 Ibid., p. 30.
57 Ibid., p. 31.
58 *Maryland Education Law Annotated*, 1914, Chapter 844.
for white children and seven months for colored children; introduction
of county supervision; and minimum salary scales for county superinten-
dents. 61

Anne Arundel County started immediately to rearrange the schools
according to the new law. The new superintendent of schools, George
Fox, seems to have worked zealously for this end. He even went fur-
ther than the law and introduced the eight-year system into the county,
according to his first report, which, at that time, was considered one
of the best reports ever published in the county. 62

"We have reorganized our grades on the eight-year plan," the
superintendent says. "This will cause some confusion at first but will
eventually result in better standards and more regular promotions."

According to this, Anne Arundel County was not only going further
than the law required, but was leading the Maryland counties in this
respect. However, because of economic pressure, it soon had to go back
to the seven-year plan, and the eight-year system (twelve years includ-
ing high school) was not introduced again until twenty-five years later
(1945).

What tremendous change the school has been making since those days
is evidenced by a sentence such as the following: "We are also furnish-
ing the schools with pencil paper instead of slates, which are both noisy and unsanitary."\(^{63}\)

The same report describes vividly the school building and classroom situation in rural schools at that time. If we, with this description in mind, visit some of the best schools in the county today, we will get a clear picture of the improvements made since that time. Says the superintendent of schools in 1918 that the school-house as a rule "is the most dilapidated and homely building in the community. It stands out in sharp contrast to its surroundings." And the condition of the classroom seems to have been comparable to that of the building itself: \(^{64}\)

The desks, which are most always too large for the children, are often terribly disfigured, bearing mute evidence of the industrious "seat-work" of the old-fashioned school. They are arranged along both sides, close up to the walls, while the stove occupies the middle of the room. There is a large platform in the front, furnished with a teacher's desk and chair, from which sanctuary the teacher is supposed to "discipline the school" and "hear the children their lessons." There is seldom a map or a globe and in only exceptional cases are a few good pictures found decorating the whitewashed walls. This is not a very glowing description, but it is typical of our rural schools, and it requires a brave teacher, indeed, to undertake the instruction of twenty-five or thirty children, arranged in eight grades, under such conditions.

Certainly, the Anne Arundel County school superintendent was aware of the fact that you cannot expect superior teaching in an inferior school building without equipment and suitable school materials. His recommendations, however, seem rather out-dated now, thirty to thirty-five years later, when he goes on to say:

\(^{63}\) Ibid., p. 25.

\(^{64}\) Ibid., pp. 22-23.
It is wasteful to employ two teachers at $500 to $600 a year to teach from 30 to 35 children when, with proper equipment, one teacher could easily do the work. In such cases, it would be far better for the children and certainly more economical to provide a suitable building and pay one good teacher a much higher salary to do the work.

Today we would say that the best solution is not an either-or proposition, but that a reasonable load on the teacher is just as important for good teaching as good equipment. However, we have to bear in mind the prevailing educational conditions at the time of the report. Not only was the system inefficient, but it was out-dated as well. On his first visit to the schools the superintendent found that "almost everywhere the children were below the standard in the four fundamentals and seldom were children found working the kind of problems that the average man has to work daily." 65

The high school students he found just averaged the fiftieth percentage in arithmetic on a standard test, "the first year high school students when given the eight minute test in addition, now accepted as a standard, made a score of four right, while over 50% of the problems worked were wrong. The standard score for an eighth grade is eight right with 23% wrong."

With these conditions in mind, the superintendent of schools goes on to say that insufficient teacher salaries have resulted in "untrained teachers, averaged children and a wasteful school system". 66

Whereas it is true of every dynamic school system, as well as of any other dynamic social institution, that its history is a history of

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66 *ibid.*, p. 19.
change, it is even more true of the late history of the Anne Arundel County school system. With good reasons the years from 1916 to 1941 are called "twenty-five years of progress".67

In the annual reports of the Board of Education of Anne Arundel County during the nineteen twenties mention improvements of various aspects of the school system, such as improvements of the school plant, consolidation of schools, higher teacher salaries, better trained personnel, increased attendance, reduced overagedness, enriched curriculum, establishment of a high school program, and even a guidance program in high school is mentioned in the report for 1929-30.68

Many of these phases of the school system will be discussed later. Here we will only briefly sketch the "twenty-five years of progress".69

As to the building program, it is sufficient to mention that of the forty colored schools in the county, twenty were built or rebuilt during the nineteen-twenties and fourteen during the following decade.70 In the white schools the emphasis was on consolidation, and during the twenty-five years the number of white schools was reduced from seventy-one to thirty-nine, a reduction of 45 per cent.71 However, the present Board of Education, which is working for consolidation of the colored

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67 D. S. Jenkins, op. cit., p. 33.
69 D. S. Jenkins, op. cit., p. 33.
70 Ibid., pp. 37-38.
71 Ibid., p. 84.
schools, is aware of the danger of "over-consolidation" and recommends that the youngest children be sent to their respective small community schools. From the fourth grade on, however, a sufficient consolidation of rural schools to provide one class on each grade level is thought profitable. 72

Twenty years ago the superintendent of schools gave the following description and justification of the consolidation program: "Forty percent of Anne Arundel County children are now hauled to school and are education at over $15.00 less than it would cost were they in a small school." 73

It is interesting to note that this is the same superintendent who, in 1918, advocated largersized classes. In fact, he recommended that two classes be made into one in order to get better school equipment and better teachers. 74 Ten years later he utters the following complaint, "It is impossible to make either of these important adjustments when children are 'milled' through as they are now at our largest high school. Most of our teachers 'hear' from 150-200 pupils recite each day". 75

This change in philosophy might be related to a general change of educational purpose accepted at that time. Formerly, education had been considered as a process of internalizing externally existing

72 E. S. Jenkins, Interview, November 20, 1950.
74 Ibid., 1918, p. 23.
75 Ibid., 1926-27, p. 11.
knowledge and skills, with no reference to the individual whatsoever. From now on these individual differences and actual individual needs are recognized. In the report from 1929-30 the need for guidance in high school is mentioned and the need for a differentiated high school curriculum is recognized in the following words, "In planning the curriculum for our new high school a careful study will be made of the actual needs of our future citizens. Instead of forcing everyone to take practically the same subjects there will be three distinct courses" (the academic course, the commercial course, and the scientific-vocational course).

Many of the observable changes brought about in Anne Arundel County during the nineteen-thirties are results of the policy and specific recommendations of the State Board of Education and of Legislative action. The dual salary schedule, for example, was discontinued in 1939 after a test case from Anne Arundel County was brought to Federal Court, and it was ordered that white and colored teachers thereafter were to be paid according to the same salary schedule.

In 1937 the minimum school term for colored children was fixed at 180 days.

These expansions along with other things which will be discussed later have increased the expenditures for education in the county. The present superintendent of schools feels that without assistance from the state, the

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77 The Daily Record, Baltimore, Maryland, November 28, 1939, p. 3. Quoted in D. S. Jenkins, op. cit., p. 42

78 D. S. Jenkins, op. cit., p. 45.
county will be unable to continue its school program. 79 Until after the second World War the schools received more from the county than from the state. Not only does it receive the ordinary part of the State School Fund, but it receives financial support from the Equalization Fund which was established in 1922 and made available in 1939 to "certain counties to enable them to pay the minimum salaries . . . for county superintendents, supervising teachers, and helping teachers, high school and elementary school teachers, and teachers in colored schools, and the necessary costs of transporting pupils to public elementary schools and not less than one-half the cost of transportation of pupils to public high schools." 80 The counties receiving support from the Equalization Fund had to meet certain minimum educational standards. Anne Arundel was one of the first Maryland counties to be eligible for it.

The organization of the school system. From an organizational point of view the school system of Maryland has been regarded as one of the most economical and efficient ones in the entire country. This is related to its rather centralized organization. As regards organization, the school systems of the United States may be divided into four major categories even though more than one of them may operate in the same state.

1. The state-organized system exists only in Delaware.
2. The county-organized system is the main category in twelve states, and Maryland is one of them.
3. The township-organized system, of which Pennsylvania is a good example, operates mainly in nine states.

79 Ibid., p. 55.
80 Laws of Maryland, 1939, Chapter 514.
4. The district-organized system plays the major role in twenty-six states, especially in the western part of the country. This is the most localized type of school administration.

The State Board of Education in Maryland is the administrative educational agency on the state level. Its purpose is to determine the educational policies of the state and to enact "by-laws for the administration of the public school system, which when enacted and published shall have the force of law". The main duty of the State Board of Education is to be responsible for all public education in the state and to appoint the state superintendent of schools, who heads the State Department of Education, the executive agency on the state level.

Even though the county is the political unit in Maryland, the policy of the State Department gives direction to the counties and unifies education in the entire state. Since the establishment of the State Department in 1916, it has had a strong and direct influence on the school policies in the counties in unifying the educational program by setting minimum standards.

Although education is essentially a state responsibility in Maryland, the school board is responsible at the county level. The school board is appointed by the Governor in Anne Arundel County by a separate provision of the school law. The school board, in turn, appoints the superintendent of schools, who is the executive officer of the Board of Education.

81 The Public School Laws of Maryland, Article LXXVII, Chapter III # 11.
82 Ibid., Article LXXVII, Chapter 2 # 7.
83 Ibid., Chapter 4 # 41 - 45 and Chapter 11 # 131.
Figure 7. Diagram Explaining The Organization Of The Anne Arundel School System. Broken lines indicate responsibility for appointments.
Figure I explains the main organization of the Maryland school system in terms of responsibility. The broken lines indicate the responsibility for appointments. The unification of education is evident from the fact that the Governor appoints the State Board of Education as well as the County Board of Education. They, in turn, are respectively responsible for the appointment of the state superintendent and the county superintendents of schools. The Governor's potential influence on school policy is obvious. Other school systems in which the Governor is not responsible for these appointments may give more leeway to deviating opinions and foster some outstanding educators which, in the centralized system, might not be given a chance. The strength of the system, however, is the unification and the possibility for effectiveness.

It should be made clear that educational effort on the county level is not hampered by the state. Gradually, the state has had to take over a large part of the cost of the public school system. However, the county is not limited upward by the policies of the state. The county can, if it desires, provide a higher standard of education than the state requires. The state sets the minimum standards. Beyond that, the state does not interfere with the mechanisms of the county in educational matters.

The present school situation. In the preceding pages the main developments of the Anne Arundel public schools have been traced and an outline of the school organization has been given. Here the recent educational development will be briefly considered. It is especially convenient to limit a survey of the present situation to the development after 1939 as a legislative act was passed in that year to order a commission to survey the public schools and the state teachers colleges of Maryland. The main task laid before the commission was "to study the obligations of
the public school system of Maryland with a view of defining these and to adjusting the school program to present conditions. . .84.

The Maryland State School Survey Commission, headed by Dr. Herbert L. Bruner, Teachers College, Columbia University, gives credit to the state for the improvements of the education since the law of 1916. We recall that the law was unusually progressive for that time, and its impact on the school was recognized by the commission of 1939. However, the elapse of two decades had outdistances this progress entirely. A changing society needs a changing school system. "Although progress in education in Maryland since 1915 has been most satisfying, the obligations which the school system is facing at present are far greater than those which have been met in the past."85

Thus, the commission is analyzing the school system from the viewpoint of the changing needs of the society and the individual. The pages of recommendations given reveal the same philosophy. In the introduction to the report to the Governor these recommendations are summarized in the following sentences:

The major recommendations of this report are those relating to the proposed long-term study of the curriculum, with the idea of having it meet the demands of the times, and the lengthening of the school term from eleven to twelve years. These proposals the Commission considers to be most important, and they should receive the full and careful attention of the school authorities.86

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84 Acts of Legislature, 1939, Chapter 610.
86 Ibid., p. 10.
and the need for additional funds. Accordingly, the Board of Education,

The need for additional funds is soon to be imperative. For

Juba's school district personnel, a $7,000,000 bond issue for new construction and in 1927, the

urban areas near Ballimore. To meet this need, the Board of Education

county to an existing new school to more in importance in the sub-

the prediction is based on the increasing birth-rate alone.

above the enrollment for the last decade. Years,

Table IX

which again means that quite new structures a year. Table IX

building for a thousand additional children have to be opened each

Green which is losing on account of consolidation and improvements, new

the next five years. This means that in addition to the building of

the next five years and at least an equal number will be added during

several years to come. The enrollment increased by little thousand during

even another decade, and it will continue to increase at the same rate for

per cent of the last ten years. The school enrollment has increased at an

resulting from the war situation. The population has increased by 62

the tremendous expansion program, the school board had to meet the extra

imposed pressures and no forced them to absorb new expenses. In addition to

doubt, by now they would have reached further its objectives as in many

were frequently working along the same lines ahead of the state. No

as well as the people, have been more than loyal to them. In fact, they

the last ten years. The answer to this the Board of Education

and the direction given by the State Department of Education

now ask how have another county has received these recommendations.
the planned building program, and a similar amount was requested and has been granted.

Table II

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Elementary School</th>
<th>High School</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>White</td>
<td>Colored</td>
</tr>
<tr>
<td>1936-37</td>
<td>12,386</td>
<td>6,576</td>
<td>2,982</td>
</tr>
<tr>
<td>1937-38</td>
<td>12,371</td>
<td>6,525</td>
<td>2,908</td>
</tr>
<tr>
<td>1938-39</td>
<td>12,756</td>
<td>6,695</td>
<td>2,951</td>
</tr>
<tr>
<td>1939-40</td>
<td>13,090</td>
<td>7,612</td>
<td>3,031</td>
</tr>
<tr>
<td>1940-41</td>
<td>14,295</td>
<td>7,966</td>
<td>3,039</td>
</tr>
<tr>
<td>1941-42</td>
<td>14,436</td>
<td>8,062</td>
<td>3,038</td>
</tr>
<tr>
<td>1942-43</td>
<td>14,530</td>
<td>8,213</td>
<td>3,093</td>
</tr>
<tr>
<td>1943-44</td>
<td>14,829</td>
<td>7,515</td>
<td>2,970</td>
</tr>
<tr>
<td>1944-45</td>
<td>15,085</td>
<td>7,513</td>
<td>3,034</td>
</tr>
<tr>
<td>1945-46</td>
<td>15,123</td>
<td>8,257</td>
<td>3,102</td>
</tr>
<tr>
<td>1946-47</td>
<td>17,358</td>
<td>9,044</td>
<td>3,212</td>
</tr>
<tr>
<td>1947-48</td>
<td>19,389</td>
<td>10,026</td>
<td>3,211</td>
</tr>
</tbody>
</table>

Another problem which the school administration has to face is to provide classroom facilities for a thousand or more pupils when the requirement for a maximum class size of thirty pupils becomes enforced. This is supposed to take place in 1951, but it is necessary for the county to ask for a special dispensation. Even if the classrooms could be made available, it would not be possible to find the additional teachers needed. Even in the present situation the large turn-over of teachers creates one of the biggest problems in the schools. This is caused by the fact that the adjacent counties pay salaries from two hundred to six hundred dollars a year more than Anne Arundel, a situation which the superintendent hopes will be improved immediately. Also wives of navy officers or fiancées of midshipmen seek only temporary employment in the county. Every year the supervisors have to train a considerable number of new teachers only to lose them again within one or two years. The
The educational background of the teachers is improving yearly, but there are still 30 per cent without their bachelor's degree. See Tables I and II.

**TABLE I**

**EDUCATIONAL DEGREES HELD BY TEACHING PERSONNEL**

<table>
<thead>
<tr>
<th>Degree</th>
<th>Elementary School</th>
<th>Junior High School</th>
<th>Senior High School</th>
<th>All Teachers</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bachelors</td>
<td>106</td>
<td>73</td>
<td>84</td>
<td>263</td>
<td>53</td>
</tr>
<tr>
<td>Masters</td>
<td>12</td>
<td>23</td>
<td>43</td>
<td>54</td>
<td>17</td>
</tr>
<tr>
<td>Ph. D.</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>None</td>
<td>132</td>
<td>9</td>
<td>7</td>
<td>146</td>
<td>30</td>
</tr>
<tr>
<td>Totals</td>
<td>286</td>
<td>103</td>
<td>138</td>
<td>497</td>
<td>100</td>
</tr>
</tbody>
</table>

**TABLE II**

**EDUCATIONAL DEGREES HELD BY TEACHING PERSONNEL**

<table>
<thead>
<tr>
<th>Degree</th>
<th>Elementary School</th>
<th>High School</th>
<th>All Teachers</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bachelors</td>
<td>43</td>
<td>26</td>
<td>79</td>
<td>57.7</td>
</tr>
<tr>
<td>Masters</td>
<td>3</td>
<td>13</td>
<td>16</td>
<td>11.7</td>
</tr>
<tr>
<td>None</td>
<td>35</td>
<td>7</td>
<td>42</td>
<td>29.6</td>
</tr>
<tr>
<td>Totals</td>
<td><strong>81</strong></td>
<td><strong>56</strong></td>
<td><strong>137</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

To illustrate the tremendous growth of the educational effort in the county it is sufficient to cite a few figures from the increasing school expenditures. In the beginning of the last twelve-year period the total expenditure was $225,000; it reached one million in 1941-42; $1,775,000 five years later. The following year, 1947-48, it jumped to nearly five million and the two succeeding years reached $6,754,000 and $7,587,000 respectively.
The 1951 budget is included below to give a picture of the ways in which the money is spent as well as to show how the more than one thousand employees are distributed. Construction expenses are not included in the budget; it is merely the budget for the running expenses. The county contribution to this budget is approximately 44 per cent, and the state contribution 56 per cent. From 1945 to 1951 the school tax rate in the county has varied from 1.02 to 1.17.

<table>
<thead>
<tr>
<th>1951 BUDGET&lt;sup&gt;88&lt;/sup&gt;</th>
<th>Total</th>
<th>Percentages</th>
<th>Number of Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration</td>
<td>$ 95,746</td>
<td>2.4</td>
<td>16</td>
</tr>
<tr>
<td>Instruction</td>
<td>2,302,779</td>
<td>58.6</td>
<td>707</td>
</tr>
<tr>
<td>Operation</td>
<td>258,101</td>
<td>6.5</td>
<td>105</td>
</tr>
<tr>
<td>Maintenance</td>
<td>177,976</td>
<td>4.5</td>
<td>17</td>
</tr>
<tr>
<td>Transportation</td>
<td>257,052</td>
<td>6.5</td>
<td>93</td>
</tr>
<tr>
<td>Cafeterias</td>
<td>202,000</td>
<td>5.1</td>
<td>93</td>
</tr>
<tr>
<td>Fixed charges</td>
<td>35,500</td>
<td>.9</td>
<td>0</td>
</tr>
<tr>
<td>Capital outlay</td>
<td>30,700</td>
<td>.8</td>
<td>0</td>
</tr>
<tr>
<td>Debt service</td>
<td>582,555</td>
<td>14.7</td>
<td>0</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>$3,942,611</td>
<td>100.0</td>
<td>1031</td>
</tr>
</tbody>
</table>

Summary

It is realized that education cannot be separated from the society in which it is operating. The present chapter, therefore, started out with a brief description of the physical aspect of Anne Arundel County, the historical development, and the present socio-economic conditions. It is realized that until recently the county has been predominantly rural but is rapidly changing into a residential area. The diversified

<sup>88</sup> Obtained from the Board of Education files.
character of the county has been emphasized: a rather stable and poor tobacco growing community in the southern part, a conservative community in the Annapolis area where the old colonial families are living, a prosperous farming area further north, and suburban sections near Baltimore.

In the discussion of the educational development in the county emphasis was placed on the very slow progress of the public education during its first century, from 1817 to World War I. Even though teachers in colored schools frequently were better off than those in white schools after the Civil War, educational conditions for colored pupils were deplorable even into the twentieth century.

The year 1916 marked the introduction of a new educational era in the county as well as in the state. It was brought about by a school survey of the State of Maryland. A State Department of Education was introduced, the compulsory school law was enforced, and an able superintendent of schools was appointed in Anne Arundel County. A tremendous improvement and educational expansion was accomplished in the three decades in which he was in office, especially in regard to organization, consolidation of schools, and supervision.

World War II brought about an entirely new situation in the county with the tremendous increase and change in population. The last few years have been a fascinating expansion period in terms of the building of new schools and the adaptation of new educational services, such as counseling in high schools, pupil-personnel service, and improved school supervision. This is the background for the analysis of educational changes to which the next chapter is devoted.
Location of Public Schools in Anne Arundel County
The book 'Education for a Changing Civilization' reveals the transformation of the educational system and society. From the turn of the century, book titles, such as 'School and Society' by John Dewey, capture and society was shaped and focused in the writings of educationists. The transformation of society is a significant trend. The transformation between the two — the educational system and the society — has been a growing understanding of the education system. However, the educational system of the school today is not in accordance with society. It does not have to make education which accords for the importance of educational change. As is the situation prevalent in the educational system today.

Introduction

Chapter in the school system during the last forty years.
Because of the fact that the American society is highly dynamic, education necessarily takes on the same characteristics if it is aware of its social function and responsibility. Thus, for the school to be in a state of constant change is not a weakness but a necessity.

Preferred changes. Change in itself is no criterion of improvement. Nor are educational changes attending social changes necessarily an improvement. Our generation has seen enough examples of the fact that education can be misled if its only purpose is to conform to the social order, especially when a political society becomes an end in itself.

We need, therefore, some other basis for preferred changes and criteria for acceptable adaptations. In the realm of the philosophy of education, this may call for a search for some valid philosophical criteria in an attempt to avoid similar mistakes. Some of the strongest objections to a pragmatic philosophy of education are perhaps made because pragmatism does not seem to provide adequate criteria for safeguarding institutions such as education in case of unwanted socio-political change. It is feared that the democratic system cannot always be taken for granted.

While the objection may not be justified in the case of John Dewey himself, several of his students have been criticized for their vagueness in establishing valid criteria in this respect.

However, for the purpose of the present study the philosophical discussion of absolute criteria is not necessary. As long as we are dealing with relatively short-term changes in a certain school system, it is assumed that the basis for preferred changes is two-fold: (1) our knowledge about children and their needs, such as need for belonging, security, and adequacy, and (2) the known needs of the community or society as long as the highest guide for the society is the principle
of the value of the individual human being. In other words, in order that educational changes can be accepted as desirable, they must consider the children as well as the needs of the society as long as the main objective of the society is the well-being of the individual. In case of conflicting needs and interests, the writer would give preference to the interests which would provide the child with the most meaningful immediate experiences. The writer agrees with Judd, "the school curricula should be flexible enough to respond to new demands whenever the social order, of which the school is a part, leaves traditional values behind". Such changes are desirable, and they are symptoms of growth if they are functions of more desirable values resulting from the educative process.

According to this, what direction should an educational system take in order to consider these basic needs of the child and the community? Mort and Cornell, in their study of the Pennsylvania school system, used as a criteria how well the schools have adjusted themselves to the needs "upon which there is general agreement among educational leaders and the interested public". Mursell is a little more specific when he says that the changes must make the schools "more humane, more efficient, and more closely related to life".

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It is possible to go on quoting educational writers on the direction of preferred changes. It would also be possible to set up a list of traditional practices and contrast each one of them to newer practices which are more or less accepted by educational leaders. Matthew has set up twenty pairs of such practices. However, since the present research is based on an investigation of four selected areas of educational practices, as mentioned in Chapter I (p. 5), it is necessary to set up four corresponding criteria for desirable changes based on the consideration of the child and the community. They coincide with the criteria set up by others, as mentioned above, and they are generally accepted in modern educational thinking. The following criteria are used in the discussion of the four selected areas respectively:

(a) Increased social interaction

(b) Increased consideration of the needs and interests of individual children

(c) Increased congenial atmosphere conducive to self-discipline

(d) Increased accepting attitude on the part of the teachers

Accordingly, the following section will be a discussion of the observable changes which have occurred in the four selected areas of Anne Arundel County school system during the last twelve years.

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The Board of Education and the Community

Through the thirty-year period from 1916 to 1946, the same superintendent of schools was in office. He had the main responsibility for the tremendous growth of the school system during that period which is described in Chapter III. The people knew that he was a capable man; they knew that he had accepted the responsibility; they loved him and they trusted him. When he retired after World War II, it was not easy for the new superintendent to continue his policy, especially when he felt that a change in financial policy was necessary. The retired superintendent was proud that he, to a considerable degree, had been able to follow the "pay-as-you-go" policy. The new superintendent soon realized that the war had changed the conditions of the community so completely that the old policy would be highly unsatisfactory for the rapidly expanding school system.

Thus the superintendent in 1946 faced a complexity of problems and a tremendous task. The school plant was over-populated; the employee morale was low; the teaching staff was shattered by war industries and the draft; the public, the board members, and the legislators showed little concern. The superintendent, with the assistance of staff members, principals, and teachers started a study of the needs of the county for educational facilities, e. g., new construction and improvements

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60. S. Jenkins, Interpreting the Schools to the People of Anne Arundel County, Maryland, unpublished M. D. dissertation, University of Maryland, 1947, p. 85.
of elementary schools and the introduction of the junior high school program into the county. The superintendent realized the importance of keeping the public informed. His experience as a newspaper man and his close contact with the people of the county for many years became extremely valuable to him. A newspaper campaign was started. The superintendent and others frequently spoke to parent-teacher organizations. Women's clubs, civic clubs, and others served as "pressure groups". However, when the legislature cut the request for a $500,000 bond issue by 50 per cent, the superintendent decided to ask the people for a vote.7

Within another year, a wealth of new information about the educational need of the county was gathered; pictures of worst situations were made in order to prove to the board, the legislature, and the people that the situation was bad. After a visit made to other states in order to learn up-to-date trends in school buildings, the superintendent published the 1919 budget and asked for a $7,000,000 twenty-year bond issue. This was presented to the people at four mass meetings in various parts of the county. The superintendent says:

The proved to be four of the most representative sessions ever held in the county. Here was democracy in action. Never were any finer meetings held anywhere. The meetings were long, packed with discussion, and when finally the votes were counted, a total of just nine persons had registered in the negative in all four meetings. One meeting ended with unanimous approval. The people had given their approval.8

Following a similar procedure, the superintendent holds annual hearings on the school budget. He believes that the people should have

7Ibid., pp. 67-68.
8Ibid., p. 12.
something to say about budget considerations because they pay for the schools and because the children belong to the people. In the three years in which this procedure has been tried, the people have either approved of the budget, or they have asked for a higher budget in order to have better schools.9

Also, the communities are invited to participate in planning the facilities which they are to use. In this way the people have been heard as to where new schools should be constructed. They have learned to plan together and to work together cooperatively. And the schools have become a greater part of their interest. The superintendent has realized the value of a democratic spirit in the county. And so far he has proved it. Even in such an unpleasant situation as when a small high school was to be taken away from a community, the democratic procedure proved to be an advantage. The superintendent let the community know about the plan through a meeting and he gave reasons why it was proposed. When the people protested, they were given one year to try to find reasons to the contrary. The superintendent attended two of their meetings, and the community finally agreed to the plan.10

Not only is the superintendent building up a friendly relationship with the community and practicing democracy in the way in which he deals with the people, but his able staff is doing so too. The supervisors and pupil personnel workers are frequently asked to speak to recent groups, civic organizations, and many different types of meetings. The

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9 Interview with the superintendent, January 26, 1951.

10 See L. Jenkins, Integrating the Schools to the People of Anne Arundel County, Maryland, op. cit., pp. 77-79.
people regard the staff as resource persons who may be consulted freely. Even though the number of the staff has been augmented, the request for assistance in community work has increased far beyond the limit of what can be taken care of.

It is the policy of the staff, the administrative as well as the supervisory, to consult the public before the introduction of any new idea which might cause resistance. A good example of how successful this approach can be was the introduction of sex education into the schools through the film "Human Growth". Many groups of parents saw the film before it was shown to children and consented to its showing. More than 90 per cent of the parents who previewed the film gave their approval.11

In this way the administrative staff is interpreting the schools to the public through close cooperation with parent groups and various other organizations. The schools have come to be closer to the people of the county during the past five years. The parents are informed as to what is going on in the school to a much greater extent than formerly, when the parents heard from the school only when something was wrong. Through the local newspapers the people are constantly informed about the schools. One year the local radio station was used for the same purpose. A series of broadcasts was presented to the people. Each staff member gave a talk on some aspect of his work as it was related to the children in the schools, and three talks were devoted to what parents ought to know about development of children in order to understand them.

The following year the program was continued by the schools themselves. This time the children presented the radio program which interpreted the schools and the things going on there.

The School Serves the Community

If a school does a good job, it will serve the community through its services to the children. The Anne Arundel schools have gradually taken over more direct community service. As soon as the administrative staff feels that the community ought to be informed about something, the staff members come together, discuss the issue, and proceed to act. A good illustration of this is a project underway at the present time. During the fall of 1950 there was a felt need for making a civil defense program known to the people throughout the county. The Board of Education was approached by the local civil defense organization. A film on protection under atomic bombing was purchased to be used in the schools and for the adults in the county. The staff agreed to cooperate on writing a pamphlet to be distributed to all homes for the purpose of helping the entire community in a time of crisis, and this project was successfully accomplished during the two first months of 1951.

Another change which has been noticeable during the last years is the increasing use of schools for community purposes. In the Anne Arundel report for the White House Conference this is stated in the following way:

In listing the physical facilities we have included a special list of school facilities. Ten years ago such a list would have been pointless because school facilities were seldom, if ever, available for recreational activities other than those immediately connected with the school. However, the present Board of Education and superintendent have adopted a
more liberal policy, and school facilities are being used by outside groups to an increasing degree.12

The superintendent is willing to extend this right of use of school facilities even further as long as it will provide for meaningful experiences to the people of the community. For, as he says, the schools belong to the people.

During the current year the school facilities have been used for many adult education classes. Even though the program is financed by the State Department of Education, it is encouraged, popularized, and made meaningful through an able supervisor and through the cooperation of the administrative staff. The individual community may request a program that will meet its particular need at the adult level.

It is evidence of approval of the present school policy on the part of the people in the county that the Anne Arundel Commission for Youth in its report for the White House Conference made recommendation in nine out of ten educational aspects. The question about recommendation on "Emphasis of school policy" is the only one answered with "None".13

Staff Relations

It is evident from what has already been said about the relationship between the administrative staff of the Board of Education and the community that a close cooperation exists between the various staff members. Once a week the superintendent holds scheduled meetings of


13Ibid., p. 11.
both colored and white members of his administrative staff. The purpose
of these meetings is to improve the cooperation and integration of the
staff, to develop skill in social-democratic processes, and to discuss
problems of common interest. Everybody feels free to participate in
the discussion, and every suggestion and contribution is appreciated.
This practice, which has been tried over a period of four years, seems
to be one of the most important reasons for the effectiveness of the
staff and for the good and friendly relationships which exist. One of
the supervisors who has been working in several systems says, "I don’t
know of any administrative staff where consideration of the children has
become the joint concern of the entire staff as in Anne Arundel County".11
Even though it is a segregated school system, there is obviously no feel-
ing of segregation among the staff members. The colored and white offi-
cers on the administrative staff share the same office. This is one
phase of the existing democratic staff relationships.

The close cooperative relationships do not stop on the level of the
administrative staff. The school supervisors operate in the same way
when working with the teachers. Only a few years ago the supervisor was
feared by the teachers because her task seemed to be to criticize and to
observe in the classroom to see if anything was wrong. Gradually, the
supervisory policy has changed. The present trend is to consider the
function of the supervisor to be a guiding, assuring, and helping one.
It is especially true in Anne Arundel County that the teacher feels a
friend is visiting when her supervisor arrives. Frequently a teacher

11 Interview, February 19, 1951.
requests the supervisor to visit her individual classrooms. Appeals repeatedly directed to the supervisor are the following: "When do you come to see me?" or "I would like you to spend some time in my classroom and give me some help." 

Cooperation among the supervisors is excellent. Ideas are pooled, suggestions are offered, problems are discussed, and experiences are evaluated. In this way the supervisors are able to bring to their teachers the best cooperative thinking and a spirit of combined planning which, in turn, is applied in the teacher-supervisor interaction.

Part of the teacher-supervisor planning is the early fall session when each supervisor meets with all her teachers, approximately one hundred. The general program for the winter is discussed, the supervisor encourages the teachers to contact her at their convenience, and the meeting will perhaps conclude with the showing and discussion of a film which is believed to be helpful to all of them, for example, the film "Learning through Cooperative Planning". Within the next few weeks the supervisor meets with the faculty of each school for one or two days, which are spent as the faculty plans. The supervisor, however, keeps some items in mind which she tries to communicate to the teachers. The following list is an excerpt from the memorandum of one of the supervisors during one year:

1. Means available for the teacher to become acquainted with each child for the purpose of first grouping.

15Interview with supervisors, February 3, 1951.
2. Planning
   a) Purposeful pupil-teacher planning
   b) Scheduling
   c) Long-term planning

3. Materials of instruction. How they may be used.
   a. Supplies in the school, i.e., rhythmic band instruments, maps, globes, art supplies (clay, paints, crayons, finger paints, paper, etc.), aquarium, classroom library books, and arithmetic equipment. 16

Another phase of the supervisory planning process is that done with the teachers who are new in the county. There are supervisors who have a turnover of 50 per cent of their teaching staff from one year to another. This condition necessarily requires extra planning on the part of the supervisor, especially with the beginning teachers and even more so if some of them are not qualified. The procedure may vary from one supervisor to another, but every one of them tries to see the new teacher as soon as possible and to make an early visit to her classroom. Then arrangements are made for the new teacher to observe an experienced teacher in a class one day. The observation is arranged according to the needs of the teacher as the supervisor observed them. In groups of three or four, these beginning teachers spend a day in a classroom as nearly comparable to their own as possible, followed by an evaluation period. As a follow-up on this, the supervisor schedules another visit to the teacher's classroom, and the teacher is asked to work with the pupils in the area in which she wants more assistance.

In this way, cooperation, group-planning, and social-democratic interaction are the characteristics of the relationships throughout the entire staff, the administrative as well as the teaching staff. In the

16Interview, February 2, 1951.
and, this cannot but influence the classroom procedures and develop into teacher-pupil planning, which, in the county report for the White House Conference, is mentioned as one of the three aims of the curriculum. Group work and teacher-pupil evaluation are explicitly mentioned. However, these are so closely related to curriculum that they will be discussed in connection with that.

Hone-School Relationships

Final manifestations of the social-democratic interaction are the various types of contacts between the home and the school. These include home visits by teachers, school visits by parents and various types of parent groups, such as parent-teacher associations, mothers' clubs, and parents' child study groups.

Home visits. Even though there always have been individual differences between teachers in regard to the visiting of homes, it was generally true that the older practice consisted of paying the home a visit when the child had done something wrong. Many teachers considered it impolite to visit homes "for no reason." Others regarded it as too time-consuming.

According to the summaries of teachers' annual reports kept at the Board of Education office, the number of home visits have varied from year to year. In order to establish a comparable basis, raw figures in this study have been converted into percentages. These computations are based on school enrollment, whereas most of the statistical tabulations in the office are based on "school belonging", that is, average number

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17Anne Arundel County Commission for Youth, op. cit., p. 3.
of pupils on roll. If that basis had been used some teachers would have been found to have visited more than one hundred per cent of the homes, thus rendering the statistics meaningless. Further, an impartial evaluation demands that the entire school enrollment be considered.

It will be noted in Table XII that the trend of home visiting declined during the war years. All curves seem to reach a peak during 1940-1941, when the teachers were seriously urged to visit as many homes as possible. It is natural that the home visiting was at a low ebb during the war, especially since many of the teachers were replaced by non-certified teachers and since many teachers assumed duties related to the war. Beginning in 1946, however, there has been a continuous increase in the percentage of homes visited once or more each year by teachers. In the colored elementary schools the increase during the last four years was 44.7 per cent, from 53.7 to 76.7 per cent. In the white elementary schools the home visits increased from 6.3 per cent to 21.3 per cent, a gain of 300 per cent. In the high school the percentage of home visits increased by 165 per cent, from 3.7 per cent to 9.3 per cent.

During the prewar and war years the percentage of home visits made seems to be slightly lower for the high school teacher than for the white elementary teachers. Several factors must be kept in mind when comparing these groups. The secondary schools are departmentalized. Therefore, it is only the visits made by the home room teachers that show up in the reports. Teachers of other subjects may have visited the home too, but these are not tabulated. This is especially true in the case of teachers of special subjects who have no home rooms. The elementary school teachers,

13 Interview with the supervisor of pupil personnel, November 26, 1950.
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*Percentages are computed from total enrollment.
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*Percentages are computed from total enrollment.
Fig. III. Per Cent of Pupils' Homes Visited by Teacher.

Fig. III. Per Cent of Pupils' Parents Visited School.
on the other hand, have their own classes, and all home visits are record-
ed. Another factor is the large area from which the secondary schools
draw. Secondary teachers, therefore, are not as close to their communities
as are elementary school teachers. It is especially difficult for the col-
ored high school teachers to make home visits since Bates High School in
Annapolis is the only high school for Negroes in the county.

In comparing the white and colored schools, the percentage of home
visits has been found to be higher for the colored group during the entire
period. One of the reasons for this may be that the consolidation of white
elementary schools is much more advanced than that of colored schools. The
majority of the colored elementary schools are still small community schools,
and the teachers, therefore, are closer to the homes of the children. Also,
in two- and three-room schools the teacher may have several siblings in her
room, so she has relatively fewer homes to visit. Another factor is that
the teacher turn-over in colored schools is very small in comparison with
that in the white schools.

Perhaps the most important factor is that some teachers with middle
class standards are reserved to the point that they consider it to be obtru-
sive to visit homes without an invitation. One teacher in Anne Arundel
County, for example, said that she felt very uncomfortable going to any place
uninvited; it would look like curiosity. Another said, "I find it a very dis-
tasteful job". 19 This is not so in the culture of the average colored family.
The teacher considers it part of her duty to visit homes and even to help
the mothers if necessary.

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19 Answers on a questionnaire reported by Mary E. Moss, supervisor
of pupil personnel.
Parents visit school. Also the number of parents who visited the school increased tremendously after the war after a minor decrease during the war years. The figures are three times as high for all secondary schools during 1949-50 as five years earlier, with an increase from 5.9 per cent to 19.6 per cent (see Table XIII). For the total elementary school population the increase was 56 per cent, from 80 per cent of the homes of children in 1944-45 to 62.4 per cent in 1949-50. According to this, more white parents visit the schools than are visited by the teacher, and the figures are even slightly higher than for the colored schools. The frequency of parents visiting the elementary schools is also more than three times as high as for the high schools. However, of the greatest importance in this study is the tremendous growth in school visits by parents during the last five years, even compared to the prewar period. If these visits evidence good relationships between the home and the school, or the parents' interest in the school, the conclusion must be that there has been a considerable growth of this relationship interest since the war. There seems to be a parallel between increase in home visits and in-school visits, and this leaves us with the questions as to why there have been such changes since 1945. This question will be analyzed in the following chapters.

Parents' groups might be another evidence of the same relationships. For years there have been parent-teacher associations at every school in Anne Arundel County, with six to nine meetings a year at each school. There has not been any considerable change in the nature of these meetings, the purpose of which has been to work for better understanding between home and school and for improving school facilities and increasing school supply.
Informal letter to the superintendent of the Board of Education, February 27, 1946.

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In this way the schools were able to communicate to the parents what the schools were working on. The clubs became very popular. The mothers came together to discuss their own children's problems and to find ways to meet them. Some of the clubs even meet during the summer vacations.

Through these clubs, mothers of pre-school children become interested in helping their children to become physically, socially, and emotionally ready for school. The Health Department is invited to give the children physical examinations before they start school, and to vaccinate them. Before school closes in the spring, a school party is given for the beginners and their parents. This is also practiced in some of the white schools. Such a pleasant experience prepares the youngsters for school entrance in the fall, and, so far, it has eliminated the late entrants.

In addition to this, the clubs are used as a sponsoring and helping agency for the school. They finance field trips and some of the mothers go with the children on a little longer trip once or twice a year. The latest project in several of the mothers' clubs is to raise money for a diet kitchen at school. This is done in consultation with the Health Department. The mothers take turns in preparing the school luncheon. In this manner several purposes are achieved: the children get hot lunches at school; the mothers learn to prepare healthful food, which should result in better diets at home; and cooperative planning between the mothers and between home and school are improved. The supervisor reports that this has resulted in higher social standards in the community.
CONSIDERATION OF PUPILS NEEDS AND INTERESTS

Following the discussion of the changes which have occurred in social and democratic interaction within the school itself and between school and community, this second area selected will be explored. The main aspects included for consideration will be some phases of the curriculum, the promotion policy, and the services rendered individual children.

Curriculum

According to the study of educational adaptations in the Pennsylvania schools, it takes somewhere from fifty to more than a hundred years for an educational idea to reach maturity. 22 This seems to be true of the curricular practices in Anne Arundel County, too. The presently accepted emphasis on meaningful experiences as the core of all school curriculum existed as educational philosophy in the county a generation ago. During World War I the school superintendent in his first annual report quoted the following from the Butte Survey:

Knowledge or information can never be thought of as anything more than the raw material of thinking. It is of vastly greater importance that the pupil know how to gather information or data, that he be practiced in organizing and finding the meaning of facts secured, that he reach his own conclusions, and that he have the habit of verifying these conclusions in terms of real situations, than that he be able to remember all the facts in all the books that have been furnished him during the school course.

And the superintendent adds on his own account: "Bare facts and

22 Paul R. Hart and Francis O. Cornell, American Schools in Transition, op. cit., p. 52.
definitions, as facts and definitions, things to be memorized, will lead to backwardness in any school system. What we want is not a lowering of the grade standard but better instruction, closer supervision, and more regular progress through the school.23

At that time, the course of study was considered the magic solution to every curricular problem. In a discussion of the course of study the superintendent asked some questions which even today would be valid criteria for a good curriculum.

What do the children study at school? Are the books interesting and practical? Are the children interested in what they are doing? Or is the work of a formal nature calculated to produce "wooden" instruction and "lock-step" promotions?24

However, that the schools at that time had not accepted the standards implied in these questions is evident from the following observation made by the superintendent:

Little children on my first visit to the schools were reciting long and difficult definitions, the meaning of which few understood, while the written and spoken language of the grades were far below standard, and the primary reading was unusually poor.

Children in the third and fourth grades were working, or trying to work, fractions and decimals of such denominations as are seldom encountered by the best business houses in Baltimore City, while they were compelled to count on their fingers or with their pencils to add simple combinations.25


24Ibid., p. 13.

25Ibid., p. 11.
According to this observation, the school was a failing institution. It was neither training children in the "fundamentals" nor giving meaningful experiences.

The Maryland Survey Commission was also concerned with the inability of the school to do a good job. It concluded in its report that:

Children do not, for the most part, learn to master their tools; their interests are not stimulated; local needs as a rule get scant attention; time and energy are freely wasted . . .

There is a tendency nowadays to account for the ineffectiveness of teaching of the fundamental subjects on the ground that teachers and children are so distracted by "recent fads" that there is neither time nor energy left for the "essentials". Whether or not this apology is anywhere valid, it is not for us to say; at least, it has no application to Maryland.

To the three R's Maryland children now devote fully three-quarters of their school time. In some counties arithmetic consumes almost half of the entire day; not exceeding one-quarter of the day goes to geography, history, physiology, and to whatever there may be in the way of music, drawing and the like.26

It is interesting to notice that even at that time the ineffectiveness of the school was attributed to "recent fads" and that, in spite of the emphasis on training in the "fundamentals", the result was extremely poor. That the conditions in the Anne Arundel County were no exception, is confirmed by the following quotation from the supervisor at that time:

Yet, from the business world we constantly get criticisms that pupils leave the elementary school and cannot do the fundamentals of arithmetic, cannot spell common words, cannot write a decent letter, and so on through the entire list of subjects. Reading, spelling, and arithmetic are taught in every school. Why are pupils unable to apply "school knowledge" outside?27


27 Kate Kelley, "Efforts to Improve Quality of Instruction," Board of Education of Anne Arundel County, op. cit., p. 27.
However, the schools of the county have gone a long way in the
generation following that date. Even in 1932 there was quite a dif-
f erent concept of a curriculum, what it included, who was to structure
it, and what was to be expected from it. The emphasis had shifted from
the three R's curriculum to social studies, and the State Department of
Education published bulletins which served as curriculum plans in social
studies throughout the state. According to the bulletin, *Curriculum
Materials in the Social Studies for the Intermediate Grades,* five
accepted forms of organization used in current courses of study were
recognized. These organizations were:

1. Organization by subjects
2. Unit courses of correlated materials
3. Integrated or fused curriculum
4. The core curriculum
5. The series of single units

The State Department of Education did not seem to favor any particu-
lar organization. The core curriculum plan was still in its initial
stage, and the subject-matter approach had a strong hold in the schools.
The new in this plan seems to be a shift away from the learning of iso-
lated facts toward an understanding of social life and learning about
social processes. Even though the plan was not intended to become a
course of study it seems to have several of its characteristics, the

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difference being that it was a course of study in social processes. To quote the plan itself:

"The social processes are not devices for teaching or organizing subject matter. They are not objectives in the sense in which courses of study have set knowledge, concepts, and appreciations to be achieved through the teaching of the social studies. They are an inclusive setting of the many details of human living and accordingly they are subject matter in the same sense that the process of multiplication is an inherent part of mathematics, or that the process of condensation is part of the subject matter of science itself."

The plan consists mainly of suggestions for interpreting the social processes in terms of curriculum materials and teaching procedures, and everyone of these suggestions is divided into the four parts: a minimum list of teacher understandings; objectives for the pupils; subject matter; and teaching techniques. Even though the plan at that time was a great advancement it will be classified as rather traditional curriculum according to the present curriculum idea, especially because it was handed down to the teachers from the State Department of Education and because of its emphasis on facts. It says, for example, about facts, that "they are so important that the objectives in understandings cannot be achieved without at the same time giving much time and attention to the fixing of facts and to the development of study habits and skills." The direction of emphasis in curriculum development in the present century may be expressed in the following way: From learning of facts and basic skills in unIntegrated activities—to knowledge about social

\( \text{Ibid., p. 9.} \)

\( \text{Ibid., pp. 11-12.} \)
processes and problems—to teacher-directed social processes themselves—to living. Writers on curriculum development seem to agree on this point. The strong emphasis on social studies around 1910 is a testimony to the approximate stage of curricular development at that time. Of course, it is impossible to state a fixed time for the transition from one period to another, especially since there always is a discrepancy between a theoretical curriculum and the actual teaching. However, if study plans can be used as a basis for judgment in this matter, it seems that the years around 1910 were a transition period toward emphasis on the application of social processes, rather than mere knowledge about them, according to the bulletin on social studies published by the State Department of Education in 1910. Here a modern interpretation of curriculum is expressed in the following way:

With the curriculum conceived as the sum total of the experiences that children have at school and with the purpose in mind of meeting the needs of children and of the community, the overviews all focus attention on the child's social development—on the school as an "experience in living".

In this plan, there is less emphasis on facts to learn and more emphasis on what to do and how to evaluate what you do than in the plan published two years earlier. Interesting in this respect is the organization of each unit (1) things to understand; (2) things to do and

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34Ibid., p. 6
It is not a core competency, but it is one type of function.

In a textbook course, the use of many reference books and other materials often stimulates the use of many other materials and references that are not in the textbook itself. Therefore, the development of critical thinking and the ability to use them is an important component of this process.

In some courses, such as psychology and sociology, the use of primary and secondary literature is encouraged. In these courses, the student is encouraged to develop a critical and analytical approach to the material and to think critically about the sources of information.

In other courses, such as history and philosophy, the use of primary sources is emphasized. In these courses, the student is encouraged to develop an understanding of the sources of information and to critically evaluate the reliability and validity of these sources.

The development of critical thinking is also an important component of the development of critical thinking and the ability to use them is an important component of this process.

In our country, the emphasis on some characteristics which are often to be found in our society, the emphasis on a new approach to education has led to a greater use of primary sources in the classroom.

These sources should be introduced to the students as they are used in the classroom, and should then be used by the teacher for instruction in the material and sources. The teacher for instruction in the material and sources should be a practical guide for the students.

World on the external-internal level.

Another point on the internal-level is that the idea of a "world" is a concept that is not found in the United States. In the United States, the concept of a "world" is defined as a concept that is not found in the United States. In the United States, the concept of a "world" is defined as a concept that is not found in the United States.
Especially A, B, C, and F point forward to the present curriculum which will be discussed next.

The dynamic nature of the Anne Arundel School curriculum at the present time is perhaps best characterized in these words from the Reports for the White House Conference on Children and Youth:

The curriculum is constantly being revised to provide the children with experiences which will permit them to take the curves on the ever-changing social and economic life of a community, the state, the nation, and the world.

The committee feels that, although the children may not learn as many facts as under the older lecture and drill type of instruction, they will, under the present curriculum, be better fitted to take their places in the community and at the same time know facts related to their environment. 37

Definition. According to the supervisors a change in definition of curriculum has taken place so it is more consistent with the definitions in the bulletin quoted on social studies from 1946: "The curriculum is the sum total of all the school experiences of the child." 38 Therefore, there are no more "extra curricular activities". Experiences formerly so designated are part of the curriculum. One hour a day is set aside for such activities.

Planning. Secondly, there is an extension of responsibility in planning the curriculum. As explained earlier, the curriculum plan was handed down to the teachers from the State Department of Education in the beginning of the last decade. Now the curriculum is supposed to grow out of the particular needs of the class. It is a developmental curriculum contrasted to a fixed one, and it is cooperatively planned.

37 Anne Arundel County Commission for Youth, op. cit., p. 3.
38 Interview, February 2, 1951.
The supervisors believe that this brings the curriculum closer to what is thought of as an ideal one, because it is based on the actual participation of the pupils themselves. They feel responsible for it and take interest in it. This principle is in accord with the major trends in modern psychology, and it facilitates group activities, which is an important principle in educational philosophy.

Thus it is the aim of the curriculum to:

Offer those experiences to children which will permit them to make progress consistent with their abilities.

Provide experiences which are appropriate to the individual's level of maturity.

Provide group activities with opportunities for pupil and teacher evaluation of social adjustment and academic achievement.39

The needs of children are conceived not only in terms of their fluctuating wishes, but also in terms of future possibilities. An illustration of this is what happened at Southern High School when the highly academic experiences offered did not meet the needs of the pupils, and the pupils, therefore, dropped out. The communities from which the pupils were drawn were analyzed in terms of occupational opportunities. These were classified as belonging to three main groups, and the school curriculum for boys was rearranged accordingly so that the students now may choose either the academic curriculum or one of three vocational curricula:

1. Agriculture
2. Mechanics
3. Watering (fishing, oyster industry, etc.)

39Anne Arundel County Commission for Youth, op. cit., p. 3.
Even though it is willingly admitted that it is a one-sided approach to base the curriculum entirely on an occupational survey, it is believed to be a step in the right direction to relate education to the community in which a majority of the students most probably will gain their living.

In addition to this, the high school has an advisory council consisting of interested people from the community. They are urged to meet with the principal to suggest and discuss plans for improvements.

Nature of the curriculum. Thirdly, the last few years have evidenced a change in the nature of the curriculum. While earlier curricula outlined what was to be learned the present curriculum idea is to provide for meaningful experiences. In other words, it is a shift of emphasis from learning about to doing. This shift is clearly expressed in the foreword to "Program of Social Living",\(^{16}\) which was the outcome of the cooperation of teachers in the county.

Many teachers have felt the need for some change in the social studies program for the elementary grades. The suggestions given in these bulletins are an attempt to give continuity to our program and to point a direction for a new program more in line with pupil interests and abilities.

Instead of outlining content, the bulletin suggests a number of major activities which require content in the subjects of science, history, geography, and current events, and also skills in reading, writing, spelling, and oral English. The emphasis has been placed on a doing basis rather than on a learning about basis. However, the activities suggested are not an end in themselves, but a means for developing understandings and skills needed by the pupils for more intelligent participation in living at their stage.

\(^{16}\)(A Tentative Bulletin), September 1948.
of growth. Opportunities are given for pupil-teacher planning, for pupil evaluation, for group work, and for developing individual interest.

By looking at these tentative bulletins, one for each grade level, the difference from the State Department of Education bulletins eight to ten years back is obvious. While the older ones were concerned with abstract principles or with the adult's world removed from the child's interests and needs, the most recent bulletins provide for meaningful experiences for children because the curriculum deals with their world here and now. It is not called "social studies" any more but "Social Living in the Elementary School". Field trips and excursions are frequently included. The closeness between the child and his curriculum is indicated by the headings of the various proposed grade units:

- **Grade one**: Living in our school
- **Grade two**: Learning to be happy, healthy boys and girls
- **Grade three**: Living in our community
- **Grade four**: Solving problems of community living
- **Grade five**: Learning to be a good citizen of our county and state
- **Grade six**: Learning about our country

During the last two or three years, great consideration has been given to curriculum improvement in the county. There was especially a strong need for it in the "social living" area. Nothing was offered there after the State Department bulletins on social studies stopped. An additional factor was the fact that compulsory education was extended to the sixteenth year and the twelve-year system had been adopted on a state basis. The school personnel felt a need for enriching the school program throughout all grades and providing the newly added grade with meaningful experiences. A summer workshop for elementary teachers in 1948, to which specialists were invited, concentrated on the problem of...
an appropriate curriculum in social living. The bulletins mentioned above mainly grew out of this workshop.

Units in social living have developed in the individual classrooms on the idea of providing meaningful experiences for the children. Projects grow naturally out of the group interaction, ideas are discussed, plans are made, and soon the children are working in the classroom, and going on field trips and excursions. Examples of first and second grade units from 1949-50 are "Making Our Room an Attractive Place in which To Live"; "Fall Gardening"; and "First Graders Have a Playhouse". The following evaluation of one of these units is perhaps sufficient to convince us of the child-centered experiences it provided for:

In an evaluation of this unit the factor that is most outstanding to me is the happiness of the children. It was most gratifying to know that the children were having fun, that they looked forward to the Social Living period. When children beg to be allowed to stay in at recess or after school to continue what they are doing, and when their first question in the morning shows how anxious they are to get started, they must like what they are doing.

Next, this unit provided opportunities for growth in various skills:

A. Language
B. Writing
C. Reading
D. Number experiences
E. Art

The opportunities for child study in this unit are many. The needs of various children are sure to come to the fore during this type of project. During the course of this unit growth in experiences and attitudes was quite encouraging.

In the development of these projects, children bring in materials from home, parents are asked in to the class to help with particular

\[1\] First Graders Have a Playhouse, Eastport School, April-June 1950.
problems, and pictures are taken on the development of the unit and
made into filmstrips or color slides to be used later.

This emphasis does not imply neglect of the skills, knowledge of
facts, and special abilities. In fact the schools of Anne Arundel
County are decidedly concerned with meaningful experiences which will
facilitate growth in basic skills. This is supported by the list of
problems that teachers in a supervisory district set up as problems
they wanted to work on together throughout the year. The teachers on
the various grade levels listed the following problems according to the
needs of the class as they saw them:

**Grade one:**
1. Scope of arithmetic in grade one
2. Planning a day's work
3. Reading
4. Reporting to parents
5. Demonstration of work in social living
6. Discussions concerning handwriting and spelling
   of this grade level

**Grade two:**
1. Further development of our social living program
2. Reading
   a. Discussion of varieties of seatwork
   b. Grading
3. Arithmetic
   a. Scope of the work in grade two
   b. Help with special devices to develop
      meaning in arithmetic
4. Handwriting
5. Reporting to parents

**Grade three:**
1. Demonstrations of work in social living
2. Discussion of procedures for carrying on
group work in social living
3. Need for additional filmstrips on social living
   units of work
4. Need for additional arithmetic materials in order
to make the work meaningful
5. Discussion of procedures for carrying on art
   work in large groups
6. Handwriting
7. Discussions on the language arts approach to
   reading
Grade four: 1. Discussion of problems in children's handwriting
   2. Discussion of problems in social living
      a. Finding reading material for the retarded reader
      b. Guidance in the selection of units to be studied
   3. Discussion of the scope of arithmetic in grade four
   4. Discussion of the skills to be developed in spelling on this grade level
   5. Discussions pertaining to the recreational approach to reading

Grade five: 1. Discussion for the need for help in creative work
   2. Discussion of the scope of work in arithmetic
   3. Discussion of language skills to be developed

Grade six: 1. Desire for demonstrations showing work in social living
   a. Developing map skills
   b. Group activities
   c. Developing the skill of making special reports
   2. Discussion of ways in which a teacher can operate three reading groups in a period
   3. Discussion of language skills to be developed on the sixth grade level

During the year, these problems were discussed, and numerous suggestions were given as to ways of improving the various skills. The teachers now are becoming aware of the fact that there are skills to be learned but they have to be developed in a context in order to be meaningful. It is true that skill and content too frequently have been developed separately, as one of the supervisors states it:

   In the primary grades, children are learning to read. In the upper grades, children are reading to learn-- We will not correct our mistake until we realize that in every grade, children are both learning to read and reading to learn . . . . It must be remembered that reading is not a subject. Reading is a tool to be used in the learning of all subjects.\(^2\)

\(^2\)Sarah V. Jones, "The Teaching of Reading," a speech given at the conference of high school principals at Bowie, Maryland, February 26, 1940.
The teachers, therefore, cooperated in finding meaningful ways of teaching the necessary skills. Several teachers developed units for this purpose in their own classrooms. In one school eight classes worked on recreational reading through developing puppet shows or through dramatizations. All grade levels, from the first to the sixth, participated.

Similarly, arithmetic activities have been enriched and made more meaningful. Number games are developed on the lower grade levels. Counting and other arithmetic activities become meaningful through a functional approach in daily life situations. Last year teachers exhibited in Annapolis pieces of work that had been meaningful in the teaching of arithmetic.

Units in creative writing have been developed. The children compose the stories, discuss the ideas, read other stories, write them into a big book, and sometimes go on the radio with their stories. Finally, the stories are typed, so the pupils can take them home and read them to the parents.

There are even units on which two classes have worked together. In one school first and second grade children developed a language-arts unit on "Circus". The idea came from children who had been watching circus shows on television. Each major act was developed through class discussion and short stories. Some children formed the circus rhythm band and learned to play the selected music. Others worked on the costumes with the cooperation of class mothers. The children printed the tickets which were given to the other classes, and the pupils drew large size illustrations of their own acts. Some of the skills included in this unit were:
writing, reading, counting, singing, rhythmic training, dramatisation, and many social habits.

This is an "experience" curriculum; it is the philosophy of "learn-by-doing" put into practice; it is a curriculum by the children and for the children. The "doing" is the incentive as well as the purpose, and the various skills are concomitants. There is a growing understanding among teachers, parents, and pupils that the experiences the children get in school, and not the marks, are the real outcome of school. Therefore, teachers in some of the schools are trying to find better ways of reporting to parents. They are even asking parents to meet with them and discuss ways appropriate to the goals the school is trying to achieve.

This curriculum revision has been more pronounced in the elementary schools than in the secondary, where many teachers feel that more consideration must be given to the subject matter areas. This is especially true in the senior high school where the teachers feel a responsibility for preparing the students for college. However, high school teachers are gradually becoming aware of the fact that college preparation is not the most urgent need of the present-day high school student, since 83 per cent of them do not go on to college at the time of graduation. The majority of the high school graduates go into some kind of employment. Therefore, the high schools in the county are increasingly trying to analyze the needs of their students and to meet these needs. This is partly done through guidance and partly through the offering of a variety of selective courses. The courses offered are partly based on an employment survey of that particular area as formerly mentioned in connection with Southern High School.

Because of its nearness to Baltimore City, the Glen Burnie High School
The center of the core program in the seventh grade is personal school boy's and girl's with the interests, motivation, level, and development of each of junior high. The center of attention was centered in our group. The main question to be answered, 'How can the needs and interests of the pupils be satisfied?'

In the summer of 1949 the junior high school teachers in the county in which school continued to work in the prescribed field which they preferred much emphasis on employment study whose experience shows that few business education, home economics education, and academic education for business education, home economics education, and vocational education, have educated enough. A result of this study was set up a machine shop, a wood shop, a shop, an auto shop, an electric shop, a metal shop, and a printing shop. As a result of that these were set up a machine shop, a wood shop, a shop, an auto

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In several schools when the classes have moved into new buildings the entire school has started with a study of the new school, how it was built, how much it cost, and how everybody can take some responsibility for it.

The center of attention in grade eight is the United States and democracy with emphasis on trying to understand the unity of the country. Finally, in grade nine the conditions for an enduring unity of the human race are studied. This is a look toward the future with a discussion of the best use of human resources and institutions and the place of the individual in the world.

It seems that the teachers in cooperation with the supervisors have developed a curriculum which is much closer to the needs and problems of secondary school students than formerly was the case. The main objective of the school has become the healthy development of the individual child. The newly established guidance program has become an important factor in this service. While guidance in the senior high school is mainly vocational, it is more related to adjusting problems in the junior high school. In case of an adjustment problem of a pupil, the teachers in some cases sit down together and discuss the case. Every one of them analyses his own field in terms of what it can contribute to the development of this particular child. "The subject taught is the tool; the development of the child is the goal." Also in home economics the same teacher follows the junior high school student for three years in order to help the individual and for the purpose of meaningful interaction of experiences, the same

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45 Interview with the supervisor of home economics, February 11, 1951.
person teaches sewing, foods, family life, and baby care. The girls gain practical experience through baby sitting a few evenings a week. Thus home economies is broadly interpreted to mean family living.

The junior high school curriculum, then, gives the student experiences in the "core" program, in family living, and in a daily activity period which leaves students free to choose between various activities, such as sports, music, class meetings, etc. These are the former "extra-curricular activities". In addition to the broad "core" curriculum, the high school student chooses some elective courses according to his particular interest. Says the junior high school supervisor:

While the "core" was termed general education of all American youth, the function of the special classes might be termed as classes designed to develop the interests and talents peculiar to the individual, while at the same time contributing to a balanced education for all.\(^6\)

While many communities vigorously fight to reestablish the three R's curriculum, the majority of the parents of Anne Arundel accept the "core" curriculum idea. They realize that if their children can get meaningful life experiences at school, they receive an education more worth while than that of a highly abstract high school program. To many parents the idea of replacing the elaborate grading system in high school with the two marks "satisfactory" and "unsatisfactory" is perfectly acceptable.\(^7\)

However, because others will state their belief in the motivating value of letter grades, the change has not yet been made.

\(^6\) Radio speech, November 22, 1950.

\(^7\) Interview with the supervisor of junior high schools, February 12, 1951.
The senior high schools have also been tackling curriculum improvement through one-week curriculum workshops. In the last two years there have been workshops for teachers in English and world history, and a reading clinic for all senior high school teachers will be held in the summer of 1951.46

The evaluation of the Annapolis High School in 1939 and 1949 may be used as an illustration of the standards of the high schools in the county. Of the nine evaluative criteria used, Annapolis High School rated "very superior" (between 90th and 100th percentile) in five, and "superior" (70th percentile or better) in the other four. The percentiles on the respective items are presented below with the deviation from the rating ten years earlier in parentheses: curriculum 92 (+3), pupil activities 90 (+21), literary 61 (-5), guidance 90 (+32), instruction 86 (+12), outcomes 67 (+9), staff 99 (+5), plant 76 (-13) administration 96 (+2). High improvement is seen, especially in pupil activities, guidance, instruction, and outcomes.

If this analysis were built entirely on interviews and curriculum plans, its validity might be doubted. It is natural that the supervisor will try to give the best possible picture of the situation. For two full weeks the writer visited the various schools in the county and observed classroom behavior as a check on the information otherwise acquired. When asking permission to visit the schools, the writer told the supervisors that he was not interested in special outstanding work, but ordinary classroom teaching. He observed on the various grade levels. He asked

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46 Interview with the supervisor, April 9, 1951.
During the period of my summer vacation in the United States, I worked with them every weekend. In that pattern, day after day, I was exposed to a variety of experiences in food and the culture.

The teachers were very experienced in teaching experience and were exposed to a variety of educational systems in the United States. Many teachers were exposed to a cross-section of the teachers in their classrooms and schools.

However, much more frequently, the teachers were asked to teach whole classes. In each class, the pupils were asked to teach whole classes.

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The teachers were very experience in teaching experience and were exposed to a variety of educational systems in the United States. Many teachers were exposed to a cross-section of the teachers in their classrooms and schools.

Of course, the teaching and the work did not reach the same standards within the desertion process. Even of the coursework.

The observed work correlated highly with the observed process. The observed work correlated highly with the observed process.

The writer would like to emphasize the pupils in the same manner that the writer would like to emphasize the pupils in the same manner that the writer would like to emphasize the pupils in the same manner that the writer would like to emphasize the pupils in the same manner.

The two weeks were a pleasant experience to the writer. However, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, however, howe-
out a recipe for a healthful salad which they were to make another day. Generalizations were built up scientifically. For example, a first grade was planning a party for the new-comers and discussed whether there was sufficient room around the tables. The children tried to sit around one table and finally concluded that the party had to be held in another room. In a discussion of the Civil War one teacher frequently asked for present-day parallels. One teacher who wanted to help her pupils to reason, received the following comment from a boy, "You ask 'why.' too much". A junior high school class which was debating prejudice had decided to invite a few colored students from a high school in Baltimore to explain their viewpoint. In return the entire class was to pay the colored high school a visit.

Pupil interests were considered by utilizing pupils' suggestions and by arriving at a class decision through voting. The members of a first grade class who were reading about a circus had decided to make a few big animals of papier-mâché and had almost completed a giraffe as a cooperative project. A sixth grade class had recently had a pet show in which pupils were very interested and they were just planning a talent show.

Teachers were considering individual differences by grouping the children according to need. This was frequently observed in reading and arithmetic. After an arithmetic concept had been discussed in a seventh grade, a few students who said that they were not able to explain it were called over to the blackboard while the others worked on problems individually.
Several classes held club meetings and practiced democratic procedure. It was amazing to see how much they had learned and how well they planned together and took responsibility. Some classes took entire responsibility for order in the classroom and the cafeteria and decided upon their own assignments.

In every class the pupils seemed to move around freely and to work on special projects when they had time. Some were working at the reading table, others in the painting corner.

These are a few examples to illustrate that even if the suggested curricular activities are goals, the teachers of Anne Arundel County have done an honorable job in trying to put the idea into practice.

Teaching materials. A fourth aspect of the curriculum in which new trends are apparent is in the teaching materials used. The annual reports show that the expenditures for textbooks per student increased during the period of 1938 to 1950 from 75 cents to $1.33 for white elementary school children and from 50 cents to $1.14 for colored elementary school children. In the high schools the expenditures for textbooks increased from $1.49 per white student and 79 cents per colored student to around $2.20. On the average, the increase from the first four-year period to the second is 1.3 per cent, and 25.2 per cent from the second four-year period to the third. This is amazingly little, even less than the increase in publishers' prices on the textbooks during the same period. The figures suggest that no more textbooks were purchased in 1950 than twelve years earlier.

In sharp contrast to this is the picture of the expenditures for other instructional materials. Until 1927 the rate of increase in expenditures was relatively slow, not more than that brought about by rising
### Table XIV

**Average Cost of Textbooks per Pupil**

<table>
<thead>
<tr>
<th>Year</th>
<th>White</th>
<th>Colored</th>
<th>White</th>
<th>Colored</th>
<th>Average</th>
</tr>
</thead>
<tbody>
<tr>
<td>1938-39</td>
<td>$0.75</td>
<td>$0.58</td>
<td>$1.42</td>
<td>$0.49</td>
<td>$0.83</td>
</tr>
<tr>
<td>1939-40</td>
<td>0.85</td>
<td>1.05</td>
<td>1.78</td>
<td>1.13</td>
<td>1.10</td>
</tr>
<tr>
<td>1940-41</td>
<td>0.77</td>
<td>1.33</td>
<td>1.60</td>
<td>1.50</td>
<td>1.55</td>
</tr>
<tr>
<td>1941-42</td>
<td>1.15</td>
<td>1.06</td>
<td>3.11</td>
<td>3.75</td>
<td>1.64</td>
</tr>
<tr>
<td>1942-43</td>
<td>1.26</td>
<td>1.48</td>
<td>1.04</td>
<td>2.49</td>
<td>1.32</td>
</tr>
<tr>
<td>1943-44</td>
<td>1.74</td>
<td>1.27</td>
<td>2.28</td>
<td>2.44</td>
<td>1.80</td>
</tr>
<tr>
<td>1944-45</td>
<td>1.31</td>
<td>1.08</td>
<td>2.12</td>
<td>1.16</td>
<td>1.44</td>
</tr>
<tr>
<td>1945-46</td>
<td>1.29</td>
<td>1.08</td>
<td>2.02</td>
<td>2.33</td>
<td>1.48</td>
</tr>
<tr>
<td>1946-47</td>
<td>1.34</td>
<td>1.26</td>
<td>1.46</td>
<td>1.72</td>
<td>1.60</td>
</tr>
<tr>
<td>1947-48</td>
<td>1.39</td>
<td>3.33</td>
<td>2.16</td>
<td>2.50</td>
<td>2.01</td>
</tr>
<tr>
<td>1948-49</td>
<td>1.81</td>
<td>1.34</td>
<td>2.26</td>
<td>2.71</td>
<td>1.84</td>
</tr>
<tr>
<td>1949-50</td>
<td>1.34</td>
<td>1.41</td>
<td>2.29</td>
<td>1.85</td>
<td>1.63</td>
</tr>
</tbody>
</table>

### Table XV

**Average Cost of Materials of Instruction per Pupil**

<table>
<thead>
<tr>
<th>Year</th>
<th>Elementary School</th>
<th>High School</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>White</td>
<td>Colored</td>
</tr>
<tr>
<td>1938-39</td>
<td>$0.33</td>
<td>$0.23</td>
</tr>
<tr>
<td>1939-40</td>
<td>0.50</td>
<td>0.25</td>
</tr>
<tr>
<td>1940-41</td>
<td>0.39</td>
<td>0.27</td>
</tr>
<tr>
<td>1941-42</td>
<td>0.61</td>
<td>0.36</td>
</tr>
<tr>
<td>1942-43</td>
<td>0.47</td>
<td>0.35</td>
</tr>
<tr>
<td>1943-44</td>
<td>0.58</td>
<td>0.43</td>
</tr>
<tr>
<td>1944-45</td>
<td>0.66</td>
<td>0.60</td>
</tr>
<tr>
<td>1945-46</td>
<td>0.06</td>
<td>0.01</td>
</tr>
<tr>
<td>1946-47</td>
<td>0.70</td>
<td>0.52</td>
</tr>
<tr>
<td>1947-48</td>
<td>0.88</td>
<td>0.87</td>
</tr>
<tr>
<td>1948-49</td>
<td>1.61</td>
<td>1.23</td>
</tr>
<tr>
<td>1949-50</td>
<td>1.27</td>
<td>1.21</td>
</tr>
</tbody>
</table>
Fig. IV. Yearly Allowance Per Student
prices. During the following two years, however, it more than doubled. The increase in the average cost in the second four-year period over the first was 22.2 per cent; but the average cost in the third four-year period was 99.9 per cent over that of the second one.

In comparing the average allowance per student in colored and white schools, it becomes clear that in regard to expenditures for textbooks, the average cost in the colored schools is as high as that of the white schools. In fact, the average of the three four-year periods from 1938 to 1950 is higher in colored schools than in white ones in two of the periods and lower in one.

In regard to the cost of other instructional materials, the average per student has been lower for the colored schools than for the white ones. However, the proportion of the first category to the second has increased during the three four-year periods, from 59.6 per cent in 1938-1942 to 65.7 per cent in 1946-1950 in the elementary schools. The average expenditure for colored pupils in the high schools in 1946-1950 was 92.3 per cent of that for white. The preceding four-year period the percentage was 131.6.

In general, then, the average expenditure for textbooks per student was considerably higher than that for other teaching materials until 1946. Since then the allowance for teaching materials has more than doubled and now considerably exceeds that for textbooks, especially in the high schools. The enormous increase in expenditures for teaching materials other than textbooks was to a great extent caused by a joint action of the supervisors. 19 They realized that the school offered poor facilities

19 Interview, February 2, 1951.
for a "doing" curriculum. Teachers used to buy the needed materials on their own account. As the demand increased, attending the curricular emphasis on offering real experiences, additional supplies had to be procured in another manner. The need was especially felt in art and music classes, but also in the social living classes.

At the end of each year, the teacher orders the material she plans to use for the following year. The order is sent to the Board of Education and when school starts in the fall, the materials have arrived.

The materials consist of paint, finger paint, crayon, paper, rhythm band instruments, and other equipment for which the teachers and students feel a need when working on particular units; for example, various kinds of tools, raw materials for ceramics, photographic equipment, etc.

The teacher also chooses her own textbooks. The last few years this has been done in cooperation with the supervisor. A curriculum laboratory in the elementary supervisor's office at the Board of Education contains copies of the most recent publications of the leading textbook companies. Before ordering the books in the spring, each faculty member is invited to the curriculum laboratory to examine the books with the hope of selecting those books which will most nearly meet the needs of their children. The supervisors are present to give advice and to answer questions.

Evaluation. This is the final curriculum aspect in which changes have taken place. Until recently the evaluation has been done by the teacher alone in terms of achievement in subject matter areas and based on tests. Even first graders received their marks to carry home on their report cards four times a year.

However, neither teachers nor all parents have been too satisfied with this procedure. Many teachers have developed class evaluation of
work every day as well as after a project is completed. Group planning and group evaluation go hand in hand. In evaluating the work of the individual child the teacher is making an effort to compare his performance with his earlier work rather than with other children. It is believed that no child can be said to do mediocre work if he is doing his best.

Neither is the main emphasis on how many facts the pupil can verbalize but on personal qualities which the teachers and parents agree on as important to the child. Really interesting cooperation between home and school is taking place in this respect. In several schools the teachers have been discussing ways of reporting to parents. In some instances parents have been asked to come in and work with the teachers on the report cards. What the teachers ask the parents is, "What do you want to know about your child in order to give him and the school the greatest assistance?"

This started with the first grades and in several schools the report cards are now revised for the first four grades. The reporting is different for each school or each class and the report card may even change during the year if the teachers and parents find a need for it.

The following is an illustration of the first report in a first grade class as of November 1950. Better examples may be found. This is given merely because it was available.
I Social Living Habits
1. Plays and works well with others. ___
2. Follows directions as given. ___
3. Works independently. ___
4. Keeps from annoying others. ___
5. Listens when others are speaking. ___
6. Is orderly and careful with materials. ___
7. Is able to take care of his own belongings. ___

II Learning Activities
1. Tells a story from a picture so that others can understand him. ___
2. Says nursery rhymes and short poems clearly and distinctly. ___
3. Sees likenesses and differences in pictures and words. ___
4. Shows a desire to read. ___

Attendance

Days Tardy _______ Day’s Absent _______ Days Present _______

Signature of Parent

In the next report, at the end of January, the items under "Social Living Habits" were unchanged but the items under "Learning Activities" read as follows:

1. Talks easily about his experience in social studies and science
2. Is reading
3. Is writing
change in motivation

experience offered by the curriculum, change in teaching methodology, and

change of one's way to teach and guidance of the teacher and content of the

needs and interests of children. Change of curriculum to meet

these, then, the scope of the curriculum change described to meet

an unmet need.

Therefore, the change on the secondary level is still

of another school. Therefore, the change on the secondary level is still

the change with the same title. This will make it difficult to transfer to

with the other school. In one school, however, the changes have resulted

leasterry. In so small of the schools the parent are able to do many

activities of students. The students use only a "sentimental" and "university-

been the junior high schools are trying to get away from the attitude

that way of reporting is not generalized. It is not far removed from

no check mark at all on the report card.

If the child is progressing satisfactorily, there will be

some activity. If the child is progressing satisfactorily, there will be

it means that the child needs more help with a particular habit.

a check on in the does not describe the progress. To the reported

for the child and the adjustment to the school and to the peer group.

The child's case is extremely found in schools. To the reported concern

The relationship between these types of evaluation and report-

5

He needs and writes number to 10.
Promotion Policy

The prevailing educational philosophy at the time of World War I caused the superintendent to utter the following lament:

One standard on which to judge a school or a school system is on the basis of the percentage of children held in school until they complete all the grades. Judged on such a basis our county would make a poor showing, for two out of every three leave before completing the seventh grade.\(^50\)

In fact, the data show that the year 1916-1917 only 77 per cent of the average enrollment in the first three grades were enrolled in the fourth grade. In the sixth grade the per cent had decreased to 50; in the seventh grade to 31; and in the eighth grade to 19. In summary, then, "one-half of our white children leave school before they complete the fifth grade, and two-thirds leave before they reach the seventh grade."\(^51\)

The reason for this was that, until a child reached the standards set for his particular grade level, he was retained in the class, thus causing many children to leave school from the fourth, fifth, or sixth grade after seven years of school. The result of this was that in 1916 12 per cent of the pupils in the county were repeating the grades. Nine years later the percentage had decreased to less than 23; which, by the superintendent, was attributed to an efficient supervision.\(^52\)

\(^50\)Board of Education of Anne Arundel County, First Annual Report of the Board of Education of Anne Arundel County, op. cit., p. 11 ff.

\(^51\)Ibid., p. 96.

\(^52\)Board of Education of Anne Arundel County, Annual Report of the Board of Education of Anne Arundel County, 1924-25, p. 21.
<table>
<thead>
<tr>
<th>Year</th>
<th>Colored: Boys</th>
<th>Girls</th>
<th>Total</th>
<th>White: Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1921</td>
<td>69</td>
<td></td>
<td></td>
<td>27.1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1941</td>
<td>31</td>
<td></td>
<td></td>
<td>10.9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1943</td>
<td>32.7</td>
<td>22.7</td>
<td>27.9</td>
<td>14.8</td>
<td>7.4</td>
<td>11.2</td>
</tr>
<tr>
<td>1945</td>
<td>30.9</td>
<td>17.0</td>
<td>24.4</td>
<td>11.4</td>
<td>5.6</td>
<td>8.7</td>
</tr>
<tr>
<td>1947</td>
<td>22.3</td>
<td>12.8</td>
<td>17.7</td>
<td>8.4</td>
<td>5.0</td>
<td>6.8</td>
</tr>
<tr>
<td>1949</td>
<td>20.1</td>
<td>11.0</td>
<td>15.7</td>
<td>5.5</td>
<td>3.3</td>
<td>4.4</td>
</tr>
</tbody>
</table>
### Table XII

**PERCENT OF ELEMENTARY PUPILS OVER-AGE IN 1947 AND 1949**

<table>
<thead>
<tr>
<th></th>
<th>Grade 1</th>
<th>Grade 2</th>
<th>Grade 3</th>
<th>Grade 4</th>
<th>Grade 5</th>
<th>Grade 6</th>
<th>Total</th>
</tr>
</thead>
</table>

#### November 1947

<table>
<thead>
<tr>
<th></th>
<th>Colored</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys : Girls</td>
<td>6.8 : 1.8</td>
<td>11.8 : 1.6</td>
</tr>
<tr>
<td>Girls : Girls</td>
<td>15.9 : 1.5</td>
<td>20.9 : 1.0</td>
</tr>
<tr>
<td>Total</td>
<td>30.7 : 3.0</td>
<td>30.8 : 2.5</td>
</tr>
</tbody>
</table>

#### November 1949

<table>
<thead>
<tr>
<th></th>
<th>Colored</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boys : Girls</td>
<td>1.8 : 1.6</td>
<td>1.9 : 1.0</td>
</tr>
<tr>
<td>Girls : Girls</td>
<td>7.7 : 2.0</td>
<td>9.0 : 2.5</td>
</tr>
<tr>
<td>Total</td>
<td>20.8 : 3.0</td>
<td>20.9 : 3.5</td>
</tr>
</tbody>
</table>

122a
<table>
<thead>
<tr>
<th>Year</th>
<th>White</th>
<th>Colored</th>
<th>Total</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1938-39</td>
<td>524</td>
<td>893</td>
<td>1417</td>
<td>14.8</td>
</tr>
<tr>
<td>1939-40</td>
<td>525</td>
<td>806</td>
<td>1331</td>
<td>14.1</td>
</tr>
<tr>
<td>1940-41</td>
<td>685</td>
<td>637</td>
<td>1322</td>
<td>13.7</td>
</tr>
<tr>
<td>1941-42</td>
<td>723</td>
<td>625</td>
<td>1348</td>
<td>12.9</td>
</tr>
<tr>
<td>1942-43</td>
<td>794</td>
<td>697</td>
<td>1491</td>
<td>13.6</td>
</tr>
<tr>
<td>1943-44</td>
<td>788</td>
<td>522</td>
<td>1310</td>
<td>11.8</td>
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<tr>
<td>1944-45</td>
<td>515</td>
<td>1,33</td>
<td>948</td>
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<td>1945-46</td>
<td>657</td>
<td>384</td>
<td>1,041</td>
<td>8.1</td>
</tr>
<tr>
<td>1946-47</td>
<td>664</td>
<td>320</td>
<td>784</td>
<td>7.4</td>
</tr>
<tr>
<td>1947-48</td>
<td>601</td>
<td>259</td>
<td>660</td>
<td>5.8</td>
</tr>
<tr>
<td>1948-49</td>
<td>388</td>
<td>275</td>
<td>663</td>
<td>5.4</td>
</tr>
<tr>
<td>1949-50</td>
<td>130</td>
<td>280</td>
<td>710</td>
<td>5.4</td>
</tr>
</tbody>
</table>
Another measure of non-promotion is the percentage of over-aged pupils in a school system. A pupil is over-aged if he is two or more years older than the minimum age for enrollment on a certain grade level if he has been promoted regularly. However, the percentage of over-aged pupils is greater than that accounted for by non-promotion because some children start school later than the age required for entrance. Others may be asked by their parents to repeat a grade due to illness or for other reasons. But the major cause of over-agelessness is non-promotion. In Anne Arundel County, this has decreased tremendously the last thirty years. As Table XVI shows, it decreased from 27.1 per cent for the white elementary schools in 1921 to 10.9 per cent in 1941, and 1.4 per cent in 1949. For the colored elementary schools the figures are, respectively, 69 per cent, 31 per cent, and 15.7 per cent. In looking at the last twelve-year period, it is obvious that the greatest decrease is after 1945; for the colored groups between 1945-47, and for the white groups between 1947-49.

According to Table XVII, the percentage of over-age colored pupils is three to four that of white pupils. In both groups there are only 55-60 per cent as many over-age girls as boys. As expected, the largest number of over-age pupils are to be found in the sixth grade, except for the group of colored boys, which had the highest figure in grade four in 1947 and in grade five in 1949. This means that there still are a few colored boys who leave school before the completion of the sixth grade.

Table XVIII gives a good picture of the change in the promotion policy during the last twelve years. The figures are relatively constant until 1945, but from then on they reveal a highly declining trend.
The attendance of children that are at the most interested to
recreative a child. This is shown in Table 1;

In the same way, there is also a chance in the reason that for not
demand the teacher has to take the reason why the child is not promoted.
by the teacher in the register of the name. In the register of the

However, they still feel that some children have to be removed if

as low as possible.

Although the teacher, have impressed keep the permanence of recognition
the attendance therefore, have impressed keep the permanence of recognition
of an attendance of children open the present approach of the present.
the at the same time, these are a remarkable improvement of the handwriting.

Table 1, the importance of the present group for the health development of the younger.

at least in improvement of school education. The teacher and improvement
demand of interest to consider the social development of the child to be
the parents, why there is a chance in philosophy.

The reason for the rapid decrease in recognition and in number of

The last three years the recognition figures were less than one-half
of those for 1927-28 and even materially one-third of the figures for
half during the past three years for the two causes "mental incapacity" and "irregular attendance due to sickness". The last one was given as reason for nonpromotion in about 26 per cent of the total cases mentioned even as late as 1946-47. In 1949-50 it had dropped to 10.1 per cent.

"Mental incapacity" is supposed to be indicated only if the conclusion is established by the County Mental Health Clinic. Perhaps that is one of the reasons why it is relatively infrequently checked. From 1940 to 1947 the per cent of total causes checked in this category varied between 8.2 per cent and 11.4 per cent. The succeeding two years the figures dropped considerably, even under 5 per cent.

The decrease of the two reasons mentioned seems to have been transferred to the third one, "unfortunate home conditions and lack of interest". This category is undefined and includes two different causes, so it is hard to know what the teachers really are considering when they check it. Yet, the consistency of the checking from one year to another is evident. The first half of the last decade, the percentage fluctuated between 50 and 60. In the latter half of the decade it gradually increased to the middle fifties. Thus, in more than half of the cases of nonpromotion, the teachers point to home conditions and the lack of interest. Even though the absolute figures have decreased rapidly, the relative figures have increased.

Services Rendered Individual Children

One thing is more important to a parent than an over-all good school system, and that is special consideration for his child. Quoting from the county school superintendent, "The question which interests the parents is, "What are you doing for my child, to meet his particular and
individual needs." 53 This awareness on the part of the administrative staff of the individual needs which are to be met has caused the school to undertake certain responsibilities which were not assumed earlier. Some of these are entirely of an educational nature, others have a broader scope and are undertaken in cooperation with other agencies.

Pupil personnel work. These services constitute part of the pupil personnel program. The Department of Pupil Personnel was established by law by the General Assembly of Maryland in 1917. Its function was stated as follows:

There shall be appointed in each county and in Baltimore City one supervisor of pupil personnel I or one supervisor of pupil personnel II whose duty it shall be to study the causes of and work out solutions for irregular school attendance and pupil maladjustment so that every child may receive the benefits of education and juvenile delinquency may be reduced. 54

The duties of the pupil personnel officers include those of the former attendance officer and responsibility for slow learners and handicapped children. The office also handles pupil accounting and the biennial school census.

The duty of the attendance officer was to enforce the attendance law. He, therefore, used to take the cases to court after the parents were given a warning. His professional duty was fulfilled when he had made the pupils comply with the attendance law. The scope of the pupil personnel mandate is broader. The focal point is the well-being of the

53 Interview, January 25, 1951.

### Table XIX

**Main Causes of Nonprocreation in Elementary School**

<table>
<thead>
<tr>
<th>Year</th>
<th>White</th>
<th>Colored</th>
<th>Total (1,000 Causes)</th>
<th>White</th>
<th>Colored</th>
<th>Total (1,000 Causes)</th>
<th>White</th>
<th>Colored</th>
<th>Total (1,000 Causes)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Unfortunate Home Conditions</td>
<td>Mental Incapacity</td>
<td>Irregular Attendance Not Due to Sickness</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Percent</td>
<td>Total</td>
<td>Percent</td>
<td>Total</td>
<td>Percent</td>
<td>Total</td>
<td>Percent</td>
<td>Total</td>
<td>Percent</td>
</tr>
<tr>
<td>1938-39</td>
<td>227</td>
<td>449</td>
<td>676</td>
<td>70.7</td>
<td>47.7</td>
<td>77</td>
<td>36</td>
<td>113</td>
<td>11.8</td>
</tr>
<tr>
<td>1939-40</td>
<td>208</td>
<td>391</td>
<td>599</td>
<td>63.5</td>
<td>45.0</td>
<td>57</td>
<td>23</td>
<td>80</td>
<td>8.5</td>
</tr>
<tr>
<td>1940-41</td>
<td>264</td>
<td>305</td>
<td>569</td>
<td>59.0</td>
<td>43.0</td>
<td>95</td>
<td>21</td>
<td>116</td>
<td>12.0</td>
</tr>
<tr>
<td>1941-42</td>
<td>235</td>
<td>293</td>
<td>528</td>
<td>50.6</td>
<td>39.2</td>
<td>119</td>
<td>34</td>
<td>153</td>
<td>14.6</td>
</tr>
<tr>
<td>1942-43</td>
<td>330</td>
<td>302</td>
<td>632</td>
<td>57.4</td>
<td>42.3</td>
<td>152</td>
<td>18</td>
<td>150</td>
<td>13.6</td>
</tr>
<tr>
<td>1943-44</td>
<td>350</td>
<td>240</td>
<td>590</td>
<td>53.2</td>
<td>45.0</td>
<td>79</td>
<td>29</td>
<td>108</td>
<td>9.7</td>
</tr>
<tr>
<td>1944-45</td>
<td>217</td>
<td>225</td>
<td>442</td>
<td>39.4</td>
<td>46.6</td>
<td>75</td>
<td>16</td>
<td>91</td>
<td>8.1</td>
</tr>
<tr>
<td>1945-46</td>
<td>242</td>
<td>159</td>
<td>401</td>
<td>38.2</td>
<td>47.1</td>
<td>49</td>
<td>22</td>
<td>71</td>
<td>6.8</td>
</tr>
<tr>
<td>1946-47</td>
<td>221</td>
<td>149</td>
<td>370</td>
<td>35.1</td>
<td>47.2</td>
<td>47</td>
<td>21</td>
<td>68</td>
<td>6.4</td>
</tr>
<tr>
<td>1947-48</td>
<td>199</td>
<td>119</td>
<td>318</td>
<td>28.0</td>
<td>48.2</td>
<td>52</td>
<td>3</td>
<td>61</td>
<td>5.4</td>
</tr>
<tr>
<td>1948-49</td>
<td>198</td>
<td>141</td>
<td>339</td>
<td>27.7</td>
<td>51.1</td>
<td>31</td>
<td>9</td>
<td>40</td>
<td>3.6</td>
</tr>
<tr>
<td>1949-50</td>
<td>227</td>
<td>169</td>
<td>396</td>
<td>29.7</td>
<td>55.8</td>
<td>29</td>
<td>6</td>
<td>35</td>
<td>2.6</td>
</tr>
</tbody>
</table>
individual child. Truancy is not to be regarded as the real problem but as a symptom of some adjustment needs which have to be diagnosed for the purpose of giving proper guidance to and help.

Table IX shows that the teachers for the most part regarded the pupil personnel workers as attendance officers in the beginning. The first year of its existence 88 per cent of the cases referred to the Department of Pupil Personnel were attendance problems. The following year it was 50 per cent, and a year later it had dropped to 57.6 per cent. Even though high attendance is desirable from the point of view of the teachers and personnel workers, the children are sometimes, contrary to a few years back, advised to stay home. The reason might be, in case a pupil does not feel well, that there is the danger involved of infecting others if he stays in school, or that it will delay his own recovery.

<p>| TABLE IX |
| CAUSES OF REFERRALS |</p>
<table>
<thead>
<tr>
<th>Year</th>
<th>Attendance</th>
<th>Physical Health</th>
<th>Social Welfare</th>
<th>Emotional</th>
<th>Others</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1947-48</td>
<td>117</td>
<td>88.0</td>
<td>2</td>
<td>1.2</td>
<td>10.8</td>
<td>167</td>
</tr>
<tr>
<td>1948-49</td>
<td>202</td>
<td>80.0</td>
<td>13</td>
<td>5.2</td>
<td>7.1</td>
<td>12</td>
</tr>
<tr>
<td>1949-50</td>
<td>182</td>
<td>57.6</td>
<td>37</td>
<td>11.7</td>
<td>13.3</td>
<td>31.5</td>
</tr>
</tbody>
</table>

The same table shows that the teachers are becoming more aware of other reasons for referrals than absence from school. The first year in which the Department of Pupil Personnel functioned, only two cases of emotional disturbances were referred by the teachers. The second year there were seven cases; the third year thirty-four. A similar change is seen in the areas of physical health and social welfare, which in the
year 1949-50 were represented by thirty-seven and forty-two cases respectively. This means that causes of referrals other than attendance problems rapidly are approximating half of the total causes.

What is the general procedure in cases referred to the department of pupil personnel? That depends on the nature of the case. The procedure of the attendance officer was rather standardized. The letter which was commonly sent to parents included something like this: "Is there any reason why I should not take you into court for your failure to keep your child in school?"55

Now that the attention of the pupil personnel officer is focused on the child's problems more than on his symptomatic behavior, the parents are contacted in a different way.

Court procedure is not considered the only possible solution of a problem of school absence. There has been growing willingness to try to understand the case and to explain the school laws to the parents. However in the first year of the function of the Department of Pupil Personnel, the letters which were sent to the parents were mainly concerned with the attendance and with the parent's responsibility to keep the child in school. The following letter is a copy of the standard type of letter which was sent to parents:

Dear Mr. __________:

The attention of this office has been directed to the poor attendance of your son K __ at __ school. From September through December of this year, he has been absent ____ days. Is there any explanation for such absence?

For your information, there are three legal causes for absence from school. They are: (1) death in the family; (2) court order; (3) illness of the child for which a doctor's certificate must be filed with the school. If for any reason other than those given here a child is kept out of school, the case must be referred to court for its action.

---

55 Copy on letters from the file.
Please let us hear from you so that we can understand what is to be expected in the matter of your child's attendance.

Very truly yours,

Gradually, there has developed a willingness to hear the parents' explanation and to understand that it is not only a question of getting the pupil back to school. The following letter is typical of the notices from the office of pupil personnel to parents in regard to absenteeism from school by their children. It reveals a concern for the child and an understanding of possible causal factors:

December 19, 19

Dear Mr. ______:

It has been reported to this office that your son, D, has been very irregular in his attendance at X Junior High School. It is known that many of the absences were due to truancy as he has been seen on the streets of _________ during the school hours. He was absent 92 days last year and has missed more than 25 days this year.

These unlawful absences are a serious problem and need careful consideration by the school and home in order that measures may be taken to correct the situation. It will be necessary for you or Mrs. ______ to come to the school in order to discuss D's problem with the principal and supervisor.

Will you please write us what day and hour after New Year's will be convenient for you to meet with us at the school.

Yours very truly,

Supervisor of Pupil Personnel

The following correspondence in the same case shows that consideration is given to the adjustment of the child to the extent that withdrawal from school may be recommended.
# Table III

**Pupil Personnel Action with Referred Families**

<table>
<thead>
<tr>
<th>Year</th>
<th>Number Referred</th>
<th>Percent</th>
<th>Number Referred</th>
<th>Percent</th>
<th>Number Referred</th>
<th>Percent</th>
<th>Number Referred</th>
<th>Percent</th>
<th>Number Referred</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1947-48</td>
<td>167</td>
<td>25</td>
<td>128</td>
<td>76.6</td>
<td>12</td>
<td>7.2</td>
<td>11</td>
<td>6.6</td>
<td>17</td>
<td>10.2</td>
</tr>
<tr>
<td>1948-49</td>
<td>252</td>
<td>57</td>
<td>224</td>
<td>88.9</td>
<td>30</td>
<td>11.9</td>
<td>23</td>
<td>9.1</td>
<td>40</td>
<td>15.9</td>
</tr>
<tr>
<td>1949-50</td>
<td>315</td>
<td>69</td>
<td>238</td>
<td>91.4</td>
<td>40</td>
<td>12.7</td>
<td>51</td>
<td>16.2</td>
<td>76</td>
<td>24.1</td>
</tr>
</tbody>
</table>

131
January 16, 19

My dear Mr. _____:

On December 19 a letter was sent to you concerning D's truancy from X Junior High School. You were asked to write and let us know the time it would be convenient for you to meet us at the school to discuss this serious problem. To date we have had no word from you.

Unless this matter receives your immediate attention, it will be necessary for this department to refer the matter to Juvenile Court.

Yours very truly,

Superintendent of Pupil Personnel

The next day the boy's mother sent a note asking for a conference with the pupil personnel officer one week later, and she kept the appointment.

May 9, 19

Dear Mr. _____:

In examining the records of the X Junior High School, we find that your son, D, has been absent for 36 days this school year. We have written your home on previous occasions and also made a home visit. At one time this year we met Mrs. _____ at the school and discussed with her and D the purpose of the school and the necessity of good attendance if one is to profit through belonging to a school. Since that time D has continued to spend most of his time out of school. Consequently we believe that D would probably be much better off at work where he will feel a responsibility which certainly he does not feel now. We are not saying that he must withdraw from school, but if his absences continue without lawful excuse we will insist on his withdrawal.

We will be glad to hear from you in relation to the problem, if that is your desire.

Very sincerely,

Superintendent of Pupil Personnel

The general procedure of the pupil personnel office when a case is referred by a teacher is to contact the home either through a letter or a home visit. Table XXI shows that in more than 20 per cent of the cases a letter is sent first. The number of home visits has increased yearly,
<table>
<thead>
<tr>
<th>Year</th>
<th>White</th>
<th>Colored</th>
<th>White</th>
<th>Colored</th>
</tr>
</thead>
<tbody>
<tr>
<td>1936-39</td>
<td>92.3</td>
<td>88.0</td>
<td>91.0</td>
<td>93.7</td>
</tr>
<tr>
<td>1937-38</td>
<td>92.2</td>
<td>87.8</td>
<td>93.0</td>
<td>92.3</td>
</tr>
<tr>
<td>1938-39</td>
<td>91.4</td>
<td>89.7</td>
<td>92.5</td>
<td>89.7</td>
</tr>
<tr>
<td>1939-40</td>
<td>91.3</td>
<td>90.6</td>
<td>92.4</td>
<td>93.7</td>
</tr>
<tr>
<td>1940-41</td>
<td>89.9</td>
<td>87.8</td>
<td>90.5</td>
<td>90.2</td>
</tr>
<tr>
<td>1941-42</td>
<td>89.2</td>
<td>87.9</td>
<td>91.0</td>
<td>90.5</td>
</tr>
<tr>
<td>1942-43</td>
<td>90.0</td>
<td>88.3</td>
<td>91.7</td>
<td>88.6</td>
</tr>
<tr>
<td>1943-44</td>
<td>89.9</td>
<td>88.9</td>
<td>90.2</td>
<td>88.9</td>
</tr>
<tr>
<td>1944-45</td>
<td>90.7</td>
<td>89.5</td>
<td>92.4</td>
<td>89.3</td>
</tr>
<tr>
<td>1945-46</td>
<td>89.7</td>
<td>89.0</td>
<td>91.4</td>
<td>87.6</td>
</tr>
<tr>
<td>1946-47</td>
<td>91.1</td>
<td>90.3</td>
<td>92.1</td>
<td>84.9</td>
</tr>
<tr>
<td>1947-48</td>
<td>91.5</td>
<td>91.0</td>
<td>92.1</td>
<td>87.7</td>
</tr>
</tbody>
</table>
and includes now more than 90 per cent of all cases. In most attendance cases and some other instances, the pupil personnel officers are able to work out a solution of the problem with the child and his parents. Table XXII shows that the percentage of attendance is higher now than it was when the attendance officer functioned. The year 1949-50 shows the highest attendance since 1936-40, both in colored and white elementary schools. The high school attendance was higher before the war, probably because of a more highly selected student body. Other problems, such as disturbed behavior, defects, and handicaps will nearly always be referred to other agencies. Says the senior supervisor for pupil personnel:

In a few instances where the home and the school have worked together, causes for such (disturbed) behavior have been determined and corrections made to bring about desired results. Almost always these cases must be referred to specialists for help.50

Special Treatment. The agencies to which the department of pupil personnel most frequently refer pupils or families which need special care are the Welfare Board and health department, which includes a speech clinic and a mental health clinic. Approximately 60 per cent of all cases in 1949-50, or 181 cases, were referred to one of these agencies, as is shown by Table XXI. Two years earlier only 31 cases were referred to the same agencies. This conspicuous increase is most probably caused by the fact that few cases of this type were reported to the pupil personnel office the first year.

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50 Excerpt from radio speech, December 13, 1948.
Increasingly, individual children receive help appropriate to their particular needs. It was discovered that one per cent of the pupils were stutterers and an additional 5 per cent had articulation difficulties, and so the health department established a speech clinic in 1946. So far, its emphasis has been on correction. The number of patients doubled during 1949-50. In addition to the 56 new cases, there were 426 return visits. The health department finds that the speech difficulties are largely psychological. Frequently, the treatment is guidance, especially of the parents. A planned prevention program deals with stutterers in pre-school age and in first grade only. The health department believes that this has probably not been put into practice in any American school before.

The pupil personnel workers also take care of handicapped children and slow learners. So-called home teachers spend a few hours a week in the homes of some children that cannot get to school. Others are sent to special institutions at the expense of the state. Several reading classes are set up to help pupils with certain reading difficulties.

During the two years this has been practiced, it has become very popular. Through diagnostic tests, the specific problems are identified and then the appropriate type of remedial help is given. So far, the improvement has been remarkable, to the pleasure of the pupils as well as their parents. The teacher's record for each of these pupils shows not only growth in scholastic achievement, but also corresponding behavior changes;

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57 Ance Arundel County Health Department, Narrative Report, Sept. 1950.
58 Ance Arundel County Health Department, Annual Report, 1949.
that is, growth in social adjustment and emotional stability", says the
supervisor about one of the experimental classes. 59

The emotionally disturbed children receive treatment at the mental
health clinic. Physically handicapped children receive attention from
the health department. Some dental care has been given to children in
colored schools during the last two years.

Children who cannot attend school for lack of proper clothing are
either referred to the Welfare Board, or some provision is made direct-
ly by the pupil personnel workers who daily visit some homes and endeavor
to make some immediate arrangements when a specific need is identified.
However, an important part of the duty of the pupil personnel workers is
to be a referral agency. Therefore, they not only work closely with the
Health Department and the Welfare Board, but also with other agencies such
as the Child Labor Bureau, the Rehabilitation Service in the State De-
partment of Education, and the Juvenile Court.

The Juvenile Court. As was said earlier, the Department of Pupil
Personnel tries to solve an attendance problem without bringing it to
court. However, if all other possible means are tried without favorable
result, a case may still be brought to court with the charge that the
parents are "contributing to the delinquency of a minor." Before 1945,
attendance cases were brought to the magistrate's court, which was open
to the public and which also kept records that could be held against the
person later. In 1945, the Juvenile Court was established. That is not

59Virginia Moore, A Reading Program Analyzes in the Elementary Schools
of Anne Arundel County, Maryland, Report, p. 16.
open to the public and does not keep any damaging records. The present judge has shown much understanding of youngsters and their problems, so the pupil personnel officers feel that "He is on our side and trying to help the pupils concerned." Therefore, while court cases dropped from a yearly average of 55 before 1946, to eight after, the last two years they increased to a yearly average of 25. See Table XXIII.

**Table XXIII**

<table>
<thead>
<tr>
<th></th>
<th>1940-46</th>
<th>1946-48</th>
<th>1948-50</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total number of cases for each period</td>
<td>331</td>
<td>16</td>
<td>51</td>
</tr>
<tr>
<td>Average number of cases each year</td>
<td>55.2</td>
<td>8</td>
<td>25.5</td>
</tr>
<tr>
<td>No reasons for court referrals given</td>
<td>268</td>
<td>31.0</td>
<td>5</td>
</tr>
<tr>
<td>Reasons for court referrals given</td>
<td>63</td>
<td>19.0</td>
<td>11</td>
</tr>
<tr>
<td>Court action mentioned:</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>&quot;Fined&quot;</td>
<td>104</td>
<td>31.4</td>
<td>11</td>
</tr>
<tr>
<td>&quot;Reprimanded&quot;</td>
<td>12</td>
<td>3.6</td>
<td>1</td>
</tr>
<tr>
<td>&quot;Some provision made&quot;</td>
<td>9</td>
<td>2.7</td>
<td>1</td>
</tr>
<tr>
<td>Other description of court procedure</td>
<td>100</td>
<td>30.2</td>
<td>7</td>
</tr>
<tr>
<td>Court procedure not further described</td>
<td>210</td>
<td>63.4</td>
<td>6</td>
</tr>
<tr>
<td>Explanation of case</td>
<td>55</td>
<td>16.9</td>
<td>4</td>
</tr>
</tbody>
</table>

The really significant change in cases brought to court is revealed by the records kept on them, before 1945 by the attendance officer and after the mentioned date by the office of pupil personnel. The table shows that, in the first case, the attendance officer gave no reason for court

---

60 Interview with the supervisor of pupil personnel, February 27, 1951.
The standard type of report is illustrated by the following:

<table>
<thead>
<tr>
<th>Date</th>
<th>Father</th>
<th>Daughter</th>
<th>Amount</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>April 6, 1919</td>
<td>Annapolis Grammar School</td>
<td></td>
<td>$2.50</td>
<td>Penalty imposed as per court order</td>
</tr>
</tbody>
</table>

In justification of the attendance officer, it must be said that not only did he do this work alone, but he also held other positions simultaneously. When the attendance officer took over the duties of the attendance officer and kept the record of the cases which were brought to juvenile court, a record which was not to be used against the child later, it was considered important to state the reason for court referral and to describe the case to some extent. This is illustrated by the following report:

**February 23, 1919**

**Judge F., Juvenile Court, Annapolis**

**Parents**

L. and F. had neglected poverty. L. did not send child to school until January 9, although he was 9 years old, and F., aged 7, had not entered. L. was reprimanded and told that punishment would be severe if he were brought back into court.

As is shown by the table, the number of cases which started reasons for court referral increased from an average of 19 per cent of all cases before 1916 to 63.8 per cent between 1916-17, and was as high as 90.2 per cent the following year.

Also, the court action increased. The magistrate's court until 1916-17 included but in 1916-18 only one fine was imposed.

In fact, the percentage was three times as high in 1918-20 as from 1916-17.
The change in reporting is also apparent from the fact that while only 16.9 per cent of the cases were explained in 1940-46, 31.4 per cent were explained in 1948-50. By "explained" is meant that the case is further described in order to give a clearer picture of the situation. The following case is illustrative:

March 20, 1942

Judge D

Name:__________________________

__________________________, father

__________________________, daughter

A school. X's wife, by whom he had six children is living with her married daughter somewhere on the road between A and B. Mr. X is living in A with a girl friend by whom he has had three children. T (daughter), who is 11 years of age, was brought up from C to be a nurse for the girl friend while the last baby was being born. Mr. X was fined $5.00 plus costs of $2.50 for failure to send T to school. Said,

Other description of the court procedure, that is, an account of what went on in the courtroom, also increased tremendously during the ten-year period. It was mentioned in 36 per cent of the cases in 1940-46, 43.8 per cent of the cases in 1946-48, and 92.2 per cent in the following two years. This change is most apparent from the figures on "court procedure not further described", which covered as much as 63.1 per cent of all cases in 1940-46, while there is not a single case in this category in the last period.

All these changes have been in terms of the recording of the court procedure. However, also the court action changed. The magistrate's court until 1946 fined about one-third of all cases. During the following two years the juvenile court continued the practice, but in 1948-50 only one case was fined. However, there was an increase in cases which were reprimanded. In fact, the percentage was three times as high in 1948-50 as in 1940-46.
The most encouraging change from the point of view of the pupil himself is that increasingly some constructive arrangements have been made through the court. While this was the case in only 2.7 per cent of the total cases up to 1946, it more than doubled during the following two years, and reached the height of 17.6 per cent in the period of 1948-50. The main reason for this is probably the different purpose of the juvenile court from that of the magistrate's court. Some of the provisions made are referral to the Welfare Board, to foster homes, or to a training school.

Few pupils have been committed to institutions like training schools during the last twelve years. In most years it has been between one and ten. However, after the establishment of the juvenile court, the number has increased yearly, and was for the last two years 22 and 35 respectively. The reason is that both the judge and the Department of Pupil Personnel feel that the training schools concerned have been able to help the pupils instead of punishing them.

The following letter to the Maryland Training School for Boys may be taken as an evaluation of the school on the part of the department of pupil personnel.

Mr. 

Maryland Training School for Boys

Look Haven, Maryland

April 5, 19___

Dear Mr. _____:

In response to your letter of April 2 referring to WIL's return to his county, may I inform you that plans have been made for his entry at X Junior High School, grade 9. We are grateful to you for the data furnished for planning for him.

You might be interested to know that L.B. and T.B., who were at the Maryland Training School, are both at this same Junior High School and are delighted with it and the school.
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with them. Of course, you know their limitations academically, but socially their adjustment seems excellent. We feel that you all did a wonderful job with those boys.

Very sincerely,

Supervisor of Pupil Personnel

Another testimony to the reputation of this school is that recently a boy who refused to attend the regular junior high school asked to be transferred to the training school.

This, then, explains the increased willingness to transfer pupils with adjustment problems to this institution. From the point of view of the pupil personnel workers, both the juvenile court and the training school are regarded as being of service to children.

Guidance. A final phase of the service to individual children is the guidance program. In the elementary schools the guidance program depends upon the teacher and the principal. However, every high school staff includes a trained, full-time person in guidance and counseling. This person is, in one sense, the coordinator of the personal work done for and with the individual child. He works with the teachers, the principal, the parents, and the child himself, to solve his developmental problems. In the junior high school the main emphasis is on personality problems, adjustment problems. In the senior high school, vocational guidance is the focal point, because that seems to be a particular need at that level.61 The supervisor of junior high schools considers it an advantage that all counselors have been teachers. They are able to under-

stand the teachers' point of view better, and to gain the confidence of the teachers. So far, the guidance service has been valued by the teachers as well as the pupils. Since the guidance people do the testing, more data can be gathered on each child and the teachers have more time to work with children. In some cases of indicated low mentality, the counselors have been able to place pupils in part-time jobs in addition to half a day school attendance. For example, girls learn to be hairdressers or clerks in a dime store.

62 Interview, February 12, 1951.
DISCIPLINE

Discipline in General

A look at the vitality of school pupils makes it easy to realize that human beings are energy systems. In this regard pupils are the same at all times and in all cultures. Unfortunately, the school—and the older generation—has too frequently regarded an abundant vitality as a problem. Too many teachers have intentionally tried to curb and suppress the free flow of energy output. Only recently psychiatrists announced that too many children who were "quiet and nice" at school had been damaged through authoritarian restriction, and that the children who rebelled were the healthier ones.

In Anne Arundel County the restriction has apparently diminished during the last ten to twelve years. The pupils seem to be freer and less inhibited than formerly. When the present superintendent became a supervisor for colored schools 25 years back, he used to see children hide behind the school building afraid to come forth and play happily in his presence. To him it is remarkable to see how differently the present-day children from the same areas play in the consolidated elementary schools or in the new and fine high school. They are more happy and at ease.63

This natural release of energy and uncurbed manifestation of life quite naturally carry over to the classroom situation. It takes much wisdom and thorough-going patience from the teachers to be able to

63 Interview, January 15, 1951.
allow a wholesome outlet for the young vivacity and vitality. It takes a good teacher to be able to plan with the youngsters for a productive release of energy.

It is willingly admitted that there always have been "born teachers" who have been able to understand and assist boys and girls in this developmental process. However, there has been a general change in the disciplinary policy in the schools in Anne Arundel County in recent years.

The elementary supervisors agree that the problem of discipline is much less than it was even five or six years back. 64 There is more of a permissive atmosphere based on the understanding that youngsters cannot be expected to sit quietly at their desks hour after hour in the most activity-needed years of their life. The children are permitted to walk around in the classroom and the teacher may take recess periods when the children become restless. The teachers were highly embarrassed when it became known that one of the supervisors had entered the room of a substitute teacher while several of the pupils were thumb-nailed to their seats. That teacher was unable to understand and accept the restlessness and energy of her pupils and was, therefore, asked to resign immediately.

Discipline is closely tied up with other factors, such as achievement, curricula, teacher personality, and general tenseness of the students. It is a function of the human relations atmosphere in the classroom and the nature of experiences provided. It is, therefore, difficult to consider disciplinary problems alone. The junior high school supervisor feels that

64 Interview, January 25, 1951.
the pupils are a highly stimulated group, and that the tension sometimes
is expressed in ways dangerous to the well-being of the class and threat-
ening to the teacher.65 The supervisor believes that this unnatural
tension is acquired from the culture. Parents and even the school are
pushing the children too far and too fast.

Additional discipline problems were to be expected from the heavy
migration of people, especially in the rapidly growing areas in the nor-
thern parts of the county. The unstable and changing conditions naturally
result in tension and misconduct. The pupil personnel workers admit
that few cases are referred to them from the more stable rural areas in
the southern part of the county, while the multitude of the cases come
from the new suburban areas near Baltimore.

It would be foolish to pretend that no disciplinary problems exist
any longer. After all, the children bring their past with them to school,
and their problems. The many existing problem homes will easily result in
maladjustment in the children. However, when a problem arises, many teach-
ers endeavor to find the underlying causes of which the overt behavior is
a symptom. Therefore, when a question comes up, many more teachers try to
gain the cooperation of the parents than formerly was the case, says a
supervisor.66

Also, supervisors are frequently asked to sit in during a class per-
iod to suggest what the teacher may do differently in order to avoid a
certain problem. "Will you come in and observe the child?" is a question

65 Interview, January 25, 1951.
66 Interview, February 12, 1951.
familiar to the supervisors. Frequently they will suggest some possible changes. The time is over when the teacher did not want the supervisor in her classroom because the supervisor too frequently pointed out what was wrong. Now she is helping and understanding and is never able to meet all requests for class visitation.

One testimony to the permissive atmosphere in the school, if not a testimony to improved discipline, is the tremendously decreased number of children sent to the principal's office. The supervisors agree that the majority of cases in which this occurs are cases involving new teachers who are just coming in from other counties. The supervisors even believe that the principal is more lenient than many teachers in similar cases. From the child's point of view, it is seldom punishment to be sent to the office. The strict relationship which formerly existed between principal and pupil is replaced by a friendly, permissive atmosphere.

One principal recalls the time when an earlier principal ruled through fear and left her position when the pupils were not afraid of her any longer. She mentions that typical punishments for minor offences used to be to write one hundred times. "I must be a good boy", or "I must not talk", or the child was kept after school. This is not done any more. The principal admits that she doesn't know of any sovereign remedy for disciplinary problems in her school. To help children is a long-term proposition. However, she believes that the principals in the schools around are increasingly aware of the importance of seeing the child's side of a problem. Two things, therefore are necessary for the principal:

68 Interview, January 26, 1951.
69 Interview, April 20, 1951.
(1) to listen to the child’s story, and (2) to consider the teacher. Conferences with parents in such cases are immensely valuable, and, in case of a clash between teacher and child, it has frequently paid to move the child to another room with the consent of the teachers.

Another principal states that there is little trouble with discipline compared to earlier days. She finds the pupils most cooperative and responsive. She attributes this mainly to the fact that they are given much responsibility. These elementary school children run the lunchroom. Each table has its own usher who has the responsibility. When the lunch is over the tables are cleared and put in order. The patrol group in the school acts as a student council in which every class is represented, even the first grades. The rules of the school are made by the children themselves, compiled by the patrol group, discussed in all classes and finally edited. The principal said that the only thing she had one was to ask the editors to give the rules a positive form. The first draft was an enumeration of “Do not’s”. The editors reworked the rules which again were voted on in the various classrooms. These rules are quoted below, even though they reflect adult standards:

January 15, 1951

Good Citizens of our School Will Cooperate

1. In the Lockers
   Close locker doors quietly
   Use your own locker
   Remember your locker number
   Keep your lockers clean

70 Interview, April 23, 1951.
2. In the Cafeteria
   clean up after yourself, table, chair, and trash
   move all the way down the table
   eat all you can to clean your plate
   keep your stool still
   walk looking ahead
   lay bottles down on tray both ways

3. In the Lavatories
   use soap and paper towels sparingly
   flush your toilet
   put trash in cans
   be quiet
   behave in an orderly manner

4. In the Halls
   keep hands away from walls, flag, lights, glass on windows,
   doors, fire extinguishers, and fire alarms
   walk quietly in halls

5. On the Stairs
   walk
   walk one step at a time
   use the banister
   keep to the right

6. On the Play Ground
   walk quietly in passing by the building to avoid disturbing
   classes
   play with proper things
   report trouble to teacher on duty first, or your teacher
   second, or Mrs. Hopkins third
   play real games, and have fun
   avoid quarrels, danger, and rough play

7. On the Outside
   walk on the side walk
   use marked crossings
   obey school rules and patrol
   remember that you are a citizen
   act so that your school can be proud of you as a citizen

This is only one illustration of the general trend in the majority of the schools in the county, namely that emphasis is placed on developmental self-discipline. The schools operate on the principle that in providing children with opportunities for cooperation, responsibility, and happiness, they will internalize more valuable standards for conduct than those imposed upon them through authority.
There is general agreement that the high school counselor and the pupil personnel officers deserve credit for their assistance in cases which might have developed into serious problems for the pupil and the school. They talk a problem over with the child and his teacher, and they do not approve of a teacher action done in a state of emotion. No suspension of a child is valid without the consent of the department of pupil personnel. This is one of the reasons for the decrease in number of pupils expelled.

Suspension

A few pupils were customarily suspended every year. Until the end of the war the yearly number varied between seven and sixteen. After the war, however, it dropped suddenly, and last year not a single pupil was expelled. See Table XXV. Pupils were expelled only after several warnings or because of a relatively severe misdemeanor. However, the table shows that a change in teachers' attitudes has occurred especially in the elementary schools where only two children were expelled during the last five-year period, compared with seventeen during the preceding five-year period. The decrease in the high schools started two years later.

The supervisor of pupil personnel believes that many attempts to suspend a child reveal a lack of understanding of children rather than severe misconduct on their part. The following letter to the parents of an eight-year-old boy is illustrative of such cases:

Dear Mr. _____:

I regret to inform you that we find it necessary to suspend your son, P, from school. The suspension is effective this date and shall continue until you are otherwise notified.

Attached is a list of offenses which have been committed by P. His conduct yesterday and today has been unbearable; and Mr. _____, I find I am forced to take this action.
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The list of offenses include: "Frequent temper tantrums", "assaulting other children without just cause", "kicking and hitting at teachers", "belligerent attitude toward school work", and "acts as disturbing factor in the room". The supervisor comments that if all this is true, P undoubtedly needs help, but suspension of this eight-year-old is not the answer.

The pupil personnel workers do not consider suspension as any solution of a problem. They endeavor to work it out in some other way, and it is true that some of the cases that formerly would result in suspension partly account for the increase in number of pupils sent to training school. This action is justified by the rather favorable impression which the department of pupil personnel has of that school. However, it is always preferred to try a different solution. In the following case, the principal recommended permanent expulsion of the thirteen-year-old boy who struck his teacher with a book. Three teachers in the same school expressed their willingness to try the boy in their classes rather than see him expelled. "This could not have happened even five years back", said the superintendent.

Board of Education
Annapolis, Maryland

Dear _______

N.N., a pupil in seventh grade, struck his teacher, X, with a textbook today. The attack was so violent and vicious that it caused a nasal hemorrhage and a cut over the left eye. Miss X chose to remain in school for morale purposes despite being urged to go home.


72 Interview, November 12, 1950.
Miss X did not in any way strike or molest this boy. Immediately following this act, N.N. ran from the building pursued by several of his outraged classmates.

I immediately drove to his home and finding no one there, talked with his grandmother, Mrs.___, who lives in an adjoining house. I described the situation and she was quite distressed. On my return trip I found N.N. walking on C Street and took him to his grandmother. His only comment was, "She started it."

We are enclosing a letter sent to Mr. ___, the father, and are turning the case over to you for solution. We recommend permanent expulsion.

Very truly yours,

Principal

School Record

N.N. will be 15 years old in December. He is of average size and has the appearance of any other child his age. He keeps his mouth open a great deal and said he does not always hear well. This had been picked up by the school and referred to the hard of hearing clinic but the only report was a verbal one saying that he was not deaf but that he had bad tonsils and adenoids and that they should be taken out right away. I have called Miss ___ for a complete report.

In talking to N.N. he spoke of "spells" which he spoke of as "blacking out". When I questioned his mother about this she confirmed his statement and said the doctor had thought they might be indigestion. She said that at the time of the "spells" he gets a pain in his chest, his lips become purple, and his color peculiar, and he trembles all over. Then he loses consciousness for a short time. This will have to be checked further at the clinic.

N.N.'s parents both work and the children are at home a great deal alone. At one time the parents had separated and the grandparents had the children. The economic level is low but it appears that the mother is anxious to have her family together.

N.N.'s I.Q. on Iowa test showed 94. This is not in conformity with his achievement.

Case heard at Juvenile Court, Saturday, January 19, 19__, by Judge ___ in presence of his mother. Mrs. X testified.

N.N. was put on probation for one year. He is to show progress in his school work as well as cooperate in his conduct.
Report from the Department of Pupil Personnel:

January 17

The N. home was visited with reference to the referral of November 11 by __________, principal of __________ High School, to the striking of Miss I by H.N. Both parents and the child were at home.

Mr. and Mrs. N. both expressed regret over the act and said that N.N. had been punished. At the time of my visit, Mrs. N. was planning to come to the Board of Education and to take N.N. to the school for apologies to __________(principal) and to Miss I with the request that he be re-enrolled.

N.N.'s story was as follows: He sat in front of his cousin (Jack) who was always annoying him by throwing things down his back, destroying his notebooks, etc. He had complained to Miss I but she never did anything about it. Finally he (N.N.) took a piece of erayon and wrote all over Jack's desk. Jack immediately told Miss I. She then punished N.N. by having him sit by her desk.

Recess time came and N.N., along with the other children, stood up to go to the bathroom. Miss I told him to sit down and he explained to her that it was necessary to go and continued to go on. Miss I grabbed him by the shirt and again told him to sit down. Then he picked up the book and threw it at her and then ran. His father is __________ and he ran to him. When questioned he told what had happened and his father told him he had to go back (this part of the story was later told by the father also), and to tell __________(principal) he would like to see him. At that time some of the boys of his class who were chasing him caught up to N.N. and told the father they were to take N.N. back. Mr. N. told them that N.N. was going and that they did not need to take him. N.N. started back and on the way met __________(principal) who took him in his machine. N.N. gives him his father's message but __________(the principal) went on to his home and finding no one there went on to talk to Mrs. __________ the grandmother of the child.

Later __________(principal) wrote the family and as stating that N.N. was to remain at home until some decision could be reached.

Miss I's Story

N.N. has been a very disturbing factor in her room. He is impudent, walks around the room at will, and does not do his work. She has spoken to him on several occasions but things did not improve. On the day of the book-throwing he had scribbled all over the desk of Jack and consequently was asked to sit near her desk. When he later got up to go she told him to sit
down and he refused. She then took him by the arm after which he picked up a book and struck her in the face causing a nose bleed and much concern on the part of the class. She then asked a boy to go for H.N., who by this time had run out of the room. Then she went to (principal) to report the affair and to get help.

(Later date)

H.N. was not to return to Miss X's room. A teacher in the building, Mrs. Z., knowing this, asked _____ if she might work with H.N. in her room. She wanted this done, of course, without having the other teacher feel that whereas she had failed with H.N., she, Mrs. Z., could do a good job. (principal) handled this as though he placed the child there through his own idea. Throughout the rest of the year, H.N. was not heard of in any manner which indicated that he was severe disciplinary problem. In fact, the teacher commented that he was an enjoyable child with whom to work and that she had been benefitted through the experience of working with him.
TEACHER ATTITUDE

It has been indicated that a change in teacher attitude has caused a decrease in disciplinary problems. The children now are much more accepted for what they are and not as much for what contribution they can make as used to be the case, according to the observation of supervisors. Of course, there have always been teachers who have had a similar attitude toward children and did not base their attitude on the performance of the pupils. However, many types of testimonies bring out the fact that there has been an immense growth of teacher acceptance of children in Anne Arundel County since 1947. It is not only the opinion of the superintendent, the supervisors, and the teachers themselves, but it is revealed through letters, reports, the actual way pupils are handled, parents' comments, etc.

While earlier teachers in general expected every child to live up to the same norms in performance and achievement as well as in behavior and discipline, many present teachers realize that it is unjust to the children to use the same standards for everybody. There is an underlying belief in the uniqueness of the individual, and, therefore, an acceptance of various levels of expectancy. This is also an outgrowth of the recognition of the extremely different background of experience of the pupils. When a child fails to reach expected standards of performance, or misbehaves, it is a hint to the teacher to look for the reasons. Too frequently teachers have forgotten to look for underlying causes or have neglected to consider them. This kind of thing is indicated in the following letter written to the office of pupil personnel in 1947:

73Interview, February 2, 1951.
I have taken the L, children off the roll. They have failed to come to school at all in February so I have investigated the case thoroughly and I have found that they have no shoes, no clothes, very little food, the mother is pregnant, and the father is a boozehound.

As the supervisor of pupil personnel observes, there is no evidence of any understanding of the real problem of these children in relation to the problem for which the investigation was made. "Actually, there is in this letter a sense of an obligation having been fulfilled which relieves the teacher of any further responsibility", says the supervisor of pupil personnel.

This type of report is infrequent now. Instead, the teachers attempt to analyze a problem case, discover why, and make individual provisions to suit the individual's need. This is confirmed in interviews with several principals and is illustrated in the case of the eleven-year-old C, who, when reported to the teacher as a troublemaker on the bus, was appointed the leader for his bus in order that he be responsible for the younger children. When he later reported to the mental health clinic, the teacher worded her report in the following way:

I feel that he is not accepted by his peer group and this makes him very rebellious and unhappy. He is so confident of his ability yet he is not as popular as the slowest child in the room.

I feel that he is improving or perhaps I should say we are learning to understand him now, and I am hoping for improvement each day. At present, I am working on Physical Education. If he can learn to play one game so well that he will be chosen first, or among the first, I feel that will mean a great deal to C.

This teacher has gone a long way in learning to see what meaning a situation has for a child and in realizing the importance of it. In a radio speech the supervisor of pupil personnel gave a true description of the best teachers in the county as they have grown in understanding
the basic dynamics involved in the process of growing up. She said:

No longer does a good teacher punish because of some behavior once spoken of as bad. That would be as ridiculous as would a doctor's prescription for punishing a child for getting the measles. Instead, she studies the behavior with questions such as these in mind: what are the causes of this child's behavior? Knowing the causes, what are my best procedures in helping the child? 74

The following letter is a good illustration of the teacher understanding of their pupils and their desire to help:

January 23, 19

Board of Education
Annapolis, Md.

Dear ________:

Mrs. O and her son H visited this office, by appointment, on Monday, January 22, 19_________. We talked at length about H's difficulties in school and reassigned H to section B.

The attitude and manner of speaking employed by Mrs. O gives one the feeling that she believes we are persecuting her. We are devising new forms of punishment to be applied solely to H and to torture the mother.

They blamed the school for H's loss of employment at the theater. At this point I sent for Miss F who informed Mrs. O that H lost his job because he got into a fight with another boy employed at the theater.

Although Mrs. O seemed to be in pain from a back injury, at one point she became so incensed at H's interruptions that she struck him repeatedly about the face until his nose bled. This action was so sudden and so vicious that I was completely taken aback.

At the close of the interview Mrs. O said that if he caused any more trouble that she would kill him, she would personally chop off his head with an ax.

I cannot help but feel that we have been derelict in our obligations to this boy. We should have protected him for at least six hours daily, five times a week from such an unhealthy home situation as is illustrated by this mother's action and attitude.

Sincerely,
Principal

74 Radio speech, December 13, 1948.
"Helping the child" seems to be the key-word or over-all purpose for an increasing number of teachers in the county. In order to do so, they realize that they have to accept the child and help establish a climate conducive to the healthy growth of the individual child. "Teachers are more tolerant of children than they used to be", a principal said. A supervisor believed that teachers do not tolerate questionable behavior more than before, but they handle it differently. This attitude causes the teachers to work with and for children in a different way than before. There is less blame placed on the child, less pressure, and less expectancy. This is revealed in the decreased emphasis on marks and examinations. In some schools, teachers are working with the parents on the same problem. "We haven't always taken the parents with us", said one of the supervisors; "we want to explain to them that we are working on the development of the whole child and need the cooperation of the parents." This was also the basic purpose for starting mothers' clubs in every color-ed school. The supervisor felt that the punishment used in most of the homes was contradictory to the accepting attitude which the schools consider to be of basic importance for the integration of the child.

Summary

The present chapter, which is an attempt to identify and describe educational changes in Anne Arundel County during the last twelve years, started with a discussion of the importance of change and of criteria for preferred change.

75 Interview with supervisor, April 20, 1951.
76 Interview with supervisor, February 7, 1951.
77 Interview with supervisor, February 12, 1951.
It was recognized that significant changes had taken place in the twelve-year period, specifically during the five years following World War II. While the school system in the period between the two wars grew tremendously in terms of organization and supervision, the main emphasis in the last twelve years has been on curriculum, on recognizing the child, and on social relationships. Increased social interaction involved the Board of Education and the community, the relationships within the administration and the teaching staff, and the home-school relationships. Home visits by elementary white teachers doubled from the prewar period and multiplied three to four times since the war years. Also an increasing number of the parents visited the school, and mothers' clubs were initiated in every colored school.

The writer identified growing consideration of pupils' needs and interests in an enriched and revised curriculum, in change in promotion policy, and in a variety of new services rendered children. Some of these services are: pupil personnel service, the guidance program in high schools, various types of remedial treatment, frequently in cooperation with the Health Department, the Welfare Board, and the Juvenile Court.

Discipline has changed. The pupils are in general more responsive than they used to be and the teachers have changed their ways of dealing with disciplinary problems. Whereas from ten to sixteen pupils were expelled annually a few years back, expulsion is a rare occasion now. This is believed to be related partly to the increased responsibility the pupils are given and partly to a change in teacher attitudes toward children. The teachers emphasize the dynamics of human relationships in the classroom and they are alert to factors which may explain pupil behavior. Out of
the desire to understand the pupils has grown the desire to help them.

The next chapter will endeavor to analyze some factors which might have been causal or instrumental in these changes.
CHAPTER V

POSSIBLE FACTORS BEHIND THE CHANGES

Introduction

The changing nature of American society is evident to everybody. Change is expected because it has been the tradition. Whether change is always equal to progress may be disputed, but the existence of a constantly modifying social order is beyond all doubt. In spite of this, some people seek security in adjustments they believe they have already made and they exert their influence not only to maintain the basic institutions but also to retain the same operational patterns within those institutions. There is a nostalgic desire to have schools operate as they did in the "good old days". Even some educators seem to foster a dream of a perfect educational system which does not have to concern itself with the changing social order of which it is a part.

However, being a social institution, the school cannot be separated from its cultural setting. There has to be constant interaction between school and society if the school is to preserve its function as a living organism and not become instead a museum which exhibits the tokens of the past. A social interaction of this nature will repudiate a static education and will favor "invention" followed by adaptations of new practices. In this respect educational change is a continuing process. Education may change in an indefensible direction occasionally, but if it is free to develop according to its immanent laws it will reestablish its balance without necessarily being reactionary.
In this respect positive change may be thought of as adjustment or as growth and creative progress. Unfortunately, throughout the history of education, progress too frequently appears to be adjustment to social changes. Too seldom has the school been abreast of the needs of society and pointed out the direction for the social development. Kant has pointed out, "Children should be educated not with reference to their present condition, but rather with regard to a possibly improved future state of the human race—that is according to the idea of humanity and its entire destiny." The difficulty with this is that "the idea of humanity and its entire destiny" is not self-evident to the extent that everybody can agree on it.

However, granting that light on the final objectives is at a minimum, it would seem possible and important to have education change its position in the march toward the future from being the follower of society to taking a position in the vanguard. So far, this position has been taken by only a few educational prophets, who were usually too far ahead of their time to be heard. A practical level of operation inheres in the community which the school serves and with the children and youth which the community sends to school. It is in this context that the schools of Anne Arundel County should be viewed as the schools deal day by day with boys and girls and as the schools participate in building better communities.

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Generally it may be said that educational change and invention are due to social change, to increased knowledge, and to new educational thinking. In a school system these causes may be represented by specific agencies and factors. This is the case in respect to the changes which have occurred in the Anne Arundel school system during the period under consideration. The possible factors behind the changes naturally fall under the headings (1) General Factors, and (2) Specific Factors in Anne Arundel County. These can be factors outside or within the school system.
GENERAL FACTORS

Changing Educational Philosophy

The general nature of the educational thinking in the United States during the first half of the twentieth century has been preponderantly pragmatic. John Dewey lighted the candle at the dawn of the century, and it has been burning ever since in spite of several attempts to extinguish it. For this discussion it may be said that the predominant characteristic of the new educational thinking is the consideration of the child. The idea of "child-centered schools" grew out of this philosophy. Education should not be considered as preparation for life, but life itself. With prophetic outlook, Ellen Key in 1902 named the twentieth century "The Child's Century". The first two decades of the century brought about a complete change in child rearing in American society.

This seemed to be caused partly by an integrated net of socio-economic forces, migration, industrialisation, and a growing democracy.2 This idea, which is rooted in the belief of the supreme worth of human personality, is expressed in what has been called the Magna Charta of childhood, "Claiming for children recognition of their right to grow and develop physically, intellectually, and morally into full and normal adulthood".3

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2Norton Edwards and Horace G. Richay, The School in the American Social Order

3John S. Brubacher, op. cit., p. 680.
At mid-century we willingly admit that we have a long way to go before the fulfillment of the obligations which are imbedded in the name, but we also must acknowledge that significant changes in the right direction have been made during the past fifty years. A tremendous amount of documented information about child development has been gained. Several schools of psychology have made valuable contributions to the understanding of the child, and new educational schools have been experimenting with improved ways of teaching. In addition, two devastating wars have caused educators to do some re-thinking about the purpose of education with a new emphasis on the importance of better human relationships. The same may be said about the economic depression of the 1930's which shook the base under capitalism and extreme individualism. At the same time the danger of rising authoritarian states has intensified the effort to make democracy all-important as a way of life. This idea has increasingly permeated the schools. Even though pragmatic thinking has been opposed by several other schools of thought, such as "new realism", "essentialism", and "traditionalism", on one thing they all agree: the defense of the democratic philosophy of education.¹

The general trend of present-day education can be summarized as follows:

1. Learning through living is the desired process.

2. Child growth and development suggest what the child should learn and how to learn it.

¹Ibid., pp. 129-30.
3. Since learning is an individual process the content of education as well as the process itself has to be different for each individual.

4. The social process or human relationship process is all-important in the education of the generation of tomorrow.

5. If democracy is our "way of life" it has to become our "way of education".

Numerous curriculum revisions show that the schools are moving in this direction. Teachers are taught to provide for their pupils meaningful child experiences rather than adult experiences, because the child is not ready to start with the completed experience of the adult. "Consequently, the teacher must organise the curriculum, not in logical order to suit adult purposes, but in a psychological order to capitalise on the child's present experience and capacity". 5

The attempt to reorganise secondary education in this county in terms of meaningful experiences dates back to the seven "Cardinal Principles of Secondary Education" in 1913. The areas of development which at that time were given consideration in order to make the high school meaningful were: (1) health, (2) command of fundamental processes, (3) worthy home membership, (4) vocation, (5) citizenship, (6) worthy use of leisure, and (7) ethical character.

In recent years the National Commission on Life Adjustment Education has restated these "principles" and reemphasised the importance of curriculum which will meet realistically the needs of the children. Throughout the country this has created a spirit of curriculum revision.

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5Ibid., p. 304.
It may perhaps be said that curriculum reorganization has been a single-sided attack to a multi-sided problem, as Hornbake observes:

The major problem has been, and is, to place curriculum in a proper perspective, to locate it within an educational planetary system where curriculum development is not the shining light. . . . The principle is simply that multiple approaches are necessary if educational improvement is to be effected.

In Anne Arundel County principles such as consideration of the learner and his needs, acceptance of him by the teachers, democratic operation of the school, and emphasis on human relationships are generally accepted and well known to the teachers. These principles have gradually taken root in the minds of the teachers through reading of professional literature, especially educational journals, and through professional meetings and educational courses. Also, the younger teachers have become familiar with the recent educational thinking through the colleges from which they have been graduated. It is to be expected that teacher education will play an important role in familiarizing the students with recent educational practices and principles. However, too frequently the teachers colleges have been somewhat remiss about "living what they preach". Practice teaching has been more formal and structured than that advocated in the courses in educational psychology and in courses in human growth and development. The teachers of Anne Arundel County frequently operate more in accord with present-day educational thinking than many college graduates who start teaching in the county.  

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7Interview, February 2, 1951.
No doubt, however, modern educational thinking is one of the most influential factors in encouraging revision of classroom procedure and curriculum as well as in improving inter-personal relationships. Professional journals and pamphlets and teacher education are instruments which convey these ideas. It is impossible to measure the extent of the influence since other factors have been operating simultaneously along the same lines.

In order to substantiate the finding in the present study the writer selected fifteen of the most tangible changes which seemed to have occurred and presented them in a questionnaire to twenty-five of the educational authorities in the county. The "authorities" consisted of the school superintendent, the six school supervisors, the four supervisors of pupil personnel, the supervisor of planning and purchasing, and the supervisor of buildings, in addition to twelve of the school principals in the county. The questionnaire (Appendix A) listed the thirteen factors discussed in this chapter, and the educational authorities were asked to check off the fifteen identified changes with one or more of the factors believed to have been most responsible in each case. The changes and the responses will be presented in toto in Chapter VI. In the present chapter the responses of the educational authorities will be referred to as the respective factors are discussed.

There was high agreement among the local educational authorities that "general educational trends" was an important factor in the selected changes. Of the fifteen selected changes presented to the authorities only three were believed to have little to do with educational trends. At least forty to fifty per cent of the educational authorities recognized the importance of this factor in the majority of the selected changes. The
agreement was highest in the items dealing with improved social interaction between the Board of Education and the public as well as within the staff itself and in the classrooms. Also in the identified curriculum changes it was believed that general educational trends had played an important role.

State Department of Education

The Maryland State Department of Education was established in 1916. As mentioned earlier, the function of the State Department is not central, but unification of education throughout the state and the attainment of the minimum educational requirements. However, as an advisory agency its influence can be quite extensive. It is natural that it not only makes its influence felt in the various counties but also in the State Legislature.

Speaking generally, an idea does not originate in a state department of education. It is frequently picked up from local school units where it has been tried with success. It is first supported by the State Department of Education and later made mandatory. He recognizes easily the three steps through which any educational practices have to pass: the permitted stage, the supported stage, and the mandatory stage. However, students of educational adaptability believe that the State Department is too restricted to certain businesslike service functions and neglects more educational matters. Where this is the case, it takes

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several decades for an accepted adaptation to spread to all communities. In the Pennsylvania study it was reported that "the state has exerted but moderate influence in the diffusion of the nine adaptations which we have studied". 10 This, of course, would not be true to the same extent in a more centralized school system as that of Maryland. It is obvious that the Maryland State Department of Education has been especially influential during the last ten to twelve-year period. Its own report shows clearly what are considered the most important milestones in the educational progress; 11

Curriculum 1939 - 1949
Throughout the decade emphasis has been placed upon developing a superior program of general education supplemented by vocational preparation and other specialized learnings.

Adult education 1939
The Maryland General Assembly in 1939 made its first appropriation for adult education.

Single salary scale 1939
Elementary and secondary teachers were placed on the same salary schedule with all salaries based on preparation and experience.

Increased salaries 1939, 1945, 1947
Teachers' salaries were increased substantially, especially in 1947.

Equalization of salaries in 1941
All teachers—regardless of color—were placed on the same salary schedule.

Expansion of vocational rehabilitation 1945
The Division of Vocational Rehabilitation was expanded to improve assistance given disabled citizens in preparing for work.

Twelve-year system 1945 by law; 1950-51 in effect
A twelve-year public school system was made a uniform requirement throughout the state by the General Assembly of 1945; it was put into effect gradually, being completed in 1950-51.

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10 Paul R. Hort and Francis Cornell, American Schools in Transition, op. cit., p. 317.

Child Study Program 1945
A program of child study was instituted in order to emphasize the
dependence of each child and to promote better teacher understanding
through the development of scientific principles in interpreting
needs, behavior, and experiences.

Guidance service 1945
The guidance service in high schools originated in 1938. It grew
slowly until 1945 when the General Assembly made definite provision
for more counselors.

County library service 1945, 1947
Legal provision was made for county-wide library service and state
assistance in its establishment.

Approval of non-public schools 1945, 1947
The General Assembly of 1945 required approval of trade and technical
schools by the State Superintendent of Schools, and the General As-
sembly of 1947 extended the requirement to include all non-public
schools except those operated by bona fide church organizations and
those under state charter.

Higher education 1945, 1947, 1949
State funds were made available to establish public junior colleges
and to expand the program of teacher education at the teachers
colleges.

School lunch program 1946
In 1946 Maryland received its first financial assistance from the
Federal government for the school lunch program.

High school supervision 1947
High school supervisors were required by law in every county, and
state aid provided.

Compulsory school attendance 1947
The law was amended to require regular school attendance of all chil-

ren (with the exception of those having certain physical and men-
tal handicaps) between the ages of 7 and 16 years in the counties and
the City of Baltimore. The law became effective July 1, 1949.

Reduction in size of classes 1947
The law was amended to require that on and after July 1, 1951, the
number of elementary school pupils for whom an additional teacher
shall be appointed will be reduced from 35 average daily attendance
to 30 average class belonging.

Increased state aid to local subdivisions for schools 1947
Provision was made for replacing various general financial aid laws
with a more simplified general basic aid law. This resulted in in-
creased general basic aid to all local subdivisions including
Baltimore City.
Building program 1937, 1940
The state for the first time in its history gave regular financial assistance for the construction of public school buildings in 1937; in 1939 large state loan and grant-in-aid funds were established. Tremendous construction of school buildings has taken place.

Improved teacher retirement 1949
Provision was made for retirement after thirty years of service and for transfer among Maryland retirement systems operated on an actuarial basis under the laws of the state.

A brief glance at these "milestones" will soon reveal that the majority of them are newly established services and few have to do with changing trends in education. Only one of these "milestones" was among the significant changes identified in the preceding chapter, and that was the guidance service rendered children in high school. However, the State Department of Education has obviously been influential in many other educational changes. With a highly capable and integrated staff, a state department in a school system as centralized as that in Maryland will render a maximum of service and initiate new adaptations. As is found to be true in other school systems: "The rate of diffusion of adaptations is increased by the conscious leadership of state departments of education".12

Through its contact with other agencies, as the United States Office of Education as well as through its services directly, its stimulative and advisory effect upon the Anne Arundel school system has made the State Department a factor which must be given considerable credit in this study. Through the establishment of several of the new educational services it has indirectly caused many of the educational changes identified in the preceding chapter. It is sufficient to mention services as high school

supervision, pupil personnel work, and initiation of a child study pro-
gram. Fifty-two per cent of the local educational authorities agree on
the impact of the State Department of Education on the curriculum changes.
Twenty to thirty per cent gave it credit for the improved democratic at-
mosphere in the schools.
SPECIFIC FACTORS IN ANNE ARUNDEL COUNTY

Factors Outside the School System

Besides the general factors mentioned above: a changing educational philosophy and an active State Department of Education, more specific factors in the county have been instrumental in the registered changes during the last twelve years. Significant factors outside the school system include improved economic and social conditions and various agencies which render services to children. These agencies are the various branches of the Health Department, the Juvenile Court, the Welfare Board, and cultural agencies such as libraries, the press, and the radio.

Improved economic and social conditions. As in nearly all American communities the economic conditions in Anne Arundel County have been much better since World War II than during the disastrous depression of the thirties. Unemployment has nearly disappeared. The average income has increased tremendously. While the per capita income in Anne Arundel County was $572 in 1940, it was $1,267 in 1949, an improvement in rank among the Maryland counties from 16 to 8. The rank of effective buying income improved from 8 to 6.13 This resulted in improved social conditions, in better homes and more property. The assessable basis for taxation increased from $88,000,000 in 1930 to $70,000,000 in 1945—an increase of about 30 per cent in a period of fifteen years. However, during the five-year period following World War II the assessable basis of the county reached $123,000,000 in 1950 and $138,600,000 in 1951, an increase of

about one hundred per cent. It is to be expected that this will influence the school budget, especially since the tax rate has increased during the same period.

Improved social and economic conditions which yield greater school expenditures—as evidenced by new buildings, better facilities—tend also to yield improved housing, better physical health and economic security in the home. Cumulatively considered these conditions should result in greater educational potential as evidenced by better school attendance and the completion of more grades of schooling.

The health department. Thirty-two per cent of the local educational authorities attribute to the Health Department the increase of cases referred to the Department of Pupil Personnel because of physical and emotional health. Many authorities in the state consider this Health Department a model one and refer numerous visitors to it to observe and study. In 1949, for example, there were visitors from 21 countries.

The Health Department was built up mainly by a grant from the Rockefeller Foundation which selected Anne Arundel County in 1921 as one of the counties for demonstration and training—center work. Since that time, the Health Department has gradually expanded its services and increased its staff. The 1949 report includes nineteen different services of which the following five are the most directly concerned with children; speech, hearing, school health, mental health, and dental service. These were mentioned in the preceding chapter under the heading "Services Rendered Individual Children."

1Anne Arundel County Health Department, Annual Report, 1949.

2Clara Willman, op. cit., p. 1H.
Many of these services are made possible, in spite of a limited staff of nurses and specialists, because of excellent cooperation with the Lay Health Association, parent-teachers clubs, and the schools. 16 Conferences are held between the teachers and the public health nurses to determine what should be done for individual children whose health or home conditions are unsatisfactory. Through the pupil personnel workers, an increasing number of children with emotional anomalies are referred to the mental hygiene clinic. The most recent example of cooperation is the prevention program in the speech clinic for the benefit of pre-school and first grade stutterers. The speech pathologist works closely with the schools and is considered a pupil personnel worker paid by the Board of Education.

Juvenile Court. The Juvenile Court, which was established in 1945 has been influential in the disciplinary cases brought to court. An average number of 220 cases a year are handled by the Juvenile Court which in the eyes of the public does a remarkable work. Says the Anne Arundel County Commission for Youth: 17

Due to this committee believes, to an unusually sympathetic and understanding Judge and to a very fine probation officer who likes children and understands their problems, only about 5% of the cases brought before the court in this county are repeaters; that is, have been brought before the court previously.

The committee feels that the Juvenile Court in this county as constituted at present is performing a very worth-while public service. It has gained the close cooperation of the schools, the welfare department, the health and police departments as well as certain private agencies, particularly the Salvation Army.

16Anne Arundel County Health Department, Annual Report, 1949. See also Anne Arundel County Commission for Youth, Reports for the White House Conference, op. cit., p. 39 ff.

17Ibid., p. 20.
It was pointed out in the preceding chapter that until the establishment of the Juvenile Court, a child who was brought to the Magistrate's Court was considered a criminal, his case was treated in open court, and a record of the offence was kept. This has changed completely, and the Juvenile Court is trying to make some provision for the child instead of treating him as a criminal and fining the parents for the offense. According to a study from 1947 the court cases have been disposed of as follows:16

<table>
<thead>
<tr>
<th>Type of Disposition</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sent to training school</td>
<td>16%</td>
</tr>
<tr>
<td>Placed on probation</td>
<td>27%</td>
</tr>
<tr>
<td>Dismissed</td>
<td>25%</td>
</tr>
<tr>
<td>Jurisdiction waived</td>
<td>11%</td>
</tr>
<tr>
<td>Custody of Welfare Board</td>
<td>13%</td>
</tr>
<tr>
<td>Transferred to other jurisdictions</td>
<td>5%</td>
</tr>
</tbody>
</table>

Trends have been discussed in Chapter IV, especially the increase of number of training school cases.

The Juvenile Court works in close cooperation with the Board of Education, specifically the Department of Pupil Personnel which feels that the Juvenile Court is of great service to minor offenders.

Welfare Board. This is another agency which is of service to children from deplorable and impoverished home conditions. It was established in the middle thirties as an outgrowth of the Central Relief during the depression.19 The County Welfare Board has many functions, one of them being to help children in the homes receiving assistance and children needing some form of special care.20

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16Ibid., p. 20. The study was made by Charles Whayland and Mrs. Jessie Burke.


20Ibid., p. 33.
the school and the function

the school to the public with the result of improved understanding of
the school and the community. It has been a service of interpreting the
verbal school. Thus the relationship improved the relationship between
educational processes on educational matters and personnel put on the
performance and the staff. The local radio station has cooperated in
- production also. These have been a member of our local station. By the
she have had articles about the school, which is going on where, the culture
the two newspapers in_amount, the graphic and the printed material.

improved home-school relationships. Principally during the last five years

performed the school to the community and are a probable cause of the
- procedure. They have served especially at occasions for

radio in the country have influenced some of the changes decreed in

the press and the radio. In a different way the local press and

subject matter all are met in this way

- juvenile delinquency and drug use problems because the need for the
time that good communication and interaction between school and the
neighborhood schools and thirty-six communities reader considered the

has been for the reasons identified in Chapter II but it is assumed

it is impossible to say how important this factor

interdependence is to assume that the Libraries serve a broad function

is the Library's responsibility even though the expenditures are considered

interpreted a cultural factor beneficial to education of the country

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Factors Inside the School System

The most influential factors in the changes under consideration are not the various extra-school agencies but the more specific school factors. The most important are: change of superintendent, the newly established department of pupil personnel, the personnel and policy of the supervisory staff, the guidance program, the school budget, and the in-service teacher education.

The superintendent. The superintendent who was in office from World War I to 1915 saw the realization of several important educational changes. Through these thirty years the county adopted and enforced compulsory education, the white schools were consolidated, the junior high school program materialized, and a majority of the school buildings were constructed or rebuilt. In addition to this the superintendent was extremely interested in instruction and was a frequent visitor to the schools to see that the instructional standard was high. In fact, so much was accomplished during that time that one would expect less growth in the succeeding years.

However, when the new superintendent came into office in 1916, the very fact that he was a different personality gave rise to a general change in educational policy. While the former superintendent felt that he had the sole responsibility for the school administration, the new one realized that it ought to be a joint responsibility of the entire staff and a matter of great concern for the people in the county. He also recognized the importance of good human relationships in his staff as well as between the public and the administration staff. Two types of his earlier experiences might partly account for this particular characteristic: (1) his twenty years of educational experience in the county, first as an attendance officer and later as an assistant superintendent; and (2) his journalistic
experience on the Gazette, which he owned for some time.

Thus he had acquired extensive knowledge of the county, the people living there, and the conditions in the county. Also, he had developed an appraisal of democratic procedure in all official work. His awareness of the importance of community enterprise and public participation in educational matters might be related to the same background experiences.

Also in another way the two superintendents were different to the extent that the change of superintendent resulted in a general change in policy. The former adhered to the financial policy of "pay-as-you-go". When the new superintendent took over, the needs for new school buildings and expansion were so acute that a change in policy was considered necessary, and a policy of "pay-when-you-can" was adopted.

In short, then, the change of superintendent resulted in a change in educational policy which is reflected in a higher budget and in improved social and democratic interaction. This is illustrated by the practice of holding a public hearing on the budget and of interpreting the school to the community and by improved staff relationships which are evidenced especially in the staff meetings at the Board of Education. Ninety to 100 per cent of the local educational authorities give the superintendent of schools credit for this improved social and democratic procedure, and nearly half of them add the improved cooperation between teachers and supervisors and increased teaching materials.

This important role of the superintendent in educational adaptability is substantiated by a research in Pennsylvania. There the superintendent had taken an active part as leader, supporter, or follower in nearly 90
per cent of the adaptations. In more than half of the cases his position
had been that of leader.  

Supervisory staff. Of course, the changes in Anne Arundel County
would not have been possible to the same extent if the administrative
staff had not developed the same policy as the superintendent. It must
be said that not only does the superintendent have a capable and inter-
ested staff but also a staff who share his educational thinking and with-
out the one-sided type of specialization which is blind to wholesness.
Nothing better can be said about the staff than that it is an integrated
team motivated by a sincere concern for the children. Those of the staff
members who have worked in other communities have not seen anything like
it before.  

If the hypothesis is true, that "supervisory officers with
a traditional mind set or a vested interest in their areas of specializa-
tion frequently impede rather than facilitate progress", then it is
equally true that the supervisory officers of Anne Arundel schools will
promote and facilitate progress because of the absence of the qualities
mentioned above and because everyone of them feels the responsibility for
the interrelated school organization for the team-work. Such an organiza-
tion is, according to Mort and Cornell, the most efficient one:

22 Paul Mort and Francis Cornell, American Schools in Transition, op.
cit., p. 221.

23 Interview with supervisor, February 20, 1951.


25 Paul Mort and Francis Cornell, American Schools in Transition, op.
cit., p. 223-24.
A modern educational program is not to be built upon segmental—financial, supervisory, curricular—but upon the complete complex of plans, procedures, human aspirations, actions, and the like, which make up the school. In the second place, over-centralization in the superintendent's office operates against adaptability because of the evident need for division of labor in accomplishing widespread educational progress within the system. The one-man operated school system will be only as adaptable as the one man and the effectiveness with which, through whatever line or staff organization he sets up, he can reach the many areas of educational service within the system. Adaptability in most schools will be found to suffer not from over-organization but from no organization at all. It appears from our study that the trend toward delegating functional responsibilities and maintaining control not so much through a line of responsibility, but through coordination and leadership, is that form of school organization most conducive to adaptability.

It is this type of organization which has developed in the staff of the Board of Education the last five years. This, therefore, may account for some of the educational changes.

The school supervisors seem to have been particularly influential in the changes which have occurred in the relationships with teachers and in curricular aspects. For example, they are resource people in curriculum, they make suggestions as to new textbooks and teaching materials, and they have been instrumental in the remedial reading program. The supervisory staff has expanded after World War II and added a fourth supervisor of elementary schools, a separate junior high school supervisor and established a full-time senior high school supervisor position instead of the former part-time position. This has caused a change from administrative emphasis to emphasis on consultant service. "Team-work" not only characterizes the relationships between the supervisors in matters of common interest but also the relationships between the individual supervisor and the principals and teachers with whom she works. Nearly all local educational authorities attribute this change to the supervisors.
Almost 70 per cent add improved staff relationships and half of them mention changes in curriculum and increased teaching materials.

Granted that these supervisors have become more congenial to educational change than earlier, the question presents itself, what factors have caused it? As is frequently the case, it is probably caused by the interaction of a variety of factors, and it is difficult to isolate them. A wealth of experience and meaningful education are perhaps the two outstanding causes. Most of them have their advanced degrees from Teachers College, Columbia University. The supervisors themselves do not conceal that the in-service teacher education has had great impact upon them. The junior high school supervisor and all elementary supervisors have participated in the three-year child study program and are at the present time group leaders.

Department of Pupil Personnel. This is an agency which has been influential in several of the recorded educational changes since it was established in 1945. It is in itself a service rendered to individuals who need special help through home teachers, special teachers, special classes, etc. The elementary and junior high school supervisors agreed that they considered this department the major reason for the decrease of suspension cases and for the improved ways of handling disciplinary problems. The local educational authorities show high agreement in attributing to this department the tremendous decrease of suspension cases, the relative decrease of referred attendance cases in favor of categories such as emotional disturbance, physical health, and social welfare. About

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26 Interview, February 2, 1951.
half of them add increased emphasis on home conditions, home visits,
and improved teacher-pupil relationships as resulting from the work of
this department. The pupil personnel supervisors together with the
teaching supervisors have also had the main responsibility for mothers'
clubs, parent-child study groups, and the in-service education of teach-
ers. Like the teaching supervisors, the pupil personnel workers have
been through the child study program and some of them continued as group
leaders.

**Guidance.** A service of a different type is available to pupils in
high school through the guidance program, as mentioned earlier. The
guidance person in the school works with youngsters with adjustment or
vocational problems. In this way, also, guidance is a service to meet
individual needs.

The counselors do the testing in the high school formerly adminis-
tered by the teachers. This gives the teacher more time and freedom
to work with the pupils and the guidance program is in the hands of
specially trained personnel. It is a general opinion among the teachers
that the guidance program is working well. The fact that all counselors
have been teachers is believed to bring about mutual understanding be-
tween teacher and counselor.27 Twenty-four to 28 per cent of the local
educational authorities give the counselors credit for the decrease in
suspension cases, for improved understanding of children, and for re-
referral to the Department of Pupil Personnel of cases other than attendance
problems.

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27 Interview with supervisor, February 6, 1951.
The school budget. Frequently it is hard to distinguish between cause and effect. The size of the school budget is a good illustration. It is a function of the economic conditions of the community, of the tax rate as well as the educational policy at the present time. On the other hand, the budget itself is an important factor in deciding the educational level of the community. Even though it is a tool in the hands of the administrators, they cannot go beyond the limits set by the budget.

In regard to Anne Arundel County it was earlier mentioned that the assessable basis of the county during the five-year period following World War II has increased by about 75 per cent. As the school tax rate has increased from .903 to 1.17 at the present time, this means that the school budget has increased tremendously. In fact, it has increased 500 per cent during the five years since the war. While the yearly increase of the budget during the ten years before 1947 varied between 3.6 per cent and 27.6 per cent, it amounted to 156 per cent in 1947 alone. The succeeding two years the increases in the budget were 50 and 122 per cent respectively.

A considerable part of the increase in budget was needed to cover the expenses of a higher enrollment. From 1944-45 to 1949-50 the number of total pupil belonging increased from 13,166 to 17,656, an increase of 34 per cent. During the same period, however, the average cost per pupil belonging for current expenses increased much more, as is shown in Table XXV. During these five years the increase in average cost per elementary school pupil was 77 per cent for white and 93.3 per cent for colored. For white junior high school pupils the increase was 70.7 per cent, for white seniors 101 per cent, and for colored high school students 57 per cent.
<table>
<thead>
<tr>
<th>Year</th>
<th>Elementary School</th>
<th></th>
<th>Junior high</th>
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<th>Junior-senior high</th>
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<tbody>
<tr>
<td></td>
<td>White</td>
<td>Colored</td>
<td>White</td>
<td>White</td>
<td>White</td>
<td>Colored</td>
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<tr>
<td>1930-31</td>
<td>51.8</td>
<td>237.68</td>
<td>91.09</td>
<td>0.07</td>
<td>83.22</td>
<td>61.23</td>
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<td>1931-32</td>
<td>53.58</td>
<td>22.68</td>
<td>96.05</td>
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<td>93.31</td>
<td>83.12</td>
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<td>1932-33</td>
<td>56.65</td>
<td>26.51</td>
<td>101.31</td>
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<td>96.61</td>
<td>87.80</td>
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<td>1933-34</td>
<td>66.27</td>
<td>58.52</td>
<td>86.86</td>
<td>110.13</td>
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<td>108.63</td>
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<td>1934-35</td>
<td>67.05</td>
<td>58.21</td>
<td>106.52</td>
<td>111.68</td>
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<td>102.57</td>
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<td>1935-36</td>
<td>71.03</td>
<td>67.17</td>
<td>101.87</td>
<td>118.87</td>
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<td>108.08</td>
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<td>1936-37</td>
<td>77.51</td>
<td>70.56</td>
<td>112.92</td>
<td>134.24</td>
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<td>112.21</td>
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<td>1937-38</td>
<td>108.39</td>
<td>105.07</td>
<td>176.37</td>
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<td>174.65</td>
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<td>1938-39</td>
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<td>197.73</td>
<td>219.48</td>
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<td>1939-40</td>
<td>118.68</td>
<td>112.50</td>
<td>170.62</td>
<td>204.24</td>
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<td>161.04</td>
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</table>
The major part of these higher per capita expenses is caused by the increasingly higher prices. However, there was also an increased supply of teaching materials. It is not sufficient to assume that the higher budget was the sole reason for this. It was mentioned earlier that the supervisors had been instrumental in ordering new types of teaching materials.

The in-service teacher education is a final factor which must be recognized in the discussion of educational change. Students of school adaptability believe that "certain adaptability phenomena may have relationship to the level of the training of teachers". As mentioned earlier some changes in teacher education in general have probably taken place in the period under consideration. This would affect the youngest teachers. However, because of its inclusiveness the in-service teacher education in Anne Arundel County is worth a special analysis.

A few of the teachers in Anne Arundel County are able to attend evening classes at Johns Hopkins University in Baltimore and the University of Maryland. Every summer some teachers attend summer schools. However, very little of organized in-service education has been offered the teachers. In the summer of 1958 and 1959 groups of teachers attended local workshops on curriculum, as they felt the need for learning to provide a meaningful curriculum in social living, especially on the junior high school level. In addition to this core specialists now and then have been invited to give one or two days workshops in a special field, such as art.

However, the only really organized and county-wide in-service teacher

education has been the child study program. This program was instituted by the State Department of Education in 1915. So far, Maryland is the only state to introduce this program on a state-wide basis. In 1915 a few supervisors from each county in the state met for a two-week workshop conducted by Dr. Prescott, at that time head of the Collaboration Center on Child Growth and Development at the University of Chicago. This was the initiation of the child study program in the various counties in Maryland. The following year the supervisors who had attended this workshop started child study groups in their respective counties. In Anne Arundel County two workshops for groups leaders were started. The following year all of the participants became leaders of their own first-year groups, at the same time continuing as participants in a second-year study group.

In this way the program radiated rapidly to the majority of the teachers in the county. Being a three-year program, the two leader-groups which started in 1915, completed this in-service education in 1918, and the first teacher groups completed the program in 1919. The following year about 70 per cent of the white teachers and nearly 100 per cent of the colored teachers were participating in some child study group or had participated. Because of the heavy turnover of white teachers, every year several new study groups of new teachers have been started. Even though the program is voluntary, most of the teachers participate, especially in the elementary schools.

Several of the teachers who have been through the ordinary three-year program have continued in more advanced groups where specific problems are selected for study.
The study groups, each of which tries to keep within the limits of from eight to eighteen participants, meet bi-monthly throughout the school year. Twice a year they receive consultant service from the University of Maryland which has been sponsoring the program since 1967.

The next chapter will be devoted to a more detailed discussion of the progress and its relationship to educational change in the county.

Summary

In the discussion of the factors that might have influenced the educational development in the county during the last decade, as it is described in the preceding chapter, it was pointed out that the factors were multiple and frequently interrelated. This makes it impossible to identify single-factor relationships. The writer, therefore, agrees with the hypotheses of Ekey.29

Adaptations frequently emerge and diffuse in response not to a single force but to a combination of co-operating forces, usually classifiable into dominant and contributing factors.

This hypothesis was built upon a study of adaptational patterns. Several of the patterns were influenced by numerous forces, though one force usually appeared to lead.

In Anne Arundel County the first general causal factor which was identified was "Changing Trends in General" as the current educational thinking reaches the teachers through their pre-service education, through literature and professional conferences. The policy of the State Department of Education was recognized to be of great importance in instituting new services for the entire state, as for example guidance services in

29George Ekey, Adaptability Among the Elementary Schools of an American City. op. cit., p. 5.
in the following chapter.

The in-service education and the educational changes will be more closely
directly have caused in the educational program. The relationship between
- the two factors Jacobsen deplorated. The two factors parents must be given con-
siderable credit for the changes which they, directly or indirectly, or even more - in-
- the educational and the school
and in the in-service education program were substantialized, and a new school
- school system. Qualifications and in high school, pupil personnel service,
- to be a marked change after 1975. This was an essential year in the history
- In most cases there seemed
to have been in the changes described in the study. In most cases there seemed
- the more exact in-school genetics were believed to be the determinant
- the mental processes.
- seconded as essential for the higher level of educational goals were
- importance. Improved levels of economic and social conditions in the county were
-. The stability of the rural system was accepted to be
- whose, the press and radio, the cooperative of these various agencies in
- County Welfare Board, and more effective efforts such as the Jimmie Bow-
- the department, the
- cooperation factors in the county which must be given recognition.
- this study can be attributed to the charter department of education.
- Secondly, few of the more exact educational changes described in
- much school, pupil personnel service, and in in-service education pro-
CHAPTER VI

RELATIONSHIPS BETWEEN THE CHILD STUDY PROGRAM
AND EDUCATIONAL CHANGES

The Child Study Program

The child study program under consideration dates back to the five-year experiment by the Commission on Teacher Education. The experiment started in 1939 under the sponsorship of the American Council on Education. Fourteen public school centers and twenty institutions on the college level cooperated in this experiment in which they used a variety of approaches to teacher education. The essential characteristic of the cooperative study was its functional nature. The schools actually experimented with better ways of dealing with children.

An important role came to be played by the Division of Child Development and Teacher Personnel, with headquarters at the University of Chicago. This Division, which was one of the agencies of the Commission on Teacher Education, was set up to a "collaboration center" for synthesizing the research findings on human development and to provide consultant service in a field program to the school systems and institutions which participated in the cooperative program. The field work consisted of giving lectures and providing study programs to be propelled by the teachers themselves. However, the result was not encouraging, according to Prescott:


3Ibid., p. 16.
Yet these procedures fell far short of our hopes. Despite earnest efforts the teachers were able to achieve only a very limited increase in understanding the motivation, behavior, needs and adjustment problems of their own individual pupils or of the dynamics underlying group action in their own classrooms.

**Early development.** Much more promising was a functional approach initiated in one of the school systems. This was the program of direct child study and grew out of a need on the part of the teachers to understand the children. Each teacher selected two of her pupils for intensive study over a period of one or two years. In order to find answers to the many "whys" which the teachers asked themselves when faced with behavior problems, they started to observe one child, recorded significant episodes of his behavior, and gathered information about the child from many sources. Periodically the teachers met in small groups and reported their findings to each other. Gradually the participants realized the importance of tapping a variety of sources of information and of being objective and specific in writing anecdotes on particular episodes of behavior. The first three years of child study in this center are described and evaluated in a published report; the pattern there became the basis for a further developed program which at the present time has spread to eleven states.

The consultants, now associated with the Institute for Child Study at the University of Maryland, make two visits a year to every study group. This means consultant service to between seven and nine thousand participants a year. By 1950 between nine and ten thousand teachers had completed

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three years of this program under either the auspices of the University of Chicago or the University of Maryland. In addition to these institutions several other universities and colleges have adopted the program, for example, seven institutions in Texas, the University of Florida, and Emory University in Georgia.

**Process.** A three-fold process is involved in this program. First, the teacher learns to gather data about the child she is studying. There is emphasis on the importance of gathering data from a variety of sources: school records, home visits, community descriptions, information from other people, such as other teachers, the child's creative works, and direct observation of the child. Second, every other week the teachers meet in a study group, each teacher bringing in all her new data. This material is discussed from the point of view of objectivity, specificity, and significance, and in a situation involving interpersonal relationships. The need for additional data is pointed out, and improved ways of observing and recording behavior are discussed. Third, these data are related to scientific information about child growth and development in seeking explanations or causes of behavior patterns which are discovered through the accumulated data. This scientific information is sought through the reading of appropriate literature, through group discussion, through the visiting consultants, and through participation in workshops, either local ones of short duration, or the six-week summer school workshop.

**Basic concepts.** Certain philosophical and scientific axioms underlie the child study program. These are utilized in the analysis of anecdotal

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materials and drawn upon in the search for educational implications of child study. They are presented below:7

1. Every human being is valued and respected for the sole reason that he exists as a human being. Recognition is given to the potential contribution of each individual to his society.

2. Every human being is a unique personality. Each child, therefore, must be understood and dealt with in terms of the unique forces and factors that are determining his present state of development.

3. A human being is an indivisible unity and must be understood in his wholeness. An analysis of the child in such a way as to try to understand isolated and separate processes will distort the picture of him. The various factors and processes are interrelated and interdependent.

4. All human behavior is caused. The causes are multiple, complex, and interrelated.

Procedure. With these basic concepts in mind and with the purpose of learning to understand the children they are to teach, the teachers go through a sequence of experiences offered in the three-year child study program. The technical procedures are similar in all three years and include: selecting a child for intensive study throughout the year, gathering of personal data about him, recording significant behavior, and analyzing the dynamics underlying the behavior in light of the available scientific information about human development.

The first year is a training period in observing and recording behavior objectively. The teachers learn to tap the six sources of information mentioned above. Later in the year the anecdotes are analyzed in terms of recurring patterns of behavior in the child. Multiple, tentative

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In this section, we discuss the opposite effect of the peer group on the student's development. In addition, we explore the idea of an integrated and self-assessment teaching approach. The "rules" in order to answer the question: How does this influence the second year? The information from the first year's results were shown:

- The results of the first year's knowledge and skill assessment processes, self-assessment processes, peer-assessment processes.
- Data from the first year's knowledge and skill assessment processes, self-assessment processes.
- The correlation between the results of the first year's knowledge and skill assessment processes, self-assessment processes, peer-assessment processes.

In the second year, the peer group's influence was shown:

- The correlation between the results of the first year's knowledge and skill assessment processes, self-assessment processes, peer-assessment processes.
- Data from the first year's knowledge and skill assessment processes, self-assessment processes.
- The correlation between the results of the first year's knowledge and skill assessment processes, self-assessment processes.

In the second year, the peer group's influence was shown:

- The correlation between the results of the first year's knowledge and skill assessment processes, self-assessment processes, peer-assessment processes.
- Data from the first year's knowledge and skill assessment processes, self-assessment processes.
- The correlation between the results of the first year's knowledge and skill assessment processes, self-assessment processes.
it will develop an understanding of child growth and development and of the dynamics that underlie child behavior. Another expected outcome is increased understanding and acceptance of the basic philosophy behind the child study program and through that a more accepting attitude toward children and a real understanding of individual differences. This, it is hoped, will bring about changes in curriculum and classroom procedures to meet the needs of the individual youngsters more adequately. It should help teachers to see what meaning the various situations and experiences have to their pupils. This might lessen the pressure put on children and release teacher-pupil tension which again may result in improved interpersonal relationships and conditions conducive to growth and happiness.

Some Educational Principles Resulting from the Child Study Program

The purpose of the child study program is to help teachers to understand their pupils. However, to understand children is not an end in itself. It is hoped that the person who understands child motivation and child behavior will do something about it. A program of understanding is also concerned with educational implications. Certain resulting principles will become a motivation for educational changes. Some of these principles, which the writer has identified, have reference to the educational situation in Anne Arundel County discussed in Chapter IV. They are presented below:

1. The concept that each individual is valued and considered capable of some contribution is basic to a democratic education. This means that genuine democratic processes should be the characteristic way of making decisions and formulating educational policy on the administrative level as well as in the classroom.
2. Belief in the value of the individual, in addition to experience growing out of group participation, will naturally develop into the principle of the paramount importance of human relationships in the educational process. This has application in the classroom, in the home-school relationship, in the relationships between school personnel and the administrative staff as well as within the respective groups themselves.

3. The principle of providing meaningful life experiences for the children will be of paramount importance to the teacher who learns to see through the children's eyes. She will always have the question in mind, "What does this mean to the child?" This will necessarily result in curriculum revisions in an attempt to plan with the pupils such experiences as will be conducive to growth.

4. The concern of the uniqueness of each individual is basic to the principle of providing educational experiences which will meet the needs and interests of the individual child. This necessitates a diversified educational program, individual goals and means, individualized procedures and teaching materials, and a change in the prevailing promotion policy, contrary to earlier practice it will be imperative to adjust the school to the child. It also requires a network of instructional services to assist pupils with specific problems and handicaps.

5. Real understanding that all behavior is caused will develop the educational principle of acceptance of all children. This is the basis for guiding unwanted behavior into more socially acceptable channels. There is no reason for the teacher to blame the child for behavior caused by circumstances beyond his power.

6. This, in addition to an understanding of the dynamics underlying child growth and development, results in the principle of providing comprehensive and progressive atmosphere in the classroom as long as it does not interfere with the general interest of the class. The only form of discipline considered valuable to the child is developmental discipline.

These educational principles which are related to child study can be identified in the changes which have occurred in the Los Angeles schools since the child study program was initiated in 1945-46.
Hi, and welcome to the period. The period begins at 7:45 and ends at 9:00.

During the school day, children will be expected to be on time. Late work will be accepted, but it will come with a late work penalty.

The school day will begin with a period of quiet study, followed by a period of reading and writing. This period will be used to prepare for the test tomorrow.

The test will cover the material from the past week. Please make sure to review the material before the test.

Good luck tomorrow!
and 62.7. A similar trend was seen in the colored schools. (Table III, p. 87.) It was even more pronounced in the high schools where the total percentages before the war were ten or lower while they have more than doubled since the war.

Home visits by teachers have almost tripled in the elementary white schools since the war. Even though the colored teachers visited a much higher percentage of homes during the war period than the white teachers, the postwar figures exceed 70 per cent; the percentages during the war were 50 to 60.

Since some of the white elementary school teachers have not participated in child study a comparison between the various levels of participation is of interest. The frequencies of home visits by white elementary school teachers in the year of 1948-49 is shown in the frequency table (Table XVI), which indicates the number of teachers and the mean of home visits in each group.

To test the significance of the difference between the number of home visits in the various groups the t ratio was applied. The relatively small groups were believed to justify the elimination of the extreme five per cent in each group.

The null hypothesis, then, was tested according to the formula
\[ t = \frac{M_1 - M_2}{s_{M_1 - M_2}}, \]
where \( M_1 \) and \( M_2 \) are the means of the two groups and \( s_{M_1 - M_2} \) is the standard error of the difference between the two means.

The various comparisons will be presented below:

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<table>
<thead>
<tr>
<th>Number of Homes</th>
<th>Number of Teachers</th>
<th>Participation in child study Visited</th>
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<th>Two years</th>
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<tr>
<td>3</td>
<td>8</td>
<td></td>
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<tr>
<td>2</td>
<td>5</td>
<td></td>
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<tr>
<td>1</td>
<td>6</td>
<td></td>
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<td></td>
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<tr>
<td>0</td>
<td>11</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total number of teachers: 76 | 40 | 49 | 44 |

5% of extremes eliminated: 73 | 38 | 47 | 42 |

Homes visited: 403 | 294 | 551 | 460 |

Mean: 5.52 | 7.72 | 11.7 | 11 |
1. The non-child study group vs. the one-year child study group: \( p < .05 \)

2. The one-year child study group vs. the two-year child study group: \( p < .05 \)

3. The two-year child study group vs. the three-year child study group: \( p > .05 \)

4. Child study groups vs. non-child study groups: \( p < .05 \)

The null hypothesis is rejected on the five per cent level in the cases of 1 and 2 and on the one per cent level in the case of 4. In these three cases the differences between the compared groups are significant. Assuming that participation in child study is the only variable factor, this suggests that participation in child study appears to affect the number of homes visited by the teacher.

Expenditures. The relationships between expenditures for textbooks and other teaching materials were also discussed in Chapter IV. Table XXVII shows that while the expenditure for teaching materials in the post-war period about doubled from the preceding period the equivalent increase in textbook expenditure was only 25.2 per cent. This is in line with the philosophy of the child study program. Its emphasis is not on new textbooks but on a greater variety of all types of teaching devices including a greater diversity of books. Provision for this is made through school libraries which have come to play an important role in the schools during recent years.

The table also shows the relationships of the expenditures for textbooks and other teaching materials in white schools to those in colored
<table>
<thead>
<tr>
<th>Period</th>
<th>White</th>
<th>Colored</th>
<th>Per cent of white</th>
<th>Total</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching Materials 1938-42</td>
<td>$ .47</td>
<td>$.28</td>
<td>59.6</td>
<td>$1.67</td>
<td>$1.15</td>
</tr>
<tr>
<td>1942-46</td>
<td>.45</td>
<td>.35</td>
<td>77.8</td>
<td>1.96</td>
<td>2.58</td>
</tr>
<tr>
<td>1946-50</td>
<td>1.12</td>
<td>.96</td>
<td>85.7</td>
<td>3.38</td>
<td>3.12</td>
</tr>
<tr>
<td>Textbooks 1938-42</td>
<td>.88</td>
<td>1.01</td>
<td>115.8</td>
<td>1.98</td>
<td>1.72</td>
</tr>
<tr>
<td>1942-46</td>
<td>1.40</td>
<td>1.23</td>
<td>87.9</td>
<td>1.87</td>
<td>2.11</td>
</tr>
<tr>
<td>1946-50</td>
<td>1.22</td>
<td>1.59</td>
<td>130.3</td>
<td>2.04</td>
<td>2.20</td>
</tr>
</tbody>
</table>
schools. Colored schools received more per capita for textbooks than white schools, the per capita expenditure in the first category being 130.3 per cent of that in the second for the elementary grades and 107.8 per cent for the secondary schools. This is reversed in regard to teaching materials for which the per cent expenditures in colored elementary schools were 65.7 per cent of those in white elementary schools. In the high schools the percentage was 32.3. However, this is a growth from about 60 and 69 per cent, respectively, in the prewar period while the colored high school during the war received 31.6 per cent more for teaching materials than the white high schools.

The total per capita cost for colored students in per cent of that of white increased from 51 per cent in 1938 to 75 per cent in 1950. In high school the ratio was at a peak during the war with 72 per cent. After that it declined because the colored high school worked under overcrowded conditions with a minimum of facilities while the new school was being built. This ratio will show an increase in the next release of figures, since the new building was occupied in 1950.

Retention policy. According to Table XXXI the percentage of nonpromotion has dropped considerably since the war even though one would expect the rate of change to slow down as nonpromotion approaches zero. From the point of view of child study, nonpromotion is a doubtful solution of a problem as long as the educational standards, and not the child, are the focal point. To retain a child in a grade has a purpose only if it is believed that the retention will be valuable to the child when all factors are considered.

One question which always has to be considered is, why is the child retained? In some Arundel County the heavy drop in nonpromotion seems
largely to be due to diminished use of the two categories, "mental incapacity" and "irregular attendance not due to sickness". While non-
promotion because of "unfortunate home conditions and lack of interest" has dropped by about 50 per cent, in the two other categories mentioned, it has dropped by 70 to 80 per cent. This means that the percentage of total cases has increased in the category, "unfortunate home conditions and lack of interest", while it decreased in the other categories both absolutely and relatively. From the point of view of child study, "immaturity" would be a justified reason for retaining a child in a grade. Since the roll book does not include such a category, the teachers soon to find it easier to check the rather broad category, "unfortu-
nate home conditions and lack of interest." This gives them an op-
portunity to express their awareness of factors for which the child can-
not be held responsible.

Disciplinary problems. Perhaps the most relevant item to be dis-
cussed under "Rate of Change" is the rapidly decreasing number of sus-
pension cases. Without a single suspension during the last year under consideration and with only one a year during the two preceding years, the schools have illustrated their rapidly increasing acceptance of their responsibility for individual children. One questionable trend, however, is the spurt in the number of children referred to the state training school. Only if the training school is of very high quality, which the pupil personnel officers believe it is, can this trend be said to be des-
sirable.

These illustrations of the increased rate of change during the post-
war period makes it appropriate to advance the following hypothesis:
One of the influences of the child study program is that it has a
catalytic effect on already on-going changes which may be caused by
other factors having the same effect as child study.

Qualitative Changes

At least as important as the rate of change is the nature of
change. However, it is much harder to measure this and to identify ex-
plcitly its relationships to the child study program than are changes
which can be quantitatively expressed. Throughout the study frequent
references have been made to the nature of change without relating it
to child study. Even though it is believed that changes in curricular
practices, in ways of handling children and reporting to parents, and
in democratic interaction are partly related to the child study program,
it is impossible to point out specific relationships. A little more
tangible are the relationships identified in case materials, e. g.,
letters of referral and accounts of incidents involving discipline.

Letters of Referral. The reference here is to the vocabulary used
in letters of referral which teachers have sent to the Department of
Pupil Personnel. Some of these changes, which were pointed out in Chap-
ter IV, are the increased awareness of causal factors in behavior, the
growing reluctance to jump to conclusions, and the expressed willingness
to help the child. Some of the letters on file at the office of pupil
personnel contain phrases such as "developmental task", "peer group",
"belonging", "security", "adequacy", "the child's self", etc. The vocab-
ulary shows conspicuous relationships with child study. Even though it is
willingly admitted that phrases such as these in some instances may be
more cliches, they may also be expressions of real understanding.
Discipline cases. The tremendous change in attitude toward disciplinary problems seems to the writer as well as to others to have been partly caused by child study. A good illustration is a recent case where a boy in the elementary grades was involved in drinking. The parents of the other children wanted the boy expelled from school. The principal, however, protested him and refused to expel him even though she admitted that a few years back she would have been more than willing to do so. In the child study groups in the county, incidents of misconduct are frequently discussed and it is reported that not every participant is changing attitude to the same extent as the principal mentioned above. Some teachers always assume defensive attitudes when problems of a similar nature are mentioned. However, this seems to be "the exception which proves the rule". The observation of the superintendent in another case where teachers wanted to protect a child from being expelled was, "This would not have happened even five years ago" is probably true in many cases.

A letter from one of the pupils personal nature is indicative of the attitude which seems to prevail in disciplinary cases. This letter was written after three years of participation in child study, and the reader will easily recognize a certain relationship to the philosophy of child study:

October 19, 19____

______Principal

Dear _______

After a visit to the school and to the home in relation to the suspension of X Y from _______school, it seems important that we consider seriously several factors,

It is obviously up against several adjustment problems which may or may not be a part of his major problems. One reference here is to the change of teachers with a feeling that the first
teacher relationship. Nearly all of them knew the in-service program from within since they have participated in child study groups and have been group leaders. The junior high school supervisor is coordinator of the program in the study, and the Department of Pupil Personnel is responsible for parents’ child study groups and for mothers’ clubs.

The overall impression obtained from individual interviews with the supervisors is very favorable to child study.10 This does not mean that they think the child study program will solve all problems nor that it is successful with all teachers. Neither are they blind to the fact that the program can be improved. To the question inquiring into what credit they would give the child study program for the educational improvements in the study, one of them answered, “Child study is the biggest thing that has happened in education in the State of Maryland”, another said, “I can’t see anything that goes over it. Child study has persuaded everybody whether participating or not.”

In respect to specific changes brought about by the child study program the supervisors emphasized the greater consideration given the child. “Child study has made teachers aware that other factors are to be considered than textbooks and subjects. We are learning to reach the child before the tool, then reversing the process of traditional education.” In one sense, this reveals a change in educational purpose.

All supervisors mentioned the learning that has taken place in the participating teachers in terms of understanding children. Said one, “By studying one child I learned so much about all the rest of them.” Another said, “Child study puts across to the teachers the unique need of the individual student”. Others mentioned that teachers have become more alert to look for causes. “It has become a habit for teachers to

10Interviews, February 6 and 12, 1952.
look for causes". "Child study teachers have better basic understanding as to why the children behave as they do". They recognize that children go through certain "developmental tasks" and that background experiences may explain many problems that arise.

This has resulted in improved relationships between teacher and pupils, the supervisors said. "Child study makes all the difference in the world. It has helped children as well as teachers". The teachers learn to apply to their own pupils what they learn in the study groups. Frequently questions are asked in the groups, such as, "What can I do to help the child?" Or the teachers say, "Now I can understand why".

According to the supervisors, teachers do not resent suggestions offered in a study group as they would otherwise. The group approach to the study of children sets the stage for suggestions on an impersonal basis and relieves the individual teacher from being on the subordinate end of a supervisor-teacher relationship.

This group learning is believed to be very beneficial. Not only do teachers learn to cooperate, but the interaction between teachers, principal, and supervisor has improved considerably, the supervisors observed. Curriculum planning meetings developed along with the child study program in the county. In this way the experienced teachers have been able to help the less experienced ones.

The supervisors believed that the child study program brought the principals back to thinking in terms of classroom situations. The program has assisted them in understanding teachers as well as children. The improved relationships between principals and children are perhaps the most significant change, the supervisors agreed. In the opinion of one of them, the significance of principal participation in child study groups was that the teachers thereby gained the support of the principal for desired changes.
Specific educational changes which have been encouraged or brought about by child study are certain classroom procedures and curricular changes. "It really helps the teachers in the classroom," a supervisor said. Another observed that fewer pupils are sitting back without doing anything and that requests for materials have changed because of child study. It has become more important to the participants to provide curricular experiences on the level of the child. "Child study and curricular planning must always go together to be effective," one supervisor said, and she added that child study had caused several teachers to question the current curriculum in arithmetic and spelling.

Child study was also believed to be the essential factor behind the efforts to change report cards and marking of children. In many schools the ways of reporting to parents have changed for the first four grades. This was done in cooperation with the parents in order to establish a way of reporting that would be beneficial to the child. One supervisor remarked that child study had put an end to the custom of testing the child against the group. Therefore, the promotion policy during the last five years has to an increasing degree been determined on bases other than tests. "This is definitely a result of child study," one supervisor said. Pupils are not approved or disapproved because of school achievement.

This has also lessened the pressure on teachers. One supervisor recalled the time when teachers were afraid to come to teachers meetings where class scores were compared and when pupil achievement was the only thing that counted.

Since the emphasis now is on helping the child to grow, the teachers do much more home visiting than they used to. The supervisors have encouraged home visiting and the Board of Education allows two half days
The importance of schools in society has increased over time, and the role of schools in shaping the future of society cannot be overstated. In an era where knowledge is power, the education system plays a crucial role in equipping students with the necessary skills and knowledge to succeed in life.

Schools are not just places where children learn academic subjects; they are also important in fostering social and moral development. They provide a platform for students to interact with peers from diverse backgrounds, promoting understanding and respect for cultural differences.

Moreover, schools play a critical role in preparing students for the workforce. By offering vocational training and practical skills, schools help students gain the necessary skills to enter the labor market and contribute to the economic development of society.

In conclusion, the role of schools in society is multifaceted and cannot be underestimated. They are essential in shaping the future of society by providing a platform for education, social development, and economic growth.
situations. One observation was that some teachers do not go beyond verbalization of new attitudes. Teachers may talk about "democratic procedures" and still practice either authoritarianism or laissez faire in the classroom.

Whereas there was a general agreement as to the value of the organizing framework of the program and the procedures of analyzing the anecdotical record, it was felt that some of the failures mentioned above might be avoided if more effort were made to go beyond the classifying procedures. To some teachers the instrument becomes an end in itself and therefore should be adhered to less rigidly. It was suggested that the program might become more meaningful to everybody if the leader were more carefully selected and if the same qualified leader were in charge of a group throughout the three years. The need for an individual consultant for each group was emphasized. This is especially important the second year when there is a need for a consultant service of two consecutive meetings three times during the winter.

Another suggestion for strengthening the program was to conduct seminars on the various areas of the framework on a county basis throughout the winter. This would make the framework meaningful, it was believed, and it might help the teachers to see the implications of child study in the classroom and in the community. It was advocated that seminars be conducted on community work and that community study become a part of child study.

If curriculum planning does not become a part of child study, one supervisor observed, a three-year program is too long. A two-year program was suggested, with greater consideration given to the third-year program in the present scheme. Reference was made to the fact that many high school teachers in the county, perhaps close to 50 per cent, discontinue participation in the child study program after two years because it brings diminishing returns unless it is compressed into two years or enriched.
These were the recommendations suggested for the improvement of the program. However, as mentioned earlier, there was complete agreement as to the outstanding contribution of child study during the four years teachers have participated in the program. Again and again it was brought out that "it has permeated everybody" and even influenced the teachers who did not participate in it. Of course, a greater impact on the participants than on the non-participants is to be expected. This was clearly brought out in a meeting of the high school counselors in the county. The counselors of the junior high schools, who have not participated in child study groups agreed that they could easily tell the child study teachers from the others in their way of discussing the problems of their pupils.13

Evidence of how generally this opinion has been accepted in the county are the two following recommendations to the White House Conference:11

That the Child Study Program be extended to the parents throughout the county.

That association members (P.T.A.) encourage Child Study Groups by participating in them.

One key to the success of the program in Anne Arundel County is undoubtedly the same as that identified in Parker District, South Carolina, where the initial steps in this program were tried out, namely that "... at all times, the program had the full support of the superintendent and his immediate associates".15

13Meeting in Annapolis February 13, 1951. Quoted by the junior high school supervisor.

11Anne Arundel County Commission for Youth, op. cit., pp. 11 and 12.

Evaluation by the Teaching Staff

In the spring of 1956 the Department of Pupil Personnel in the Anne Arundel School System sent a questionnaire pertaining to the child study program to all principals and teachers in the county. The purpose of this questionnaire was stated in the following way in an accompanying letter: "... it would seem well that we evaluate our program both as to its outcomes in terms of values and in a manner constructive for further development". Ten questions were concerned with data related to length of participation, information about participation in ordinary courses in Human Development, and preference of having the program compulsory or voluntary.

The four questions of interest to the present study are:

15. Do you feel that your participation in child study work has been helpful to you in any sense? Yes __ No ___ List ways in which you have been helped.

16. Do you believe the program is or is not contributing to a richer experience for the girls and boys under teachers who have had child study? Yes __ No ___

If your answer is in the affirmative, please list in statement form or describe briefly the ways in which you find the program is contributing.

17. What criticism, if any, would you make of our present plan for participating in any child study program?

18. Suggestions for improving our present program.

436 questionnaires came back, a return of 75.5 per cent. However, only 316 of the teachers answered question 15, 306 answered question 16, and only about 100 answered questions 17 or 18.

Felt outcomes of child study. Questions 15 and 16 were so similar that many teachers said that their answers to the first one had implications for the second. Only fourteen teachers, or less than 5 per cent, answered the two questions in the negative. More than 95 per cent felt that child study had been of value to them and to the children.
Of the fourteen who gave negative answers, only three commented on ques-
tion 15. The comments were:

I don't see any apparent changes in my behavior.

I have learned nothing new from my child study experiences.

I was as good a teacher before child study as after two years of participation.

Four statements of a similar type were added to question 15.

However, of the 95 per cent who answered in the affirmative, many listed
certain outcomes which showed that the program had been beneficial to them and
to the pupils. The majority of the outcomes may be listed under the following
categories:

1. An increased need for understanding children

2. Greater awareness of motivating forces and causes underlying
   behavior

3. Improved ability to understand individual children

4. Increased tolerance and acceptance

5. More interest and real concern for children

6. An ardent desire to help children

7. Better relationships among teachers and between pupils and
   teachers

8. Improved home relationships

9. Increased self-awareness

A few of the most typical responses will be quoted here to exemplify the
various categories of outcome of child study according to the evaluation by
participants:

The person who takes the course feels a greater necessity of
studying the child, his home conditions, and the community.
It has caused me to investigate conditions surrounding a problem before passing a hurried opinion or verdict.

I have learned not to charge the child with any of his shortcomings.

A richer meaning of how background plays such a definite part in our lives and in the lives around us has come to me and it has made me more lenient in my thinking of the shortcomings both in the children under my guidance and the adults with whom I come in contact.

In my teaching, the realization that each child is so distinctly unique has made a deeper understanding of each pupil and his ability to carry out requirements so that the character of my assignments has changed for the advantage of both child and teacher.

To summarize, child study has made me more Christian in my thinking and naturally in my actions.

Each little "Tike" with his own little problem has become a glorious challenge to me.

The relationship between the teachers has improved.

It has enabled me to establish better rapport with my parents and pupils.

I have been able to understand myself, that is, reasons for thinking and doing certain things.

New reading has been opened to me. The more I read the more interested I become.

The comments dealing with the benefits to children because their teachers participate in the program were frequently related to the statements cited above. However, an evaluation from that point of view is very intangible because of its extreme subjectiveness. It is hard to know how much is really observed influence and how much is wishful thinking on the part of the teachers who have participated in the program. Many comments are rather vague and highly generalized, such as this, "Since the teacher understands the child’s behavior, she would develop in the child a feeling of self-confidence and security".

Typical outcomes of child study to the pupils concerned as registered by the teachers are:
1. Decreased punishment.

2. Increased individual help and consideration according to the needs, interests, and development of the child.

3. Enriched experiences as well as experiences better adjusted to the level of the individual child.

4. Increased pupil relaxation resulting from less pressure from teachers.

Subjective statements on this matter should be received with reservation. However, it has been a tacit assumption that if changes occur in the teachers as suggested by the evaluation described above, this will be reflected in the relationship with the children. This is expressed by a teacher in the following words:

Children who are working under a teacher who is aware of the reasons for their behavior certainly find their teacher more understanding of their problems.16

Criticism and suggestions. The two questions in the questionnaire asking for criticisms and suggestions were very scarcely answered. Only 25 percent of the returned questionnaires had any answer at all on these questions and in a great many cases something similar to this was stated. "It is good as it is", "I have no criticism to make", or "I am not qualified to criticise it".

Of the others, those who expressed a real criticism, many were concerned with some technical questions as the time of the meetings and the problem of transportation to the meetings. Even though the teachers had decided to have the group meetings after school hours, many considered it an inconvenient time:

We meet when we are tired, harassed by problems we had to leave unfinished, rushed to get to a meeting on time in the afternoon. Night meetings conflict with school and community activities.

A few teachers mentioned as a criticism that some of the leaders had no

16Quoted from the questionnaire.
special education in the field of child study. They seem to have expected the group leader to be a good "teacher" who would give them the right answers. Perhaps this is the reason for the following utterance: "A great deal of fumbling around for answers".

The very few comments dealing with the program itself is somewhat related to the same idea and reveal perhaps more about the education the teachers are used to than the weakness of the child study program:

So far I've been able to recognize certain behavior patterns but my child study experiences have not presented me with any solutions.

Too vague; I don't know what we are to accomplish or look for or work on.

This, however, may also be a justified suggestion to be concerned with educational implications to a higher extent than formerly.

This hypothesis seems to be substantiated by several of the recommendations given, which are illustrated by the following examples:

Possibly more stress could be put on what courses of action should be used after the teacher realizes the basis for the child's behavior.

Deal more with what to do about problems now that we have learned more about causes of behavior.

Find ways and means to correct child's behavior and don't spend entire time on why he behaves.

Other possible improvements from the point of view of the teachers were smaller groups, improved leadership and consultant service, and shortening of the three years to two. Some recommendations were given in a form of mere approval of the program as it was and only asked for expansion. A few illustrations are quoted below:

"Extend the study past the third year."

"Get more teachers into the program."

"Include all teachers; they who need it most do not enroll."
The progress should be compulsory.
Get more parent-study groups started.
Encourage more home visits.

Summary of Questionnaire to the Educational Authorities

Throughout the preceding chapter, references were made to the opinions of local educational authorities. It was felt that the opinion of the people who had held responsible positions in the county school system for years ought to be heard. A questionnaire was presented to 25 educators in key positions in the county, as described in Chapter V. (See Appendix A for questionnaire.) It included the fifteen identified changes presented below, and the educational authorities were asked to indicate one or more factors which they believed had been influential in the individual changes:

1. The people of the county are more frequently consulted in educational matters.

2. Present educational policy-making grows out of teamwork between the superintendent and the administrative staff.

3. The instructional and curricular decisions are much more frequently a cooperative project of teachers and supervisors.

4. The number of teachers' home visits have nearly doubled since the war.

5. Parent education has become an important feature of the educational picture, especially the work done through mothers' clubs.

6. Curriculum plans reveal that the emphasis has changed from offering of adult experiences to providing meaningful life experiences for the pupils on their level of understanding and interests.

7. In developing a curriculum teachers refer much more frequently to needs, maturity levels, and developmental tasks of the pupils.
6. In many schools the report cards have been completely revised the last few years.

9. During the last four years the average expenses for teaching materials per capita has increased 100 per cent while the average expenses for textbooks per capita has increased only 25 per cent.

10. The greatest decrease in nonpromotion has occurred since 1945. The percentage has dropped to one-half in the white schools and two-thirds in the colored schools.

11. After the war the teachers have increasingly been checking the category "unfortunate home conditions" as a reason for nonpromotion.

12. In 1947 nearly all cases referred by teachers to the Department of Pupil Personnel were attendance cases. In 1950 this had dropped to 50% while reasons such as "emotional disturbance", "physical health", and "social welfare" more frequently were given as reasons.

13. Compared to some years back very few children are sent to the principal's office.

14. Before 1945 from nine to sixteen pupils in the Anne Arundel schools were suspended each year. The last three years the figures have been one a year or more.

15. Interviews and reports seem to indicate that teachers in general are more understanding of behavior which, a few years back, would not have been excused.

The subjectivity of such a device is recognized. The questionnaire merely asked the respondents to give their opinions. Since every one was free to indicate as many reasons as he felt necessary some consistently selected only one reason for each item while others varied from one to four or five. All answers were given the same weight. Table XVI gives the summary of the responses in per cent of persons responding. The selected changes are indicated on the horizontal line at the top while the reasons from A to K are set off on the vertical line. It should be clearly understood that these are selected changes. Many others have occurred. These, however, are believed to be significant educational changes.
<table>
<thead>
<tr>
<th>FACTORS</th>
<th>RESPECTIVE CHANGES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
</tr>
<tr>
<td>A. General educational trends</td>
<td>64</td>
</tr>
<tr>
<td>B. The State Department of Education</td>
<td>24</td>
</tr>
<tr>
<td>C. Improved economic and social conditions</td>
<td>4</td>
</tr>
<tr>
<td>D. The superintendent of schools</td>
<td>92</td>
</tr>
<tr>
<td>E. The supervisory staff</td>
<td>28</td>
</tr>
<tr>
<td>F. The pupil personnel service</td>
<td>24</td>
</tr>
<tr>
<td>G. The guidance service in high school</td>
<td>4</td>
</tr>
<tr>
<td>H. The child study program</td>
<td>16</td>
</tr>
<tr>
<td>I. The services of the Health Department</td>
<td>4</td>
</tr>
<tr>
<td>J. The County Welfare Board</td>
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</tr>
<tr>
<td>K. The Juvenile Court</td>
<td>4</td>
</tr>
<tr>
<td>L. The library services in the county</td>
<td></td>
</tr>
<tr>
<td>M. The local press and radio</td>
<td>4</td>
</tr>
<tr>
<td>N. Others¹</td>
<td>4</td>
</tr>
</tbody>
</table>

¹Factors mentioned under N were: pressure of public opinion, teacher training.

Highest frequency on each change underlined.
Child study is the single factor most frequently mentioned. In fact, in only four changes, 1, 2, 3, and 9, have less than 25 per cent of the authorities indicated child study as a factor. More than 80 per cent give the child study program credit for eight of the changes. There is 100 per cent agreement on the impact of child study on the increased acceptance of children on the part of the teachers.

Comparison Between Two Groups of Teachers' Annual Reports

A minor study of an experimental nature was included in the research project. The fact that a fourth of the white teachers had not participated in the child study program while the others had participated in varying degrees gave rise to the idea of comparing two groups as regards some aspects of the teachers' annual reports. The procedure is briefly described below:

All reports17 from non-child study teachers in white elementary schools for 1948-1949 and 1949-1950 were first selected. The reports from teachers who had taught in the county both years were considered first, and then a sufficient number of reports were obtained from teachers who had taught in the county only one year until reports on approximately three thousand children were gathered.

Following this the reports on an equal number of children taught by teachers who had participated three years in the child study program were collected. In all cases except three, these teachers had taught in the elementary schools in the county for both years. Thus there were reports on 3001 white elementary school children enrolled in 71 classes taught by teachers with three years of experience in child study (experimental group)

17Principal's and Teacher's Annual Reports on Enrollment, Attendance, and Promotions.
<table>
<thead>
<tr>
<th>Year</th>
<th>Group</th>
<th>Total Enrollment</th>
<th>Classes</th>
<th>Average Per Cent of Attendance</th>
<th>Total Withdrawals</th>
<th>Pupils Whose Parents Visited the Classroom</th>
<th>Pupils Whose Homes were visited by Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Experimental Group</td>
<td>3001</td>
<td>71</td>
<td>91.76</td>
<td>318</td>
<td>1925</td>
<td>64.15</td>
</tr>
<tr>
<td></td>
<td>Control Group</td>
<td>3005</td>
<td>74</td>
<td>90.72</td>
<td>296</td>
<td>1918</td>
<td>63.83</td>
</tr>
<tr>
<td>1948-50</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Experimental Group</td>
<td>706</td>
<td>16</td>
<td></td>
<td></td>
<td>352</td>
<td>29.4</td>
</tr>
<tr>
<td></td>
<td>Control Group</td>
<td>243</td>
<td>6</td>
<td></td>
<td></td>
<td>155</td>
<td>63.0</td>
</tr>
<tr>
<td>1949-50</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Table XXIX**

AVERAGE ATTENDANCE, PARENTS' SCHOOL VISITS, AND TEACHERS' HOME VISITS IN THE EXPERIMENTAL AND CONTROL GROUP 1948-50 AND 1949-50
against 3005 white elementary school children enrolled in 7th classes
taught by non-child study teachers (control group).

Only a few aspects from the annual reports were believed to be of
interest in a comparison between the two groups. These aspects were:
attendance, promotion, and non-promotion, causes of non-promotion,
teachers' home visits, and parents' school visits. These findings are
summarized in Table XXXIX.

There does not appear to be any significant difference in average
attendance in the two groups. The difference is only 1 per cent in
favor of the child study group. With a compulsory attendance law and
a per cent of attendance of 90 one would not expect a great variation
anyway.

Parents' visits to the classrooms are also approximately the same in
number in both groups, close to 61 per cent. However, there is a notable
difference in the number of teachers' home visits. In the experimental
group 28.76 per cent of all homes were visited, in the control group 12.61
per cent, less than half of that of the other group. Since the child study
teachers are encouraged to do home visiting one would expect some difference
between the two groups in this respect.

In an attempt to see if the two groups were comparable before child
study was introduced, the writer went back to the reports from 1945-46 and
1946-47 before any of the regular teachers had started child study. Forty-
two of the teachers included in the experiment were found to have been
teaching in the county at that time. However, reports from only twenty-
two of them were available since the Board of Education keeps the individ-
ual teacher's reports for only two years and many of the schools had also
destroyed their copies for that many years back. However, the available reports from sixteen teachers in the experimental group involving 706 pupils and from six teachers in the control group involving 243 pupils are included in Table XXIX. Even though these reports involve 949 pupils, one should not draw too definite conclusions on such a limited number of teachers and also limited number of students, less than a sixth of the total number in the experiment. It may, however, be indicative of some trends. The percentage of parents visiting the school appears to have increased in the experimental group during the five-year period, but the most significant change is in the number of home visits. For both the experimental group and the control group the figures were considerably smaller before child study was introduced, particularly in the experimental group. In comparing the percentages for each group before and after 1946, it appears that while the figure in the control group increased 80 per cent (from 7 to 12.61 per cent), it increased by more than 700 per cent in the experimental group (from 3.5 to 28.76 per cent).

Chi square was used to test the significance of the difference between the two groups. \[ \chi^2 = \frac{(O - E)^2}{E} \]

where \( O \) = observed frequency, \\
\( E \) = the corresponding expected frequency.

1. Experimental group vs. control group after participation in child study:

\[ \chi^2 = 138 \]

\( P < .01 \)

The null hypothesis must be rejected. The difference is highly significant.

2. Experimental group vs. control group before the child study program was introduced:

\[ \chi^2 = 14.43 \]

\( P < .05 \)
The null hypothesis must be rejected on the 5 per cent level. However, the situation is reversed compared to that after three years of child study.

3. Experimental group after child study vs. experimental group before child study was introduced:

\[ \chi^2 = 151.54 \]

\[ p < .01 \]

The null hypotheses must be rejected.

1. Control group after the introduction of child study vs. the same group before child study:

\[ \chi^2 = 6.09 \]

\[ p < .02 \]

The null hypotheses must be rejected on the 2 per cent level.

**Conclusion:** The tremendous increase in home visits by the child study teachers cannot be due to chance alone.

There has also been a significant increase in number of homes visited by the control group during the time of the experiment. This may be due to the time factor and to the influence of child study even on the control groups.

This makes it appropriate to advance the following hypothesis:

In a school system in which a sufficient number of ardent teachers adhere to the child study program it has a tendency to influence significantly the behavior of the non-participating colleagues but not to the same extent as it influences the behavior of the participating teachers.

Table XXX gives a picture of the promotion policy in the two groups. During the year, thirty-two more pupils withdrew from the experimental group than from the control group. On the basis of percentage not promoted (.01) this would make a different in total number not promoted of only one. Thus, of the approximately 3000 children who enrolled in each group,
<table>
<thead>
<tr>
<th>Year</th>
<th>Group</th>
<th>Enroll.</th>
<th>Total</th>
<th>Grade One</th>
<th>Grade Two</th>
<th>Grade Three</th>
<th>Grade Four</th>
<th>Grade Five</th>
<th>Grade Six</th>
<th>Total</th>
<th>&amp; 10</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>NotPromoted</td>
<td>Promoted</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1948-50</td>
<td>Experimental</td>
<td>3003</td>
<td>2553</td>
<td>54</td>
<td>8.0</td>
<td>21</td>
<td>4.2</td>
<td>13</td>
<td>3.6</td>
<td>5</td>
<td>1.5</td>
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<tr>
<td></td>
<td>Control</td>
<td>3005</td>
<td>2573</td>
<td>73</td>
<td>9.5</td>
<td>28</td>
<td>4.9</td>
<td>15</td>
<td>3.3</td>
<td>13</td>
<td>2.5</td>
</tr>
<tr>
<td>1949-50</td>
<td>Experimental</td>
<td>706</td>
<td>650</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Control</td>
<td>243</td>
<td>226</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**TABLE XX**

**PROMOTION AND NON-PROMOTION IN THE TWO GROUPS 1948-50 and 1949-50**
119 were retained in the experimental group and 136 were retained in the control group, a ratio of 8:7. This difference, however, is not statistically significant.

In comparing these figures with those from 1945-46 it seems that the decrease has been greatest in the experimental group, a change from 7.9 to 4.5 per cent, a decrease of 44 per cent. The equivalent figures for the control group are 7 and 5 per cent, respectively, a drop of 28.4 per cent.

As mentioned earlier, the issue is not promotion or non-promotion but the reasons for non-promotion. It is difficult to draw conclusions from the small numbers which appear under the various categories of "Causes of Non-Promotion". The one with the highest frequency and also the one of greatest interest to us is R6 +10, "Unfortunate home conditions and lack of interest". While the experimental group classifies 55.5 per cent of the retained cases as belonging to this category, the control group classifies only 45.6 per cent there. The equivalent figures from five years earlier were 39.3 and 35.3 per cent, respectively. The greatest change is observed in the child study group. This would be expected according to the earlier discussion on this topic.

In short, then, the experimental endeavor to analyze the annual reports in the two groups seems to show that there is a relationship between participation in child study and identified changes. The changes are not significant in the areas of attendance, promotion, and causes of non-promotion even though the trends seem to be clear. The change in number of home visits is highly significant.
Experiment on Teacher Attitudes

The writer felt a need for including in the present study an experiment on change in teacher attitudes toward children. The problem involved in this task is apparent from the fact that there is no available scientific data on the attitudes of the teachers in the county before child study was introduced. If a relatively valid instrument for this purpose had been used at that time and applied again a few years later on an experimental group and a control group it might provide us with more reliable data than those available today.

The lack of appropriate data forced the writer to set up a minor experiment, admitting its shortcomings but realizing that this was something which could be done in the present situation. Permission was obtained from Eberman to use an instrument developed by him for measuring the attitude of teacher acceptance and rejection of pupils.18 This device had already been tested in terms of validity and reliability, and standardized scores had been obtained by using seven "judges" from the University of Chicago. The writer, therefore, was able to use the instrument as it was developed by Eberman and could use the same directions except for minor changes necessary to meet this particular situation.

The instrument used is a so-called "universe of traits" with data statistically treated by the Q-technique. The technique, which was developed by W. Stephenson and Cyril Burt, was called "Q-technique" merely because the letter Q was used for ordinary correlation. The technique has sometimes wrongly been called "inverted factor analysis".

In applying the Q-technique to a problem one starts with building up a universe of traits which consists of operational statements describing the area under consideration as comprehensively as possible. More than one hundred items are usually included in a universe of trait. Thus, in the device under consideration, 115 statements printed on individual cards describe teacher behavior which shows acceptance or rejection of children. These items are regarded as the population in a statistical analysis and persons are variables. The frequency consists of the number of descriptive statements which build up the universe of traits, and these items are set up in advance in a normal distribution curve with a fixed number in each category. Thus, in the present instrument Eberman set up eleven groups in his universe of traits with the following number of items in each category:

<table>
<thead>
<tr>
<th>Category</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
<th>10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of items</td>
<td>3</td>
<td>4</td>
<td>7</td>
<td>12</td>
<td>19</td>
<td>25</td>
<td>19</td>
<td>12</td>
<td>7</td>
<td>4</td>
<td>3</td>
</tr>
</tbody>
</table>

The normal distribution remains constant while the individual items may change from group to group. It is the comparison between two distributions which gives opportunity for a statistical treatment. This may either be a comparison between two pairs of distributions by the same person, by two different persons, or by one person and the judges combined. The correlation coefficient between two pairs of distributions is derived through use of the formula

$$r_{xy} = 1 - \frac{D^2}{2(N^2 - 1)}$$

where $D$ = difference between the category numbers of the corresponding items in two distributions, and $N$ = total number of traits in the trait universe population used, in this case 115.

The advantage of a device such as the Q-technique is that it can be used on very few persons and even as an instrument for measuring personality change in a single individual. For example, a universe of trait on a person's
self-concept may be used before and after he has been exposed to a certain influence or psychiatric treatment.

Eberman used the present instrument in a comparison between two small groups of teachers, one designated as a group of good teachers, the other as a group of poor teachers. Fourteen teachers comprised the two groups selected for intensive study. Each person arranged twice the traits in order of significance as she described herself as teacher and once each as she described a hypothetical good teacher as well as a hypothetical poor teacher. From his observation of classroom behavior, the experimenter himself made distributions on each teacher. He also compared the descriptions of a hypothetical teacher with norms established by seven judges.

Some of the findings of interest for the present study were that the coefficient for group reliability on the ideal rating was as high as .982, and that there was a high degree of agreement between the two groups of teachers in their rating of the attitudes of an ideal teacher as well as of the teacher herself as related to the ideal teacher. Eberman took this as an indication of the hypothesis that teachers' self-ratings were more valid measures of self-concept than of actual behavior. In other words, there was a considerable discrepancy between observed classroom behavior and the verbalized attitudes of the teachers. This is in agreement with other studies in the same field.

In comparing the assessment made by teachers with that made by experts in terms of an ideal good teacher a correlation of .724 was found.

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19 Ibid., p. 260.
20 Ibid., p. 248.
21 Ibid., p. 250.
The teachers were very cooperative with the school teachers, and 92 were willing to continue school.

All 11 of the teachers were cooperative, 92.

The assessment from the teachers are included in the present study.

Score to any marked extent.

The notion of the writer is that it would probably not change the total.

The mean re-pairing of some of the statements would influence the reading.

The Appendix D is the original data from the respondents (Tables 16, 27, 79, 96, 101).

And, "the" are example of some of the teachers' expressions.

"Improvement" and "progress" are examples of emotion

were, and "happy" are examples of emotion.

Sentences such as "improved to another" might have been

within the nearly other applesauce, too appropriate, or emotion.

"who said that the teachers expressed their disapproval.

So, "and" several statements span more than two hours each.

Second, more time than had been assessed in advance, in hour and a half on the AE.

The entire content to be monitored, however! First, the disapproval required

that three out of four teachers, however, packed, the disapproval required

the teachers to them, and the teachers took great interest in the project.

Action was taken with regard of their response teachers and expected the next-

to participate in the rating of their teachers, at the top.

What was the background for ruling the teachers or none material concern.

The problem related to the present study is that it is

the effect of the teachers on the study."
TABLE XXXI

AVERAGE AND TOTAL GROUP DEVIATION FROM THE RATING OF JUDGES FROM THAT OF THE RESPECTIVE TEACHER GROUPS

<table>
<thead>
<tr>
<th>Years Participation in Child Study</th>
<th>Number</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Ave</td>
<td>Ave</td>
<td>Ave</td>
<td>Ave</td>
<td>Ave</td>
<td>Ave</td>
<td>Ave</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total</td>
<td>Total</td>
<td>Total</td>
<td>Total</td>
<td>Total</td>
<td>Total</td>
<td>Total</td>
</tr>
<tr>
<td>Colored 30</td>
<td>164</td>
<td>164</td>
<td>150</td>
<td>300</td>
<td>27</td>
<td>141.8</td>
<td>3711</td>
<td></td>
</tr>
<tr>
<td>White Jr. High School 62</td>
<td>151.1</td>
<td>2495</td>
<td>163.2</td>
<td>279</td>
<td>5</td>
<td>137.6</td>
<td>606</td>
<td></td>
</tr>
<tr>
<td>White Elementary 93</td>
<td>143</td>
<td>1291</td>
<td>113.7</td>
<td>2045</td>
<td>14</td>
<td>117.86</td>
<td>2070</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>23</td>
<td>27</td>
<td>14</td>
<td>23</td>
<td>23</td>
<td>14</td>
<td>23</td>
</tr>
</tbody>
</table>
which the judges had assessed the same item was found and all item differences for each person were totaled. Few teachers deviated less than a total score of 115 from the rating of the judges, an average of one per item, and few deviated as much as a total score of 230, an average of two per item. The average deviation for each group is shown in Table XXXI.

The purpose of the present experiment was not to have each person make several assessments as in Sherman's study but to use the same device once on a larger number of teachers in order to make comparison on a group basis in terms of the influence of child study. This may be done by merely looking for significant differences between the non-child study group and the group with three years of participation in child study. The assumption is, then, that there was no basic difference between the two groups before one of them was exposed to child study. Even though there is a difference in favor of child study it is not too pronounced. The significance was tested by use of chi square on the total deviation scores in two groups, all white teachers with three years of child study in one group, and all white teachers without any participation in child study in the other. This was done by tabulating the total scores in the two distributions as is shown in Table XXXII.

**Table XXXII**

| DISTRIBUTION OF TOTAL SCORES IN TERMS OF DEVIATIONS FROM THE JUDGES' SCORES |
|--------------------------------------|-----|-----|-----|-----|-----|-----|-----|
| Total                               | 120 | 121-140 | 141-160 | 161-180 | 181-200 | 200+ | Total |
| Child Study Group                   | 7   | 11   | 12   | 6    | 2    | 1    | 39    |
| Non Child Study Group               | 8   | 17   | 9    | 11   | 3    | 4    | 52    |
\[ x^2 = \frac{(F_o - F_e)^2}{F_e} \]

\[ x^2 = 3.166 \]

\[ df = 5 \]

\[ \gamma > .05 \]

The difference in favor of the child study teachers is not significant. The simplest reason for this may be that there is no significant difference in attitudes toward children in these two groups. If this is true, it ought to call for a re-evaluation of the child study program. Another reason is one recently mentioned, which also was substantiated by Eberman's study, that there is low correlation between observed behavior and verbally expressed attitudes. This may apply particularly in this situation, since every teacher in the county has been under the influence of the philosophy of child study. Everybody knows what attitudes a teacher is supposed to have toward her children. The question is whether she has internalized the attitudes to the extent that they are functional principles in classroom situations. However, it is a study in itself to examine the influence of child study upon classroom behavior.

Another hypothesis which may partly explain the insignificant difference is that the instrument and the statistical treatment of the data might not have been the best ones for this purpose. After all, the norm established by judges might change if established by another group of experts. It was unexpected that even the teachers who were most in agreement with the judges deviated from the judges by a total score of more than one hundred.

Also, the majority of the items in the central categories are relatively neutral and discriminate little between the two teacher groups. However,
every deviation on these items adds to the total score of differences and will necessarily make it more difficult to prove statistically significant differences. While the total score, therefore, is a poor measure of significant differences between groups, an analysis of extreme tendencies is more meaningful.

What is revealed by the total score, however, is that attitudes of acceptance and rejection of children seem to be most uniform among elementary school teachers when groups are compared. The colored and white elementary groups with three years of child study have the same average deviation from the judges' ratings. Between the non child study group and the three-year group of white elementary school teachers there is a difference in average deviation of only 3.12 scores. Between the same categories of high school teachers the difference in average deviation is 12.6 scores.

This may substantiate the previously mentioned hypothesis, that the child study idea spreads to the non-participants if there is a sufficient number of strong participants. This would be more nearly true in the elementary schools than in the junior high schools where relatively fewer teachers have participated in child study. The second-year and third-year groups of junior high school teachers, however, rank better than any elementary group.

Another way in which it is possible to compare the various groups is to examine the extreme ideas in each group. It is believed that the extreme ideas are much more significant in describing a hypothetical good teacher than the items in the center categories. For this purpose, only traits in the two upper categories and the two lower categories were examined.

For each group in terms of participation in child study these items received a rank number according to frequency of placement in the two extreme categories on each side of the normal distribution curve. A comparison of these rank orders is shown in Tables XXXIII and XXXIV.
TABLE XXXIII

RANK ORDER ACCORDING TO FREQUENCY OF EXTREME POSITIVE ITEMS DESCRIBING HYPOTHETICAL GOOD TEACHER\footnote{22}

<table>
<thead>
<tr>
<th>Item:</th>
<th>4</th>
<th>11</th>
<th>18</th>
<th>19</th>
<th>20</th>
<th>24</th>
<th>31</th>
<th>33</th>
<th>37</th>
<th>51</th>
<th>73</th>
<th>74</th>
<th>83</th>
<th>85</th>
<th>100</th>
<th>106</th>
<th>108</th>
<th>111</th>
<th>115</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>11</td>
<td>11</td>
<td>10</td>
<td>7</td>
<td>6</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>8</td>
<td>6</td>
<td>6</td>
<td>11</td>
<td>6</td>
<td>7</td>
<td>5</td>
<td>7</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>12</td>
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<td>11</td>
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<tr>
<td></td>
<td>11</td>
<td>13</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>5</td>
<td>2</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>7</td>
<td>9</td>
<td>3</td>
<td>5</td>
<td>10</td>
<td>2</td>
</tr>
</tbody>
</table>

Extreme positive items describing the ideal good teacher:

1. Thoroughly enjoys working with children of the age level to which she has been assigned.

11. Does not expect a child to be consistent in his behavior and accepts flightiness as a normal aspect of development in children.

18. Can accept pupil criticism of her classroom practices in good spirit.

19. The question of color of skin seldom, if ever, enters her mind in dealing with children.

20. Tries to analyze reasons why a child is being excluded by others and to help him to regain status.

\footnote{22}{Highly deviating rank order is underlined.}
26. Accepts restlessness in children as a natural outgrowth of the process of growing up.

31. Is undisturbed when her group fails to grasp an explanation quickly and patiently tries other approaches.

33. Does not require nor expect 100% attention at all times from the total group.

37. Does not expect all members of the group to show equal interest in a particular class project.

51. Enters into the spirit of children's social activities with enthusiasm.

73. Likes bright and dull children equally well.

74. Allows the class group to assume responsibility for the handling of most classroom materials.

83. Accepts the child's standards of accuracy and works with him to raise him gradually.

85. Recognizes shyness with other children as being serious in a child and helps the individual toward better group adjustment.

100. Accepts spontaneous outbursts of enjoyment by children as being perfectly natural and shares their enjoyment.

106. Believes children capable of playing an important role in planning and shares this responsibility with them.

108. Has faith in the judgment of her children and allows them to play a major part in evaluating learning experiences.

111. Can accept physically handicapped children to the same degree as those who are physically normal.

115. Is alert to the opportunities offered by the needs which children express and varies her plans accordingly.
### Table XXXIV

Rank Order According to Frequency of Extreme Negative Items Describing Hypothetical Good Teacher

<table>
<thead>
<tr>
<th>Item</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>0</th>
<th>1-2</th>
<th>3</th>
<th>Judges: Study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td>3</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>10</td>
<td></td>
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<td></td>
<td></td>
<td>9</td>
<td>9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>11</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>16</td>
<td>7</td>
<td>11</td>
<td>11</td>
<td>11</td>
<td>11</td>
<td>8</td>
<td>9</td>
<td>6</td>
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<tr>
<td>19</td>
<td>5</td>
<td>7</td>
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<td>7</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>32</td>
<td></td>
<td>6</td>
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**Extreme negative items describing the hypothetical good teacher:**

1. Finds it difficult to admit mistakes to her group when they are pointed out by the children.

10. Is careful to avoid issues with children of professional parents.

12. Takes little or no notice of pushing and shoving in such activities as dismissal and passing as long as it is not malicious.

16. Is averse to anger by the silence of a youngster from whom she is demanding something.

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23 Highly deviating rank orders underlined.
21. Feels somewhat defeated when faced with a wide range of individual differences in her class group.

22. Feels that competition among group members is a good means of stimulating them to their best efforts.

32. Is impatient with children who do not move quickly to get into line, to participate in activities, and the like.

33. Once work has begun, insists that children remain in their places and concentrate on the task at hand.

38. Rejects the work of a pupil who does not turn it in promptly.

39. Seldom participates in her children's group play and extra-curricular activities.

40. Persists in demanding immediate obedience from the child who defies her.

42. Impatiently sends a child away from her who asks too many questions about the work.

44. Shames the child who regresses toward greater dependence upon her.

46. Carefully avoids physical contacts with children.

47. Sets up rules which seem necessary to efficient classroom operation and requires strict conformance from the class group.

48. Feels that questions by pupils are appropriate only when closely related to the topic under discussion.

49. Feels that children who participate in cliques should be forced to accept all children who are excluded.

50. Nags the bright child who is satisfied to produce average work.

59. Feels that children of Nordic extraction tend to be better behaved than children of other foreign extractions.

61. Is discouraged when children fail to accept the objective which she sets up for learning experiences.

62. Expects the child to meet adult standards of grammar and correctness in his everyday speech.

76. Feels that "only" children tend to be somewhat helpless and selfish.

81. Does not often permit or encourage children to bring in materials from home as contributions to the on-going work.
101. Dislikes the child who refuses to share with other children.

109. Tends to have favorites among the girls and not among the boys or vice versa.

110. Takes little or no notice of children who fail to interact with the child group and allows them to go their own way.

112. Expects all members of the group to participate whole-heartedly in any class project and awards those who do not.

A glance at the table shows clearly that there was high agreement among the various groups in rating the ideal good teacher. The agreement in these extreme traits was greater than the disagreements. The general picture of an ideal good teacher which emerges from these ratings is that of one who is aware of the child's needs, enjoys working with children, has faith in them and in their ability to share responsibilities and planning with her, is helpful, patient, and impartial, accepts the standards of children, and takes part in their social activities.

The elementary teachers who have had three years of child study agree with the judges in giving preference to 106: "Believes children capable of playing an important role in planning and shares this responsibility with them". Rank order one in several of the other groups in item 1: "Thoroughly enjoys working with children of the age level to which she has been assigned". It is worthwhile to notice the two different ideas expressed here: the first one emphasizes cooperation, the second one the pleasure of teaching. The group which deviates the most from the others on item 106 is the group of junior high school teachers who have not had child study. The colored teachers deviate the most on item 1.

Item 115, which stresses awareness of the needs of children, has most-likely rank order 1.

There is a little less agreement on the extreme negative items describing the ideal teacher than on the positive ones. The highest frequencies are to be found on items 1, 109, 110, 112, 84, 21, 39, and 66. This suggests that a hypothetical poor teacher is one finding it difficult to admit mistakes to her group, has favorites in the class, is unconcerned with social adjustment, is unaware of the child's interests and limitations, does not draw upon children's resources, does not see the individuals in the classroom, and does not become part of the group or close to the pupils in other ways.

The individual item on which there is greatest discrepancy between teachers and judges is 1. In all teacher groups it has received a rank order of 1 or 3, while the judges placed it in category 6, meaning that the rank order would be in the neighborhood of 30. Even though it is difficult to understand why the item was ignored by the judges, it is partly related to their concern for individual children instead of the group, as mentioned previously. Item 110 which was given rank order 1 by the judges is a good illustration. The three-year child study group of white elementary teachers is the only group beside the judges which gives this item rank order 1. A parallel is seen in item 112, which is given rank order 3 by the judges. Again this reveals the "psychiatric" viewpoint of the judges. The only teacher group in Anne Arundel County giving this item a rank order is the three-year child study group of white elementary teachers. This substantiates the hypothesis that child study tends to increase the teacher's awareness of the individual child and the importance of social and emotional adjustment.

The frequencies on the extreme items as assessed by the colored teachers show some deviations from the other groups. This is especially true in
regard to items 39, 62, and 32, items which the colored group holds to be
more indicative of a poor teacher than any white group does. Two of these
traits have to do with lack of teacher patience and the third one with lack
of teacher participation in the group play.

The deviations in the junior high school groups seem to indicate a
disapproval of classroom rules (47) and teacher directed experiences (61)
and item 66, "Carefully avoids physical contact with children", is omitted
in the extreme categories, meaning that this trait is not considered as bad
as by the other groups.

In short, then, there seems to be much overlapping in the various groups
of traits describing the hypothetical poor teacher. The teachers disagree
more frequently with the judges than with their colleagues in the other
teacher groups. The three-year child study group of white elementary teach-
ers comes closest to the rating of the judges.

Another meaningful comparison between the rating of the judges and that
of the teachers is possible. That is to find how large proportion of each

group deviates by more than three scores on a particular item from the norm
established by the judges. In order to equate the groups as far as possible
only white elementary school teachers were used, and the non-child study
group was compared to the three-year child study group. Table XXX shows
what percentage in each of these two groups deviated by more than three
scores from the judges on a particular item. An item was included only if
one of the two groups deviated at least 20 per cent from the judges.

On only two items does the three-year group deviate from the judges
more than the non-child study teachers deviate. Those items are:

21. Feels somewhat defeated when faced with a wide range of individual
differences in her class group.
59. Feals that children of Nordic extraction tend to be better behaved than children of other foreign extractions.

Both items are rated better by the teachers than by the judges. While the teachers have assigned them to the middle categories 4, 6, and 6, the judges put them in categories 10 and 9, respectively. The most probable hypothesis as to why the child study teachers have rated item 21 very differently from the judges is that they have become aware of the need for differentiated treatment of children.

**TABLE XXIV**

<table>
<thead>
<tr>
<th>Item</th>
<th>Non-Child Study Group</th>
<th>Three-Year Group</th>
<th>Non-Child Study Group in excess over Three-Year Group</th>
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<tr>
<td>1</td>
<td>34.5</td>
<td>19.4</td>
<td>+ 15.1</td>
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<td>21</td>
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<td>31.7</td>
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<td>37.9</td>
<td>65.5</td>
<td>+ 31.6</td>
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<tr>
<td>41</td>
<td>31.0</td>
<td>67.0</td>
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<td>19.4</td>
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<td>110</td>
<td>27.6</td>
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<td>+ 1.8</td>
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In the other eight cases the non-child study group deviates the most from the judges. Two of these traits are rated as being worse than they were considered by the judges to be, namely 1: Finds it difficult to admit mistakes, and 51: Does not often permit or encourage children to bring in materials from home. The other items are rated as being better traits than the judges believe them to be. They are of special interest since the non-

---

23 Items included only if 20 per cent of the teachers in one group deviate more than three scores.
child study group disagrees with the judges more than the child study group does. A glance at the non-child study group emphasizes the value of competition (22), insists upon fixed rules and strict conformance (47, 28), demands undivided attention (4), and does not stress social adjustment (110) or understanding of emotional disturbance (44) to the same extent as the judges and the child study group. The deviation from the child study group, however, is less pronounced in the two last items than in the others.

Briefly, then, the experiment on teacher attitudes tends to indicate that there is a significant difference between the assessments of attitude traits by non-child study teachers and child study teachers. If the assumption is right, that there was no basic difference between the two groups before one of them was exposed to the child study program, then there is a basis for advancing the following hypothesis:

Participation in a child study group over a period of three years significantly influences the attitude of acceptance and rejection of children in the direction of more conformity with the norms established by judges.

The analysis of items on the extreme end of the scale, and even more the analysis of the items on which the groups deviate the most from the norm, indicate the quality of some of these changes.

Summary

The present chapter endeavors to show relationships between the in-service child study program and the changes which have occurred in the schools. A brief history of the child study program was first presented, basic principles were mentioned together with a brief sketch of the general procedure. On this basis the writer presented a few educational princi-
blems which seem to emerge from the program. All these principles seemed
to correlate with the educational changes which have occurred in the coun-
ty during recent years.

This possible relationship was briefly analyzed in a quantitative way
through a discussion of the rate of change during the past ten years com-
pared with that of the two preceding periods. Following this, some quali-
tative changes were identified from case materials and written correspond-
dence.

As a continuation of this an evaluation of the child study program as
it has operated in Anne Arundel County was included. Information for this
purpose was gained from interviews with the administrative staff, a ques-
tionnaire to teachers and principals, and finally a brief questionnaire to
25 local educational authorities. The individuals in the last category were
to express their opinions as to what factors had been most responsible for
fifteen selected changes which were presented on the questionnaire.

A final phase of this chapter was the inclusion of two minor experi-
ments. One consisted of a comparison between child study teachers and non-
child study teachers in regard to their annual reports. Aspects such as
attendance, promotion, and teachers' home visits were investigated. A
very significant difference was apparent in the number of home visits.

The second experiment was an attempt to see if there were any differ-
ences between child study teachers and non child study teachers in terms of
attitudes toward children. An instrument designed for Q-technique and de-
developed by Cahan at the University of Chicago was used for this purpose.
The hundred sixty-five teachers were included in the experiment and each
of them made assessment of the traits in terms of a hypothetical good teach-
er. The deviations from the rating of the judges on the individual items
were computed. There were found to be an appreciable difference between
the teachers who engaged in child study and the ones who had three years
of child study.

An analysis of items in the extreme categories for each group of
teachers revealed some of the qualitative changes. So did a comparison
of the items which deviated the most from the norm established by experts.
The main findings follow. The child study teachers have learned to give
consideration to the well-being of the individual child as well as to the
group. They realize the importance of the social and emotional adjustment
of the children. Emphasis on competition seems to have decreased. These
teachers as a group tend not to adhere to the policy of strict rules and
rigid discipline but express their belief in joint cooperation and respons-
sibility as a basis for self-developmental discipline.

How much these attitudes have been internalized and how much they had
been transferred into practice cannot be answered in this study. The imme-
diate impression one gets is that to a certain extent these attitudes have
become functional principles for an increasing number of teachers. It is
a study in itself to prove that this is so. The readers are warned not to
believe in child study as a patent medicine which is effective in every
instance or equally effective in all cases.
CHAPTER VII

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The present research project is a descriptive-analytical study of educational changes which have occurred in a county school system over a period of twelve years with special emphasis on the five years following World War II. The frame of reference in mind in the search for changes was an in-service child study program which has been the only organized county-wide teacher education program in operation in this specific county during the postwar period. Accordingly, three major points are included in the study:

1. Identification of educational changes
2. Analysis of possible factors involved in the changes.
3. Identification of relationships between the educational changes and the child study program.

Chapter I is a general statement of the entire problem and a description of how it is attacked. The need for the study is evidenced by these facts: very few developmental analyses of today's changing education have been made; the factors behind the changes frequently are given too little consideration; and the county under consideration has a Board of Education vitally interested in an evaluation of the educational effort in the county.

Finally, there is a need for evaluating and improving present-day teacher education, pre-service as well as in-service, one effort of which is the child study program sponsored by the University of Maryland.
The philosophy and procedure of this educational program suggest educational aspects to be selected for study. The following four aspects are considered:

1. Aspects of social interaction
2. Aspects revealing concern for needs and interests of individual children
3. Disciplinary aspects
4. Aspects of teacher attitudes toward children

The data have been obtained from a variety of sources, such as teachers' annual reports, educational reports and curricula plans, the files of the Department of Pupil Personnel, interviews, two questionnaires, and observation. Two minor experiments pertaining to the relationship with the child study program are included in the study. Some basic assumptions on which the study rests are stated and the significance of the problem is discussed.

Chapter II is devoted to a review of relevant literature either analyzing educational changes or evaluating in-service teacher education programs in terms of relationships to educational changes. Since school surveys are status quo descriptions, they have little relevance for the present study.

Considerable credit must be given to Mort and Cornell as well as their students for ardent interest in the study of educational changes. These studies are either part of a program sponsored by Teachers College, Columbia University, in the prewar period or part of a more recent program sponsored by the Metropolitan School Study Council.

A few studies on some types of in-service teacher education are included in the review, but most consideration is given to the studies related
to the child study program. They are mostly concerned with changes which take place in teachers as a result of child study. Only one project investigates possible changes in pupil achievement. Another project under way is based on anecdotal records in an attempt to determine whether there are changes in curricular practices. The vital question; "What happens to a school system which opens the doors for the child study program?" has not been approached to any extent in any study. This is one of the justifications for the present study.

Chapter III sets the stage for the present study by describing Anne Arundel County, Maryland, its development and present-day socio-economic conditions. The rapidly changing nature of the county is emphasized. From being entirely an agricultural community the northern area is becoming a residential sector of greater Baltimore. Southward past Annapolis the agriculture is rather mechanized. The southern part of the county consists of a rather conservative tobacco-growing area. Annapolis and its environment is somewhat unique, a characteristic attributed to the fact that it is a colonial town, is the state capital, and has the Naval Academy within its borders.

Based on this socio-economic analysis the roots of the public system are traced and its development is described. The facts seem to stand out in this sketch, the educational backwardness as late as the beginning of the present century and the educational progress beginning with World War I. An outline of the organization of the present school system and a review of the present school situation in the county conclude the background of the study.

The purpose of Chapter IV is to identify and describe educational changes attending the in-service child study program. The introductory
discussion deals with the importance of educational change and of criteria for preferred changes which can be listed as: (1) greater consideration for the child and his healthy development, and (2) greater concern for the known needs of society, thought of as the free and cooperative interaction of human beings and not as a political unit above the people.

Significant changes have been recognized to have taken place during the twelve-year period under consideration, especially during the postwar years. This has not only been a construction period in the literal meaning of the word, but also in terms of a growing curriculum, of emphasis on recognition of the child, and of expanded social relationships.

To the administrative staff, social interaction has become a functional principle, a productive way of operation. The principle is practiced within the staff itself, between supervisors and teachers, and, to a certain extent, between the administrative staff and the public. Home-school contacts have increased tremendously, especially home visits by teachers, and numerous mothers' clubs are active in the colored communities.

Pupils' needs and interests are considered in an enriched curriculum, in change in promotion policy, and in many newly established services for children.

The disciplinary situation seems to have changed since the pupils have been given responsibility through cooperation in planning, working, and evaluation. When disciplinary problems occur they are dealt with in a different manner than earlier. Punishment and expulsion have decreased. It is felt that this is partly due to change in teacher attitudes toward children. The importance of understanding the child is emphasized.

The next chapter is devoted to a discussion of possible factors involved in the changes. Current educational trends and the State Department of
Education are rather general factors in the sense that they are not limited to a particular county. More specific factors are county agencies, such as the Health Department, the County Welfare Board, the Juvenile Court, socio-economic conditions, as well as the various school agencies: the superintendent, the supervisory and administrative staffs, the Department of Pupil Personnel, the guidance service, and the in-service teacher education program. Fifteen specific changes have been presented to the local educational authorities for their reactions. They give some credit to all the above factors. General trends, the superintendent, and the supervisors and pupil personnel officers are believed to be of great importance in the identified changes. Highest recognition, however, is given to the in-service child study program, which has been offered to the teachers of Anne Arundel County since 1945.

Relationships between this program and the educational changes are discussed in Chapter VI. A brief history of the program is presented, and its basic axioms, principles, and working procedure are discussed. After pointing out that the child study principles and the identified educational changes appear to correlate highly, this relationship is illustrated by examples from the increased rate of change and from materials of a more qualitative nature.

An evaluation of the program by the supervisory staff, the teaching staff, and the local school authorities is highly favorable to the child study program.

Finally, two minor experiments are included in the study. The first one indicates that the program has significantly influenced some visitsation. There is also some indication that increase in yearly promotions is related to child study.
The experiment on teacher attitudes toward children as measured by the Abbreviated Test does not give significant difference between child study teachers and non-child study teachers. However, by comparing extreme items for each group and also items deviating the most from the norm established by judges, there seems to be indication of some change in teacher attitudes that may be related to child study.

Conclusions

The major findings are stated briefly as tentative conclusions.

1. During the period 1938 to 1950, the Anne Arundel School System has been characterized not only by change but by progress. This is especially apparent in the postwar period.

2. Educational changes have been a continuous process and there is no reason to anticipate a pause ahead. Reasons for this are that the educational needs are changing and the educational staff sincerely endeavors to be of service to the generation of the second half of "The Century of Hope".

3. Educational progress is an intricate process with causes that are multiple and complex. It is impossible in the case of Anne Arundel County school system to identify single causal relationships. In fact, an analysis may distort the picture because it takes apart factors which operate only in interaction with other factors. Because of the specific frame of reference of this study the analytical process has been selective and little recognition is given to other types of educational change caused by factors less prominent in this study.

4. Perhaps the greatest stride made in the school system is the growing understanding of the importance of effective human relationships. It is
believed that many advances since the postwar period are related to this fact, and the writer ventures to predict an even greater educational progress if the cardinal principle of the pre-eminent value of human relationships receives focal attention in years to come. The spirit of teamwork observed in the educational efforts in the county is an asset to the administrative staff, the teaching staff, the classroom situation, the community, and the world of tomorrow.

5. Through interview, observation, and minor experiments it has been possible to arrive at the conclusion that the functional approach to the in-service teacher education program has been extremely meaningful to a large part of the teaching staff. Teachers and supervisors have been instrumental in many of the changes examined in the study.

6. The major part of the in-service education in the county has been the child study program which has been credited with being the one single factor that probably accounts for the largest number of educational changes identified in the present study. The influence of child study is not limited to the participating teachers, but through them it also reaches their non-participating colleagues. The relationship of the child study program to change may be viewed in any or all of three ways:

a) It is a causative factor, as illustrated by the increased home contacts.

b) It is an instrumental factor. This is exemplified by the emphasis on effective staff relationships and democratic procedure, which are general trends adopted by the superintendent and practiced in the teamwork of the child study groups.

c) It has a catalytic effect in the sense that it expedites already ongoing changes and increases the rate of change. The promotion policy is an illustration of this.
Recommendations

Some of the findings indicating areas needing emphasis or further improvements are presented below. They are related either to the school system or to the child study program. Recommendations for consideration by the school authorities are:

1. The satisfactory outcome of the improved relationships between school and community should urge the school authorities to make more use of community cooperation and consultation. In case of construction or remodeling of schools, parents, teachers, and professional consultants ought to discuss the project in advance.

The individual school should continue its effort to work closely with parents. It is frequently too late to ask for cooperation after a problem has arisen.

2. Provision should be made for more supervising principals in order to make supervision most effective and to make available a maximum amount of service from the school supervisors.

3. More clerical help as well as administrative assistance is needed by principals and the supervisory staff.

4. If the school is aware of its responsibility for individual differences it should endeavor:

   a) To do its utmost to meet the legal maximum of thirty pupils per class.

   b) To provide improved conditions for teachers which will decrease the heavy turn-over. This will only partly be met by raising salaries.

   c) To have a teacher continue with the same children during two or more grades. She can be of relatively limited value from the
point of view of understanding the child if the child has to change teachers every year.

d) To expand the program of establishing special classes to include all children who need highly individualized instruction. The available fund for helping teachers is far from being sufficient. If the Department of Pupil Personnel is to function- alize its philosophy, there must be special classes to which children can be referred.

e) The advisability of sending an increasing number of pupils to training school is questioned, and it is recommended that the authorities secure reliable information as to the quality of education the child will receive there before the number is further increased.

5. Recommendations for the classroom situation include:

a) The efforts of curriculum improvement should be centered around human relationships and problem solving.

b) The pupils should be given increased responsibilities in the planning of the program.

c) The teachers should continue to try new ways of reporting to parents and of evaluating school progress.

d) Some demonstration of developing group work should be available for observation by teachers in order to give them help with this important aspect of the curriculum.

6. A recommendation directed to the State Department of Education is to examine its organization in terms of economy and effectiveness. For example, it seems natural that the guidance service and the pupil personnel service should be an integrated service in the county as well as in the state admini-
stration. A better organization and more cooperation between the various branches might provide better consultant service to the various counties.

A few recommendations are addressed to the child study program:

1. Development of the program in a new area should be paralleled by research of an experimental nature. More research is needed pertaining to actual change in classroom behavior as a result of participation in child study. Another project of vital interest would be an investigation into whether or not any personality changes take place as a result of participation in child study.

2. As teachers learn increasingly to understand children, there should be an emphasis on resultant educational implications.

3. Less emphasis on the technique involved in child study may help many teachers to become more aware of its implications in classroom situations.

4. Child study should be either followed by or integrated into a broader program of community study or human relationships. Many teachers feel that too few new concepts are brought into the program in the second and third years. Therefore, some of them favor a two-year program with the same content as the present program.

5. In addition to participation in child study groups, teachers should be able to take seminars during the winter, dealing with some aspects of the program.

6. More consultant service should be made available to each group. There seems to be a need for having the same consultant at least during the two first years.

7. When child study groups are started in a new area, teachers should come into contact with it directly through the consultants. It is felt that
much is lost if the teachers receive it second hand.

8. Choice of leaders should always be considered very carefully.

9. A program of such distinguished value as the child study program should become, it would seem, a major part of the pre-service education of teachers.

Recommendations pertaining to the child study program have broader significance in view of the findings of this study. That is because child study seems to have been a major factor in the desirable changes that have taken place. An improved child study program would mean an improved all-school program.
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APPENDIX A

QUESTIONNAIRE TO LOCAL EDUCATIONAL AUTHORITIES

A study of the Anne Arundel school system has revealed that many educational changes are brought about, especially since World War II. It seems that these changes frequently have resulted from the interaction between several factors. Some of the possible identifiable causal factors are listed below:

A. General educational trends.
B. The State Department of Education.
C. Improved economic and social conditions.
D. The Superintendent of schools.
E. The supervisory staff.
F. The pupil personnel service.
G. The guidance service in high school.
H. The child study program.
I. The services of the Health Department.
J. The County Welfare Board.
K. The Juvenile Court.
L. The library services in the county.
M. The local press and radio.
N. Others.

These factors should not be mistaken for the instruments through which the changes are brought about. For example, principals and teachers have been instrumental in many of the changes which may be caused by general trends, the State Department, etc.

Some selected changes are identified below. Even if you feel that many of the above factors may be given credit, please list the factors which you feel have been most responsible, directly or indirectly, in each of the following changes. Instead of writing the above factors out in full, please write the respective letters from A. to N. in front of each change listed. You may list one or several factors in each case. If you feel that other factors not listed above have been more responsible, please add them to the list.

Educational changes occurred in Anne Arundel during the last four or five years:

REASONS

1. The people of the county are more frequently consulted in educational matters.

2. Present educational policy making grows out of teamwork between the superintendent and the administrative staff.

3. The instructional and curricular decisions are much more frequently a cooperative project of teachers and supervisors.
4. The number of teachers' home visits have nearly doubled since the war.

5. Parent education has become an important feature of the educational picture, especially the work done through mothers' clubs.

6. Curriculum plans reveal that the emphasis has changed from offering of adult experiences to providing meaningful life experiences for the pupils on their level of understanding and interests.

7. In developing a curriculum teachers refer much more frequently to needs, maturity levels, and developmental tasks of pupils.

8. In many schools the report cards have been completely revised the last few years.

9. During the last four years the average expenses for teaching materials per capita has increased 100 per cent while the average expenses for textbooks per capita only has increased 25 per cent.

10. The greatest decrease in non-promotion has occurred since 1945. The percentage has dropped to one-half in the white schools and two-thirds in the colored schools.

11. After the war the teachers have increasingly been checking the category "unfortunate home conditions" as a reason for non-promotion.

12. In 1947 nearly all cases referred by teachers to the Department of Pupil Personnel were attendance cases. In 1950 this had dropped to 58% while reasons such as "emotional disturbance", "physical health", and "social welfare" were more frequently given as reasons.

13. Compared to some years back very few children were sent to the principals office.

14. Before 1945 from nine to sixteen pupils in the A.A. schools were suspended each year. The last three years the figures have been one a year or none.

15. Interviews and reports seem to indicate that teachers in general tolerate and accept behavior which, a few years back, would not be excused.
29. Feels that numerous remarks by children are out-of-place in the classroom.
30. Frequently calls a child to account for time wasted during periods of work.
31. Is perplexed when her group fails to grasp an explanation quickly and patiently tries other approaches.
32. Is impatient with children who do not move quickly to get into line, to participate in activities, and the like.
33. Does not require nor expect close attention at all times from the total group.
34. Once work has begun, insists that children remain in their places and concentrate on the task at hand.
35. Feels that cheating by a child is caused by determinable circumstances and seeks to determine them without labeling the child who cheats.
36. Feels that children must be allowed to learn to handle their personal money in their own way.
37. Does not expect all members of the group to show equal interest in a particular class project.
38. Rejects the work of a pupil who does not turn it in promptly.
39. Seldom participates in her children's group play and extra-curricular activities.
40. Persists in assigning immediate obedience from the child who has defied her.
41. Accepts child cliques as a natural social phenomenon and merely tries to keep them from solidifying by stimulating broader interests.
42. Impatiently sends a child away from her who asks too many questions about the work.
43. Can accept arrogance in a child as being a product of his environment and is not disturbed by it.
44. Names the child who resents too much dependence upon her.
45. Accepts without correction the contribution of a child who speaks with a foreign accent.
46. Carefully avoids physical contacts with children.
47. Sets up rules which seem necessary to efficient classroom operation and requires strict conformance from the class group.
48. Feels that questions by pupils are appropriate only when closely related to the topic under discussion.
49. Feels that children who participate in cliques should be forced to accept all children who are excluded.
50. Says the bright child who is satisfied to produce average work.
51. Enters into the spirit of children's social activities with enthusiasm.
52. Thinks a child who makes his trash is still in the baby stage and reminds him of it.
53. Makes a real effort to promote understanding among children of differing religious beliefs.
54. Accepts childish experiments in the realm of making and drinking of normal substances in the process of growing up.
55. Finds it difficult to see anything funny in jokes children play on one another.
56. Is embarrassed by the child who expresses affection for her verbally.
57. Feels that it is perfectly normal for active children to be messy and untidy.
58. Feels that initial exploratory "petting" in young children is only the result of normal sex curiosity.
59. Feels that children of bawdy extraction tend to be better behaved than children of other foreign extractions.
60. Insists that the group give undivided attention to the pupils who are resisting or reporting.
61. Is discouraged when children fail to accept the objective which she sets up for learning experiences.
62. expects the child to meet adult standards of grammar and correctness in his everyday speech.
63. is concerned with disturbing only as a normal manifestation of behavior of children.
64. Recognizes that slang is often appropriate to speech situations.
65. Discusses school traditions with the class group and allows them to accept or reject them as they see fit.
66. Can accept tactless remarks of children without scolding them for making inappropriate statements.
67. Is undisturbed when she notes young children kissing one another.
68. Is not upset when children occasionally become involved in fist fights.
69. Makes an effort to prevent doodling among children by insisting that all hands be empty and desks clean whenever possible.
70. Realizes and accepts as normal, the fact that children frequently exploit others to their own advantage.
71. Scolds children for failing to say "please" and "thank you".
72. Is careful to not reject the child who has a crum on her.
73. Likes bright and dull children equally well.
74. Allows the class group to assume responsibility for the handling of most classroom materials.
75. Feels that children who constantly shuffle their feet in the classroom are being intentionally disturbing.
76. Feels that "only" children tend to be somewhat helpless and selfish.
77. Provides opportunities for children to eat during school time if it seems to fulfill a need.
78. Mixes with the child who is made fun of and punishes the fun-maker.
79. Is upset when a child does not proceed promptly to the task at hand.
80. Insists that each child be responsible for his own work only and does not allow a child to ask another for help.
81. Does not approve of the child who constantly seeks the approval of other children in all he does.
82. Is upset when a child does not return room equipment to its proper place.
83. Accepts the child's standards of accuracy and works with him to raise them gradually.
84. Does not often permit or encourage children to bring in materials from home as contributions to the ongoing work.
85. Recognizes shyness with other children as being serious in a child and helps the individual toward better group adjustment.
86. Feels that the younger who uses profanity should be punished before he contaminates others.
87. Calls a child who frequently "daydreams" strictly to account for the use of his time.
88. Fastens to admonish children who talk about sexual matters among themselves.
89. Is annoyed by children who are "finicky" eaters.
90. Allows such hand-waving by children in their eagerness to volunteer comments.
91. Is able to remain calm and collected when struck by an angry child.
92. Can ignore joking remarks of a child which tend to be somewhat "smart-aleck" in character.
93. Shames the child who "puts on airs" or seems to feel that he is better than others.
94. Recognizes that young children frequently do not know when they are lying.
95. Recognizes that a child will unavoidably waste some materials and is not at all concerned by minor instances of waste.
96. Does not react crossly toward the child who criticizes the school.
97. Recognizes that "showing off" among children is often merely a means of getting attention.
98. Is not annoyed by a child who often accepts aid from other children.
99. Does not expect a child to develop habits of neatness overnight, but recognizes this kind of change to be a long process.
100. Accepts spontaneous outbursts of enjoyment by children as being perfectly natural and shares their enjoyment.
101. Dislikes the child who refuses to share with other children.
102. Is embarrassed by the child who continually raises her skirts or walks about with his pants fly open.
103. Insists that quarrels among children cease as soon as she becomes aware of them.
104. Admires the child who is particularly ambitious and points him out as an example for the other children.
105. Has a fixed routine procedure for handling the opening exercises of the day.
106. Believes children capable of playing an important role in planning and shares this responsibility with them.
107. Does not scold the child who fails to complete a task when faced with difficulties.
108. Has faith in the judgment of her children and allows them to play a major part in evaluating learning experiences.
109. Tends to have favorites among the girls and not among the boys or vice versa.
110. Takes little or no notice of children who fail to interact with the child group and allows them to go their own way.
111. Can accept physically-handicapped children to the same degree as those who are physically normal.
112. Expects all members of the group to participate whole-heartedly in any class project and scolds those who do not.
113. Feels that the truant should be forced to come to school.
114. Does not feel that quiet is necessary for useful thinking to take place in the classroom.
115. Is alert to the opportunities offered by the needs which children express and varies her plans accordingly.
ADMINISTRATIVE DIRECTIONS

To be given orally by the administrators:

Here is a package of paper-strips or cards and envelopes numbered from 0 to 10 for each of you. Each of the cards in the pack bears a printed statement which is descriptive of a behavior, a reaction, or a feeling of a teacher as she deals with children in the school situation. You are asked to sort these cards on the basis of the degree to which each statement describes or does not describe the way in which an ideal good teacher would behave, react, or feel in dealing with her children. Thus, the placement of a card in envelope 0 means that the statement on the card is very descriptive of a good teacher. On the other hand, placement of an item in envelope 10 means that it is very unlike a good teacher. The other envelopes represent varying degrees along a scale between the two extremes, degrees to which statements describe or do not describe a good teacher. Envelope 5 constitutes a mid-point for statements about which you cannot decide one way or the other.

You are to arrange all of the cards in the pack in the envelopes according to a predetermined pattern which is clearly indicated at the end of your directions:

The eleven envelopes will contain a varying number of cards according to following arrangements: No. 0 - 3 cards; no. 1 - 4 cards; no. 2 - 7 cards; no. 3 - 12 cards; no. 4 - 19 cards; no. 5 - 25 cards; no. 6 - 19 cards; no. 7 - 12 cards; no. 8 - 7 cards; no. 9 - 4 cards; no. 10 - 3 cards.

(Write the proper number of cards on each envelope.)

Thus, the three items which most nearly describe what you consider the best possible teacher behavior or attitude will be placed in envelope No. 0 at the right; the four items which are the next best descriptions
go into envelope 1; and so on. At the other end of the scale envelope 10 will contain those three items which are least descriptive of a good teacher; envelope 9 will include four items which are not quite as little descriptive of a good teacher as the three you placed in 10; and so on. It is very important that your distribution be exactly like the pattern mentioned in order that a special statistical treatment may be used with the data.

Remember then, only two things are absolutely essential in making your distribution:

1. That you put exactly the number of cards in each envelope as is indicated.

2. That you sort statements in terms of how well or how poorly they describe what you believe to be the ideal good teacher.

Experience with the distribution of such groups of items as those has shown that the task is much easier by the use of certain techniques. These techniques are outlined for you on your sheets, "Suggested Steps for Distributing Cards". Now, let us get over these suggested steps together in order to make sure that they are clear to you. (Read it through and answer any questions raised.)

Because of the detail involved in the directions we have just considered, you as an individual may find that they hamper your work. If such is the case, feel perfectly free to deviate from suggestions given in any way that is helpful to you. If you encounter difficulties of any kind in doing this task, be sure to discuss them with me before you continue.

Refer back to step 1 on the sheets of directions and begin your sorting as soon as you are ready. Go over your sorting as often as you like—take as long as you like. But you need not be too meticulous—a quick sensible decision and an honest appraisal are really best.
Step 1: Go through the entire pack of cards one item at a time rather rapidly. As you do this, place those items which strike you immediately as being very like the best teacher you can think of in a pile to the right. Place those which strike you upon first reading as being very unlike the best teacher you can think of in a pile to the left. Place items which you cannot decide quickly one way or the other in a center pile.

Note: At the completion of this first step, you should have three piles; item unlike your best teacher to the left, undecided items in the center, and items like your best teacher at the right. It is desirable that the number of items in the left-hand and right-hand piles be approximately equal.

Step 2:
(a) Put the left-hand and center piles to one side temporarily and spread out the right-hand pile in front of you so that you can see all items on the cards in this pile easily.

(b) Carefully consider and compare all items spread out in order to select the three items which you consider to be most descriptive of the way you think a good teacher would behave, react, or feel in her dealings with children. Place these items in envelope.

(c) From the remaining cards in front of you, select the four which seem to be the next best descriptions of a good teacher and place them in envelope.

(d) Continue the same process for envelopes 2 and 3 in that order, making sure that you place the proper number of cards in each.

Note: You may or may not have enough items to fill the quota indicated on envelope 3. If not, place the items you do have in that envelope temporarily. If you have more than enough to satisfy the requirements for envelope 3, place left-over cards in envelope 1.

Step 3: Pick up the left-hand pile of the three you made in Step 1 and proceed with those items exactly as in Step 2 except that in this case you are filling envelopes 10, 9, 8, 7, 6 in order and you now select items according to the degree to which an item is not descriptive of the way your ideal good teacher would behave, react, or feel in her dealings with children.
Step 4: You have now reached a point where items for envelopes 10, 9, 8, and 7, 2 have been selected as well as part or all of the items necessary to fill envelopes 3 and 7.

(a) Now go through the remaining pile which represented undecided items in your first distribution and separate items which tend to be descriptive of your ideal good teacher into a pile to the right and those which tend to be unlike your ideal good teacher to the left. Put items which you still cannot decide into a center pile.

(b) If envelope 3 was not completed in Step 3, determine the number of items needed to complete it, select those needed from the present right-hand pile and put them in envelope 3.

(c) Do the same for envelope 7 using the left-hand pile if necessary.

(d) Now count those items still remaining in the left-hand pile to determine how many more you will need to fill envelope 6. Select the necessary items from the center pile to complete this quota and put them in envelope 6 along with the cards you already had in the left-hand pile.

Note: If the number of cards in the left-hand pile is greater than the number needed upon first counting, it will be necessary for you to eliminate items from the pile until you have the correct number for envelope 6. Place those eliminated in the center pile.

(e) Do the same for envelope 4 using the remainder of the right-hand pile and selecting items from the center pile if needed. Again the note just above applies if the number of cards exceeds the number needed for envelope 4.

(f) Place all remaining cards in envelope 5.

Step 5: Check your distribution against the red numbers on the box to make sure that you have the proper number of cards in each envelope. Redistribute items if necessary.