STATE-WIDE CO-OPERATIVE EFFORTS TO
IMPROVE INSTRUCTION IN THE PUBLIC SCHOOLS

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By

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CHAPTER I

THE PROBLEM AND RELATED FACTORS

Introduction

Professional educators have a two-fold responsibility: to carry on the teaching-learning process with students; and to seek continuously to improve the quality of the teaching-learning situation. The first of these functions is inherent in the definition of the term teaching. The second is not as obvious and seems to have escaped the notice and understanding of some members of the teaching profession. Nonetheless, its importance is recognized by many as evidenced by an increased number of in-service education programs in local schools, the creation of such positions as curriculum director, director of instruction, or assistant superintendent in charge of instruction, and an increased enrollment of professional educators in graduate schools. The great majority of educators have recognized that, as with other professions, persons in the field of education do not gain "all they need to know" in the four brief years of a college program. With new understandings the task of teaching becomes more challenging. The problem for the professional teacher then becomes one of finding ways to put into practice the best that is known about the teaching-learning situation so that an even better experience may be provided children and youth.
The process of improving instruction then becomes one of finding and utilizing ways which help to bring about the most effective teaching-learning situation.

In the state of Ohio various groups have been concerned about the need to improve the quality of instruction in the public schools and to carry on activities state-wide which would aid local schools in providing the best possible learning experiences for students. The State Department of Education, many of the colleges and universities, and the professional organizations, such as the Ohio Education Association and its several departments, have all been active in these efforts. A desire to increase the effectiveness of such efforts has prompted representatives of these groups to work together on the following problems:

1. To find ways to increase co-ordination of state-wide efforts to improve instruction.

2. To explore ways of carrying on state-wide activities which seek to stimulate instructional improvement in local schools.

This study is concerned primarily with the underlying principles which have guided efforts to aid in meeting these two problems during the years 1953-1956. While several outstanding programs have been carried on in such fields as vocational agriculture, the focus of concern here is with activities which are primarily concerned with the total school program. Before stating the problem in more detail it seems well to examine some of the factors which contribute to the need for instructional improvement.
Factors Affecting Instructional Improvement

Among the factors affecting instructional improvement are:
changes in the nature of society which have brought resultant changes in the role of the school; an expanded school population which has increased the demand for teachers and has necessitated the employment of persons without adequate preparation for teaching.

An ever increasing body of professional knowledge, particularly in our understanding of the learning process and of child growth and development, has enlarged the extent to which improvement is possible. A greater public interest in the schools has served as a stimulus for educators to examine themselves and their practices. Then, too, new understandings have been gained about how improvement occurs. All of these factors will be examined in more detail in succeeding paragraphs.

Societal Changes

During the past century or so this country has undergone almost revolutionary changes as it has turned from a highly agricultural land to a highly industrialized one. This change has been accompanied by a dramatic shift from a largely rural population to an urban one, by a change in the role of the family, by a lessening influence of the community as a controlling force resulting from a greater degree of impersonal relationships in larger communities, and by an increased demand for vocational training.

In the 1951 Yearbook of the Association for Supervision and Curriculum Development the following conditions are listed which have affected - and effected - societal change:
Children and youth increasingly are deprived of a functional participating role in society.

In each succeeding generation, more persons are working for somebody else.

Communication in its various forms has created a delicate balance between regions and people.

Direct and specific moral responsibility is becoming increasingly difficult to assign.

Divisive forces confusing to youth operate on community life in increasing number and strength.

Society tends to become stratified on the basis of age differences, each with its own set of values and purposes, and with little reason or opportunity for one age level to communicate with another.

Increasingly, low-level occupations require higher level education and consequently higher social status.\(^1\)

These changes serve to illustrate the impact of industrial development upon what was once a rural, agricultural country.

All of these conditions and changes have had their impact upon the school and have affected the role of the school in the social order. During much of the nineteenth century the school's job was limited to the teaching of the so-called fundamental skills. At the time that might well have been quite adequate for the nature of the home was such that many social learnings occurred in the natural course of events. During the period of rapid change transportation and communication facilities have brought all parts of the world much

closer together and have, in a sense, increased the dependence of one nation upon another. This, then, necessitates new understandings on the part of all persons.

The school and professional educators have recognized the need for change, in varying degrees. In some instances a marked change in the nature of the school program can be noted. Elsewhere little change has occurred during the past fifty years. In any case, the need for the schools to prepare persons to be able, with reasonable adequacy, to meet the problems they face in our present society, is sufficient cause for a re-examination of the school's role.

As if the developments mentioned above were not sufficient cause for such re-examination, the past decade has brought advances that may well make past developments look insignificant. Atomic power promises to bring changes which it is beyond the mind of most men to envision. This assumes, of course, that man is able to keep such tremendous power from becoming a means of self-destruction. In this regard, Ernest O. Melby refers to education as "the only means we have of so changing human beings that the weapons of self-destruction will not be used." Melby goes on to say:

Atomic energy not only gave humanity a means of self-destruction but also changed the nature of our world, altered the potentialities of human progress, and magnified the complexity and urgency of problems in human relations. Thus the stakes are greater, the penalties for failure are more frightening, and the rewards for success are more promising. The great crisis, the real crisis in education, is not that of extending present education to growing numbers. It is rather the development of a new
and greater education with the power to bring freedom to a triumphant victory on a world-wide basis.\(^2\)

Thus, Melby conveys the urgency of the task facing education.

In an age when scientific discovery and invention promises to continue to have a tremendous impact upon society, one of the problems the school faces—possibly the most crucial one—is to help persons deal with the fact of change. Some one has said that the only certainty we face is the inevitability of change. Without getting involved in a philosophical discussion about this statement, it is at least safe to say that the rate of change with which persons must deal has increased almost astronomically. This, in itself, necessitates a re-thinking of the role the school should play in society, and therefore, those concerned with the public schools must re-examine this role with a view to more adequately meeting the needs of the present and anticipating those of the future.

**School Population and Teacher Supply**

The size of the school population has been affected by two major factors in recent years. One has been the greatly expanded concept of public education which has resulted in secondary education being made available to and required by all. The past fifty years have brought about a tremendous gain in enrollments at the secondary

school level. In 1900, for example, only eleven per cent of those in the 14-17 age group were in school. By 1954, eighty per cent of those in the same age group were so enrolled.

The second factor, a marked increase in the birth rate, is of more recent origin. In the past decade, births exceeded the three million mark for the first time in the history of the country and in 1954 there were over four million children born. In Ohio alone, for example, almost twice as many children were born in 1953 as in 1939. Predictions for the future are somewhat uncertain, of course, but it would seem quite certain that when the babies born in the present decade grow up and begin having babies of their own another upswing in the number of births will occur. Whatever the future may bring one thing is certain: "The children already born will tax our educational system severely for twenty years to come."³

The results of these two factors have already combined to provide a substantial increase in the number of students in school. This, of course, has contributed to an increased demand for teachers. To meet the estimated increase in school population Ohio alone will require an additional 17,000 teachers in the period from 1954 to 1960. At the moment the schools are attempting to educate the crop of so-called "war babies" with teachers born in a depression era when the birth rate was markedly lower. Thus, at the very time the need is

³The Fund for the Advancement of Education. Teachers for Tomorrow, 1955, p. 8.
greatest, the potential source of supply of teachers has diminished.

Retirements and persons leaving the teaching profession for other reasons result in almost a ten per cent turnover each year. In Ohio in 1955 this meant 5,165 new teachers had to be hired solely as replacements, quite apart from the need for additional staff brought about by the increased school population.

Colleges and universities have been unable to keep up with this demand for teachers. Nationally, twenty per cent of the college graduates of the period 1953-1955 have entered teaching. If the need for new teachers during the next ten years were to be met from this source alone, it would require that over fifty per cent of all college graduates enter teaching. In Ohio, between two and three thousand more new teachers must be found each year, between now and 1960, than the colleges of the state are producing.

Thus, to meet the need for more teachers, school officials have been forced to employ persons who fail to meet minimum certification requirements. In Ohio, too, about half of the elementary school teachers have not completed their college degrees. Many of these were properly certificated under regulations now revised, but nonetheless, the level of their training does not meet that which is considered minimal today. Helping all of these persons obtain a more adequate background for teaching does contribute to the improvement of instruction but, at the same time, the fact that there are persons who cannot meet minimum certification requirements makes the task even more immense. Furthermore, there is every indication that the conditions which have produced the need to employ inadequately
certificated teachers are going to get worse before they become better. Therefore, meeting the need for help to be given to these persons is likely to become a major part of activities directed toward instructional improvement.4

Public Interest in Schools

Public interest in the schools is not a new or an unusual phenomenon in this country. It is quite a natural thing for citizens in a democratic society to show concern for and interest in their social institutions. The past decade, however, has seen a heightening of this interest. Beginning in 1950 with LIFE magazine's outstanding issue on the schools, articles concerning public education have become quite commonplace in the so-called popular magazines.

Some of this greater interest has taken the form of outright attacks on the schools. Much of it has, however, taken the form of genuine concern and has been expressed in the form of constructive criticism or in a willingness to help professional educators work to improve the schools of the country. Gradually, the profession has come to distinguish between the two types of interest and to deal with them in quite different ways. A resolution passed by the convention of the National Education Association in 1951 recognizes this distinction when it says:

The National Education Association believes that one of the year's most challenging problems is presented by

4Note. Statistical data in this section have been drawn from Teachers for Tomorrow, previously cited, and from What Faces Ohio's Public Schools?, a preliminary report of the Ohio School Survey Committee, Columbus, 1954.
attacks of front organizations and pressure groups on the public schools, their teachers, and administrators, and on the quality of instruction. The Association believes in and welcomes honest and constructive criticism, but condemns general and irresponsible attack on the schools. Often the real purpose of such attacks is found to be the reduction of school costs and the curtailment of the public school program. These attacks must be defeated thru the efforts of thoughtful teachers, parents, and other citizens in their local, state, and national civic and professional organizations working cooperatively toward the improvement of the public schools.5

Organizations such as the National Citizens Commission for the Public Schools have "spark plugged" considerable constructive interest in schools on the part of the public. The Basic Principles of the Commission reflect a very genuine concern to improve public education in the United States:

The problem of its children's schools lies at the heart of a free society. None of man's public institutions has a deeper effect upon his conduct as a citizen, whether of the community, of the nation, or of the world.

The goal of our public schools should be to make the best in education available to every American child on completely equal terms.

Public school education should be constantly reappraised and kept responsive both to our educational traditions and to the changing times.

With these basic beliefs in mind, the National Citizens Commission for the Public Schools has set for itself two immediate goals:

To help Americans realize how important our public schools are to our expanding democracy.

5National Education Association. Proceedings of the Eighty-Ninth Annual Meeting, 1951, LXXXIX, pp. 124-26, 134-35. The resolution was amended at the convention but does not appear in amended form in the Proceedings. The above quotation has been assembled from the report of action on the resolution.
To arouse in each community the intelligence and will to improve our public schools.®

Regardless of its form, however, the heightened interest has caused professional educators to examine their own work with greater care, and to learn to work with laymen with greater effectiveness in seeking to improve the public schools.

**Increased Body of Professional Knowledge**

As with other professions and, as a matter of fact, with much, if not all of our understandings, the so-called body of knowledge of immediate concern to educators is not a static thing. Research and discovery have become by-words of the times and such areas of study as the learning process and child growth and development have been no exception.

If the masters theses and doctoral dissertations are any indication of the number of new understandings gleaned in the field of education there is much that is "new." One of the problems has been to get this information to the place where it will do some good.®

During the past half century or so much has been learned about the process of learning. It was once believed that learning was merely a "pouring in" process. The knowledge was there—all one had to do was somehow to absorb it. Now the process of learning is thought of as a

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®One such attempt has been made by the *NEA Journal* in its "Research Says . . ." series.
search for meaning, the creation of new understandings. Change in behavior is said to be the indicator of whether a person has learned. The mere ability to mimic the ideas of others—to throw back the "right" answers—is now thought to be a most inadequate indication that learning has taken place. With this changed concept, educators have struggled with ways in which learning, in this sense, can be carried on. Despite a reflection of this change in most of the preservice preparation programs, there is still much which passes as education in the public schools which is based on the theory that knowledge is something one "pours in." This approach to education is also sensed in much of the negative criticism of the schools.

Studies of the way in which children grow and develop have marked this era of educational research. The works of Jennings, Gesell, Millard, Olson and others have helped teachers understand that each child is a unique individual, with a unique pattern of growth, a unique rate of growth and with unique characteristics which affect his ability to learn. This has thrown into "a cocked hat" the assumption that all eight year olds were somehow alike and that the same things were to be expected of all of them—and at the same time!

Still another area in which many new understandings have been gleaned is that described by such terms as human relations, group dynamics, inter-personal relations, and so on. The work of Lewin is particularly notable here. Through his research and that of many who studied with him much has been learned about how persons operate in groups. The "sociology of the classroom" has become an area for
investigation. Here, the work of Lewin, Lippett, and White has contributed to understandings about the effect of "climate" on learning. The National Training Laboratory in Group Development has also contributed in this field.

These three areas of professional knowledge help to illustrate the fact that educators have a full-time job on their hands to keep up with "what's new."

How Change Occurs

At the same time the factors previously discussed have contributed to the need for and the possibility of improving instruction, new understandings have been developed about how such improvement or change occurs. It was believed at one time that the school program could be improved merely by changing the "course of study," or by developing a new curriculum guide, or by a change in policy or procedure resulting from administrative dictum. No doubt some change did result from these procedures. It is open to question, however, how basic or long lasting it was.

Now many educators have come to believe that if the school program is to be improved, needed changes must be wrought in the attitudes and understandings of persons responsible for the teaching-learning situation. These, in turn, need to result in operational changes in behavior as these persons work with students. Change that makes a difference in the teaching-learning situation must not be assumed from mere paper changes or a verbal expression of change.

Hence, improvement of instruction necessitates improvement in
the understandings of persons and improvement in their ability to apply these understandings as they aid in the guiding of learning activities.

Described in these terms, the task of improving instruction involves a learning situation for educators closely parallel to that faced by students in the school. The problem then becomes one of utilizing the best that is known about the learning process as one seeks to improve the school program.

Ways of Working to Improve Instruction

A good many resources and ways of working are available to educators seeking to improve instruction in the schools. In an article describing the results of a survey of in-service education practices in Ohio, Pauline Bryant lists the following as the most frequently reported activities: professional meetings, university courses, workshops, study groups, observations, promotion of community projects, and travel. To this list might be added such activities as the reading of professional literature, individual child study, and a detailing of types of professional meetings like: pre-school conferences, post-school conferences, well-planned faculty meetings during the school year, committee meetings to deal with a special problem, department meetings, grade-level meetings, and so on. In addition

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to activities which are largely originated by the local school dis-
trict or the building unit there are the various district, state and
national meetings, workshops and other activities which are aimed at
the improvement of instruction.

On the state-level, education associations sponsor regional
institutes, offer consultant services to local schools, publish pro-
fessional magazines, and serve as spokesmen for the profession state-
wide. The various departments of these associations carry on activi-
ties which seek to meet the needs of various segments of the pro-
fession. Among these are: Classroom teachers as a group, elementary
school principals, high school principals, superintendents, curriculum
directors, and teachers in the various subject areas.

Colleges and universities provide extension courses, special
summer courses and workshops, and consultant help to individual
schools, among other services.

State departments of education give varying degrees of leader-
ship in providing stimulus to local schools in the area of instruc-
tional improvement.

Development of the Problem

As was stated in the opening paragraph of this chapter, Ohio
has been involved in many state-wide activities aimed at instructional
improvement. Professional organizations, universities and colleges,
and the State Department of Education have all engaged in developing
activities to aid professional educators in improving educational
programs for students. Many educators in Ohio have been concerned
about the implications of the factors presented earlier in the chapter.

Representatives of the various professional organizations, of several of the universities and colleges, and of the State Department of Education began to ask themselves how well the job of improving instruction was being carried on in Ohio and what more might be done to strengthen present activities.

As an initial step in planning new programs it seemed well to take stock of what state-wide activities there were, and to seek ways of co-ordinating these efforts. Thus, a conference was called to which representatives of many of the groups concerned were invited. This conference has now become an annual event and the number of groups represented has been expanded.

A series of area workshops was planned by these groups as an aid to the stimulus of instructional improvement in local schools. The apparent success of this venture led to the planning of further activities to improve instruction.

This, then, is essentially a descriptive study of these two types of activity. They were consciously planned in the light of certain directing principles, some explicitly stated and others inferred from the actions taken. Inferences have been drawn about apparent cause and effect relationships between the results of the activities and the principles used.

In the past there has been a tendency merely to copy the actions of others, rather than to plan actions appropriate to a given situation, with an understanding of the principles guiding the actions of
others. It is the opinion of some, for example, that much of the criticism directed toward "progressive education" came because some persons attempting to teach under that label saw only the actions of "learn by doing," thinking that any "doing" was learning. They failed to understand the underlying principles and to see their applicability in particular learning situations. The importance of principles and the way in which they are applied are recognized in the focus of this study for it is believed that the value of these activities to others lies in an understanding of the underlying principles directing them.

Statement of the Problem

Therefore the problem may be stated thus: To appraise principles of operation followed in carrying on certain state-wide efforts to improve instruction in the public schools. It is hypothesized that: The degree of effectiveness of state-wide activities which seek to improve instruction is increased if certain principles of operation are followed.

Certain principles, in this instance, refers to those set forth in this study, rather than to just any set of principles. Further, the use of any one - or all of these together - would aid in the effectiveness of these activities.

The assumptions upon which this study is based are:

1. Teacher growth results in a more effective learning experience for students.
2. A study of local school problems by a school staff promotes teacher growth.

3. Co-operative, co-ordinated efforts to improve instruction tend to produce more effective results than sporadic, independent efforts of state-wide organizations and institutions.

Overview of the Study

In order to provide an understanding of the background for this study, Chapter II contains a review of some of the state-wide programs being carried on to improve instruction in Ohio. Activities in existence prior to those upon which this study is focused are included as well as ones which were carried on simultaneously.

In Chapter III, certain points of view concerning curriculum development and instructional improvement are presented. Several notable programs for improving instruction in other states are described briefly. The applicability of principles of learning to these procedures is suggested and from this discussion certain principles are stated which guided many of the activities reported in Chapters IV and V.

A series of annual conferences has been held in an attempt to co-ordinate more effectively state-wide activities to improve instruction in the public schools of Ohio. The planning and carrying out of these conferences is reported in Chapter IV, together with a discussion of the utilization of the principles reviewed in Chapter III.
Chapter V reports the development of a series of state-wide efforts to improve instruction in local schools. Particular emphasis is placed on a survey of needs, on the carrying on of a series of workshops, and on the planning of two intensive leadership training conferences. Again, the utilization of certain principles receives emphasis.

A review of the applicability of the principles discussed in Chapter III to the activities reported in Chapter IV and V is found in Chapter VI. Following this review, implications of these principles are stated which would be of aid to others in planning and carrying out similar activities.

Looking ahead, appropriate next steps in Ohio are suggested in Chapter VII, together with suggestions about how the principles might be utilized in other states, and in instructional improvement activities in local schools. A study of this nature is a prelude to further research and several possibilities are reviewed in this chapter too.

Since much of the material referred to in Chapters IV and V is not readily available, the appendixes contain those reports and other information to which the reader might wish to refer.
CHAPTER II

BACKGROUND OF THE STUDY

State-wide efforts to improve instruction in the public schools have been the concern of many groups in Ohio. Among them are the Ohio Education Association and its several departments, many of the colleges and universities, and the State Department of Education. In order to understand the general setting for the activities reported in Chapters IV and V, the work of these groups will be reviewed briefly.

Also, during the time encompassed by this study, a State School Survey Committee was appointed by the legislature. This group directed a comprehensive survey of school needs in the state. The interest this survey generated as well as the recommendations made need to be recognized here. A further stimulus to the study of school problems was provided by state and local conferences held in preparation for the White House Conference on Education.

The Work of Professional Organizations

In Ohio, nearly all of the professional educators of the state are members of the Ohio Education Association. This parent body and its many departments have contributed a considerable degree of leadership to efforts directed toward the improvement of instruction.

The Ohio State Teachers Association had as one of its objectives, over one hundred years ago, "to improve Teachers, and elevate the Profession of Teaching." It was of special interest to find the
following thoughts expressed in a report of the Executive Committee of the Association and reported in the Ohio Journal of Education, in 1852:

In order to elevate the Profession of Teaching, the Committee has principally relied upon the holding of Teachers' Institutes. Probably no other instrumentality, in so short a time and at so little expense can effect so great and extensive a work for the improvement of Teachers, as well conducted Institutes.\(^1\)

This report goes on to state that the major obstacle in the way of holding institutes was in finding adequate personnel to staff them. The chairman of the Executive Committee of the State Teachers' Association, therefore, left his school to "devote himself wholly to this work." Apparently he was the first director of field work for what was to become the Ohio Education Association. At that time there was no state superintendent of schools and this organization of professional educators assumed the responsibility for giving leadership to "the improvement of teaching." This brief flight into history illustrates the long-standing concern of the Ohio Education Association for the need to improve instruction in the schools.

Commission on the Improvement of Education in Ohio

Within the last decade a renewed concern for the Ohio Education Association's role in improving instruction has taken the form of the establishment of the Commission on the Improvement of Education

in Ohio. Among its notable activities has been an annual Conference on Instruction.

The development of this Commission is an interesting story in itself. Apparently the seed of the idea was planted at a regional conference of the National Education Association's Commission on Teacher Education and Professional Standards, held in Indianapolis in January, 1949. In November of that year the Ohio Education Association's Executive Committee approved the appointment of a "Committee on Ohio's School Program."\(^2\) This Committee presented the following recommendation to the executive committee at its December meeting:

> It is recommended that the OEA establish a new commission, to be known as the Commission on the Educational Program of the Schools. This commission should be a continuing agency of nine persons serving three year terms, one-third of the membership being new each year, to be appointed by the president. It should include persons representing a variety of professional educational functions and interests. Effort should be made to appoint persons, who, in addition to having notable competency in their special areas of work, also have a broad vision of the needs of the educational program of the state. The commission should be empowered to designate consultants for particular projects.\(^3\)

Thus it was that a new group within the Ohio Education Association became charged with the responsibility of giving professional leadership to instructional improvement. In discussing the fact that many of these improvements require only increased vision and the development of greater competence on the part of members of the profession,

\(^2\)Ohio Schools, XXVII (December, 1949), p. 439.
\(^3\)Ohio Schools, XXVIII (January, 1950), p. 46.
A. L. Mattoon comments on the "great and unique opportunity" of the Association:

It (the OEA) is the only agency in the state through which all members of the profession, in whatever field of academic interest or other educational function and on whatever level of the school program, can work together with complete mutuality of interest and concern for the betterment of the school experiences of children, youth and adults in Ohio. The power of the organized teaching profession to improve its own contribution to the educational effort of the community is not to be underestimated. This power is channeled through the Ohio Education Association and, rightly exerted, can bring about vast improvements in the educational opportunity and achievement in the state.4

In defining its job the Commission at its first meeting agreed to ask members of the profession to submit specific problems within these areas: curriculum, methods of teaching, guidance, evaluation practices, and co-operative planning of the school program.5 Teacher welfare problems were specifically excluded. From the problems thus suggested the Commission planned to select those of most common concern and then obtain expert help in studying the problems. Published materials, as well as workshops and conferences were to serve as media of communication.

Concluding his article, Mr. Mattoon says "This is the first opportunity which the profession has had to take the leadership in improving the educational structure of which they are a part."6 He


5Ibid., p. 130.

6Ibid., p. 131.
stressed the fact, however, that the success of the Commission's work rested with each and every member of the profession.

During this same period of time, it is interesting to note several of the recommendations of the Ohio delegation attending the regional conference of the National Commission on Teacher Education and Professional Standards in January, 1950.

A. For Immediate Action

1. The development of a handbook, defining in-service training, listing available resources for in-service training in the education of teachers, and suggesting methods and techniques of providing in-service training.

2. That officers and leaders of local teacher groups be provided instruction in in-service training needs and techniques, as a part of the Leadership Conference Program of the OEA.

3. That teacher-education institutions be encouraged to provide in-service guidance and counseling for recent graduates, including job visitation and regional conferences where feasible, with co-operation among teacher education institutions.

B. For Long Range Consideration

2. That local teacher groups be encouraged to take the initiative in promoting the improvement of instruction through in-service education and in developing techniques and programs most effective in their local situations.7

These recommendations seem to be quite in line with the work of the Commission on the Improvement of Education in Ohio described

7Ibid., pp. 133-134.
by Mr. Mattoon. Apparently, there was not a clear-cut agreement about 
the province of the two commissions—or for that matter, of how such 
recommendations might be implemented. The Ohio Commission on Teacher 
Education and Professional Standards did, however, hold a conference 
on "In-Service Education" in May of 1950. This conference was open 
to both lay and professional persons.®

In the minds of several Ohio Education Association staff members, 
the responsibility of the Commission on the Improvement of Education 
lay in in-service education while the Commission on Teacher Education 
and Professional Standards was concerned primarily with pre-service 
education and recruitment.

Returning to the work of the newly-formed commission, Paul Smith 
describes its early efforts thus:

The Commission began its work by asking the Classroom 
Teachers Associations in our state to define what they 
considered the most pertinent problems confronting our 
schools today in regard to educational betterment. This 
"grassroots" approach provided a wealth of basic material 
from which to make a beginning. The Commission then de­
cided to hold an experimental educational conference of 
classroom teachers in order to observe their reactions and 
to study the results.9

This conference was held at Bellaire in the fall of 1950. School 
staffs from Bellaire, Martins Ferry, Bridgeport and Shadyside partici­
pated together with representatives of some twenty other school 
systems in the area.

®Reported in Ohio Schools, XXVIII (September, 1950), p. 268.

9Paul F. Smith. "An Opening Door," Ohio Schools, XXIX 
(February, 1951), pp. 62-63. Also reported in "Chain Reaction," a 
pamphlet published by the Ohio Education Association, 1951.
Certain criteria were followed in the development of this original conference. First, it was decided that the number of conferees should be limited to not more than three hundred so that emphasis could be placed on individual participation. Second, the Commission wished to depart from the workshop procedure in which discussions and associations are limited to a given field or area. It believed that emphasis should be given to the total process of education, as in a well integrated program. Third, it was decided that the conference leadership, speakers and group leaders, should be of the highest caliber obtainable in the state. Also, that at least one should be of national prominence.10

The responsibility for local conference arrangements was assumed by the four school systems. A conference pattern was established which it was hoped others would follow.

According to the Field Director of the Ohio Education Association, who served as staff representative to the Commission, much of its first year was spent in "looking for laudable in-service education programs." It wrestled with the issue of whether volunteer efforts by teacher groups and other professional agencies accomplished most toward the improvement of instruction or whether so-called mandated efforts by individual school systems were the answer. Basically, this was an attempt to answer the question: "What is the agency for the improvement of instruction?"

Early in 1951 the energies of several Commission members were directed toward the planning and carrying out of another kind of activity: a regional (Ohio, Indiana, Michigan) instruction

10Ibid.
conference sponsored by the National Education Association. This conference was held in Toledo in April of 1951.

Willard Givens, then Executive Secretary of the N.E.A., described the conference thus:

This conference will be an experimental meeting developed in co-operation with state and local associations in the Toledo area. We hope to inaugurate a unique program of instructional service to education. The Toledo meeting is expected to mark the beginning of a schedule of similar conferences in other areas where state and local associations are interested.\(^1\)\(^\text{11, 12}\)

In a report to the N.E.A. Executive Committee these purposes for the conference were given:

The basic purposes are: (a) to bring together teachers of various levels and subjects; (b) to deal with the inter-relationships of various levels and fields of instruction and (c) to help the participants narrow the gap between research findings and school practices.\(^1\)\(^\text{13}\)

This was an attempt by a national organization to rally the forces of major professional groups concerned in order to make a concerted attack on problems of improving instruction. Probably the most significant contribution of this conference was to suggest to

\(^{11}\)Ohio Schools, XXVIII (December, 1950), p. 438.

\(^{12}\)Similar regional conferences were held in Minneapolis in 1954, in Denver in 1955, and in Boston in 1956. At the moment problems of integration seem to have given a temporary set-back to such efforts. Conferences scheduled in border states apparently will have to be held for the two races separately since "voluntary association" of the races is looked upon with greater disfavor by "the folks back home" than is such association at a national convention where there is regular business to be transacted. Separate meetings would be contrary to the NEA's stand on the issue—hence the present dilemma.

state, regional and local professional groups a more effective way to bring about betterment of the school program. There was value in another way as well. To have the organization of the teaching profession publicly concerned with instructional matters, rather than solely with matters of professional welfare, undoubtedly did much to improve the public's attitude toward such a group.

The Toledo Conference had its effect upon the work of the Commission on the Improvement of Education in Ohio. In the fall of 1951 the Commission began plans for a state-wide conference on instruction, patterned after the Toledo Conference. The Ohio Education Association Executive Committee voted to give financial support to this undertaking.14

This first "Ohio Conference on Instruction" was based on the theme "Working Together for the Improvement of the Educational Program." Over 600 teachers and administrators were invited to attend the three-day conference held at the Student Union Building on The Ohio State University campus in March of 1952. Some twenty work groups discussed topics pertinent to the general theme.15

In a review of the meeting the sole purpose was stated as:
"The use of the professional organization's personnel resources for bettering instructional services to youth."16


15Ohio Schools, XXX (February, 1952), p. 68.

Appraisals of the conference brought these reactions at the final evaluation session:

To the high school senior, it brought a new awareness of the extent to which the teacher and the administrator were interested in his and her opinion.

To the classroom teacher, it was a success because students, teachers, administrators, and college professors could sit down together and discuss educational problems from the essential four-dimensional point of view.

To the superintendent, it was significant for its tensionless, thought-talking and testing characteristics.

To the college representative, it re-enforced the fact that the college is a working part in the educational system and is an integral element in the service concept of education that is going beyond the relationships of the past. 17

During this same period of time, the Commission's efforts were felt in other ways. The Northeast Ohio Teachers Association planned and carried on its spring meeting as a conference on instruction. In 1952, the theme was "Improving Instruction Through an Honest Look at Ourselves."18 A similar type of meeting was instituted in the Dayton area. In 1953, a nine-county unit surrounding Dayton broke away from the Central Ohio Teachers Association and formed a new Ohio Education Association district. At that time the new conference pattern became the one for their two-day fall conference.

In addition, there was some definite re-emphasis on problems of improving instruction to be noted in other county and district meetings. Many counties began having three-day pre-school conferences.

17 Ibid.

18 Ohio Schools, "NEOTA Seeks Ways of Improving Instruction," XXX (September, 1952), p. 262.
These replaced county institutes, many of which had degenerated from "how-to-do-it" sessions to one-day "speech-making" conferences.

The second state-wide Conference on Instruction was held in 1953. Apparently the Commission began to focus on this conference as its major undertaking. Early in 1954, however, minutes of the Executive Committee of the Ohio Education Association do report the assigning to the Commission the responsibility of "developing standards and procedures for accreditation of elementary schools." 19

Following the 1954 conference, Commission members noted with interest the fact that over half of the participants were "first timers." This indicated to them that this experience was being had by more and more educators throughout the state. In the five conferences held, it is estimated that over 1800 different persons have attended.

At the close of each conference "Workgroup Reports" were distributed reporting the deliberations of the conferees. These were intended to do more than act merely as "memory refreshers" for the participants, as noted in the article reporting the 1954 conference.

The published reports, accompanied by the printed program and instructions for participants, were planned as a basis for local in-service programs and as guides to local instructional conferences over the state. 20

As with the NEA Regional Conference on Instruction, this conference was planned as an illustration of a process as well as to be a valuable

19 Ohio Schools, XXXII (March, 1954), p. 42.

experience for the participant in terms of the content discussed.

In 1955 and 1956 the Fourth\textsuperscript{21} and Fifth\textsuperscript{22} Conferences on Instruction were held. The pattern followed was not changed substantially from those previously reported.

The report of the 1956 Conference points out some strengths of this type of program and suggests a possible direction for the future.

Evaluating the conference at the closing session on Saturday, a panel found satisfaction in the many evidences that teachers could get together to solve problems, and in its proof of what could be done through the "co-oper-action" procedure. It found conference incentive for more planning back home and stressed "what we do differently back home" as the final test of conference success. It suggested consideration of a follow-up plan including drive-in conferences and local meetings to bring the conference benefits to more educators over the state.\textsuperscript{23}

School Affairs Round Table

Another Ohio Education Association sponsored activity which has served to focus the attention of laymen and professional educators on important school problems has been the School Affairs Round Table. Initiated in 1952, it has since become an annual affair at which

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representatives of major state-wide business, labor, farm, women's, veterans', civic, and other such organizations meet with a small group of professional educators to discuss problems facing the schools.

In writing about this first "Round Table," A. L. Mattoon described the thinking of the Ohio Education Association's Executive Committee thus:

. . . major school problems are so immense that only through mutual school-lay understanding, interest, and action can any solution be achieved. Some of these school problems have so many ramifications that no one person or organization today has the answers. But the answers must be found.

Through a joint exploration of these knotty problems, it is hoped that there may be not only far greater understanding of the problems but also a mutual interest in finding remedies.

We educators cannot afford to underestimate the sincere interest of most lay citizens in the problems and welfare of our schools . . . Too often we lose sight of the fact that adequate opportunity must be given if there is to be an expression of lay interest in school affairs.24

It is interesting to note that while problems of instruction were seen as important by two of the "keynoters," a board member expressing it as the need to create "enthusiasm and stimulus for increasing the academic stature of the staff," and a superintendent saying "improvement in quality of instruction" was important, this was not one of the problems selected by the group for emphasis. Rather,

these four were chosen: (1) teacher supply; (2) school housing; (3) district organization; and (4) school finance.

Nonetheless, here were the beginnings of an opportunity for laymen and educators to work toward the solution to major school problems. Committees were set up to give serious study to the four problems and they met in the months following the "Round Table."

The Educational Council

Research studies receive emphasis from the Ohio Education Association's Educational Council. Recommendations from these studies are presented to the Representative Assembly of the Ohio Education Association. Several of the studies undertaken recently are of interest here. In 1951 a survey was made of the value of college courses offered, both at the pre-service and in-service levels. Initial results seemed inconclusive but further study was recommended.

A detailed study along similar lines was carried on in 1954. It dealt with "Development of University Extension Services for the Public Schools in Ohio." Primary attention was given to field service work of a consultant nature rather than of course offerings. Data were gathered from public school personnel, both teachers and administrators, and from seven universities in Ohio as well as twenty-seven universities outside of the state. Among the suggestions of public school persons for professors of education were that they "should know more about public schools; should have a first-hand knowledge of problems; should have had public school experiences;
and should continue their contacts with public schools."

Conclusions and recommendations of the Council's Committee making this study were as follows:

Conclusions

1. The public schools, faced with rising enrollments, inadequate school plants, and serious personnel shortages, have great need for competent, professional assistance in analyzing and finding solutions to a variety of problems. They look to the universities for such assistance, and rightfully so.

2. Under proper arrangements, such services by universities promote the in-service growth of both public school and university staff members, and enable both to be more effective in their other activities. The universities also gain necessary opportunities for research and for field experience for their students.

3. Each state university should provide an adequate field service staff, and this staff should be available to the public schools of the state according to definite institutional arrangements in regard to scheduling, compensation, and total work load.

4. The cost of field services should be shared by the universities and the public schools. The universities' share should be proportionate to the values they receive in the form of opportunities for research, teaching, and in-service growth of their faculties.

5. The establishment of field service policies and periodic evaluation of the effectiveness of the programs should be co-operative undertakings between the universities and the public schools working by regions within the state.

Recommendations

1. That each state university in Ohio, in co-operation with the public schools of its area, establish a suitable plan for more adequate service to the public schools.

2. That the next biennial budget of each state university provide adequate funds for supporting field service activities.

3. That the laws of the state be amended as needed to permit all boards of education to spend public funds for such assistance from colleges and universities.26

Research and planning activities of the Ohio Education Association were reviewed by a joint committee of the Ohio Education Association and the Educational Council in 1955. Primary emphasis was upon greater co-ordination of research efforts. Among the goals to be sought in any organizational changes for the Ohio Education Association, the joint committee listed these:

- More effective communication and greater cooperation among the many subgroups of the O.E.A. and between the O.E.A. and the field.

- Proper coordination of the research efforts of the O.E.A., the State Department of Education, the colleges and universities, and other agencies.27

In order to bring about these and other goals listed the following steps were suggested:

26Ibid.

1. Hold periodic workshop meetings of all officers of the O.E.A. and its subgroups and possibly of all members of the various committees, commissions and boards, these meetings to be devoted to appraisal of past activities and the planning for the future.

2. Increasingly focus the efforts of the Educational Council on the planning and evaluation of research studies, with a corresponding decrease in time spent by Educational Council members on the actual doing of the research.

3. Explore with the State Department of Education, the colleges and universities, and other agencies, the possibility of a research council or other device for coordinating research efforts.28

A major recommendation of the committee was as follows:

1. That the Executive Committee arrange during 1956 a workshop meeting of the chairman and president of the various O.E.A. departments, committees, and commissions and a limited number of other selected persons to evaluate the present status of the organization, suggest plans for its improvement, and to study the three above suggestions.29

Another study of the Educational Council in 1955 was concerned with ways of developing a co-operative study of school problems involving parents, teachers, administrators and students. The end result of such a procedure would not only be the direct improvement of the schools, but also of the relationships between the groups

28 Ibid.

29 Ibid.
involved. After a survey of the literature, the distribution of a questionnaire to determine current school practices, and the use of personal interviews to follow-up on information gained through the use of the questionnaire, the committee reported its findings, illustrating them through the use of a case study.

According to the committee, the success of efforts illustrated by the case study was due to the utilization of certain principles. These principles concerned the need to: have an organizational pattern permitting flexible, shared leadership; utilize cooperative planning and increased participation; establish open channels of communication; develop a climate of respect for differences in points of view, and to utilize these differences in developing greater insights; and combine continuous planning with continuous evaluation.

Recommendations included the need for training in effective use of conference techniques in both pre-service and in-service programs and went on to suggest that the Commission on Teacher Education and Professional Standards seek to implement the recommendations in Ohio's teacher education institutions. In addition, this recommendation was made:

That principles of democratic group process, including co-operating, planning, thinking, executing, and evaluating, be utilized between administrators and teachers, between teachers and students, and among administrators, teachers, parents, and other citizens involved in the school program.30

30 Ibid., p. 15.
The Ohio High School Principals Association

Problems of instructional improvement have been a long-standing focus of interest of the Ohio High School Principals Association. Twenty years ago they initiated a state-wide study of secondary education as they sought an answer to the question: "What constitutes appropriate education for the great group of adolescents now enrolled in our schools—a group so heterogeneous as to represent all the social, intellectual, and economic levels in our society?"31

During the school year 1936-37 over one-hundred principals conducted "a cooperative study in some phase of their respective own school programs."32

The purpose of these many studies was:

... to discover in Ohio high schools, innovating and significant practices which may form the basis for further study and point the way to improvement in our whole secondary school program.33

At the same time these studies were being conducted, principals were meeting in regional groups to clarify their thinking about basic aims of education and, to the degree possible, evaluate their practices in the light of these aims.

Leaders in this movement noted the need for the whole-hearted co-operation of all persons in secondary education and related fields if real progress were to be made.


32Ibid.

33Ibid.
Only as all workers are stimulated to assist in formulating policy, in defining goals and in analyzing and evaluating their own work, will the program of this organization be on a sound and permanent basis. For these reasons, one of the early proposals was the formation of a truly representative Central Committee to advise and assist the Association in its work.34

Persons who had accepted membership on this committee were largely principals, superintendents, or university staff members. It was thought that representatives of county schools, classroom teachers, and interested laymen might be added later.

The description of the Committee's function seems quite significant:

This is essentially a working committee, interested only in improvement in the practices of our secondary schools. It has no program to "put over," no propaganda to expound, no institution to publicize, no individual to glorify. It hopes only to serve the boys and girls of the state.35

Among the agenda items for the annual meeting of the Association in April of 1937 were these:

. . . plans will be formulated for the continuance and expansion of studies already begun, particularly the work of curriculum modification and adaptation; a conference group will probably be formed in each section of the state, so that every worker in secondary education may have an opportunity to engage in group thinking for the purpose of formulating plans and policies which in turn may improve classroom procedures in every school in the state . . . 36

34 Ibid.

35 Ibid.

36 Ibid.
In addition, attention was to be given to means of creating public opinion which would be supportive of new educational developments. It was held that such developments were the basis for permanent progress in the democratic society.

Later in the same year fourteen districts were established throughout the state and principals within each district were to meet "as often as possible during the year and work on a problem which they (had) chosen for study." Most of the problems were based on the Ohio High School Standards (1937) and included among them was the following: "The improvement of instruction and the continuous study of educational problems."

This type of pattern for district discussion group meetings was being fostered nation-wide at that time by the National Association of Secondary School Principals. These district meetings were the beginnings of the High School Principals' Discussion Groups, now twenty-one in number.

The "Proposed Plan for Curriculum Reorganization in Secondary Schools of Ohio," which called for experimentation on the part of certain schools, served as the center of interest in instructional matters for the Association during this period. In addition, considerable attention was focused on the use of the Evaluative Criteria

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37 Ohio Schools, XV (December, 1937), p. 467.

38 Ibid.

In improving school programs. 40

In 1941, the Fall Meeting of the Association passed a resolution calling for the establishment of a Division of Secondary Education in the State Department of Education. As functions of the Division the Association listed: dissemination of accepted practices and procedures in secondary education, aid in revising the High School Standards, and "mobilize the educational forces of the state for solving educational problems and to co-ordinate the activities of educational organizations, universities, colleges, and educational leaders." 41

Apparently the implementation of these resolutions and the active pursuance of activities previously described were impeded by World War II. The Discussion Groups did remain active 42 but seem to be the major remnant of the upsurge of interest in improving secondary education which characterized the work of the Association in the late '30's. It was not until several years after the end of the World War II that the Ohio High Schools Principals Association initiated another major effort to aid instructional improvement in Ohio.


At their fall meeting in 1950 the Association authorized a committee to develop a plan for curriculum study. This committee was to "contact the State Department of Education, the Conference of Deans, the Ohio Superintendents Association, the O.E.A., and other organizations for their cooperation in the study."43

Through the efforts of the Principals Association an Ohio Curriculum Planning Committee was organized under the chairmanship of Francis W. Brown of Ottawa Hills. In the April, 1951 meeting of the Ohio High School Principals Association, some of the early thinking of the Committee was conveyed in its report, as follows:

The Curriculum Project report stressed the attention to curriculum variations for local needs as preferable to a state-wide or uniform pattern. It emphasized the "whole child" concept as the central philosophy in any proposed curriculum change. Consultant service was offered by the project committee to schools desiring such aid, as well as by the State Department of Education and the universities. Lay recognition of the importance of a broad curriculum and the "inquiring mind" as contrasted with the 3 R's alone, and the inclusion of moral and spiritual values, were advocated.

The Curriculum Project stems from a study of possibilities of improving school curricula in the state, possibly with the establishment of an office and full-time director. Preliminary discussions have already been held with other potential co-operating agencies. Included are the State Department of Education, the deans of education of the five state universities, the Ohio Association of School Administrators, and the Ohio Education Association.44

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Apparently an early proposal of this committee was that a certain sum of money be contributed by each of the five state universities to aid in financing the salary of the director of the project. This attempt was unsuccessful. The attitude of the Inter-University Council is reflected in their action in a meeting held in December, 1951, as follows:

... that the Council endorse the curriculum project of the Ohio Curriculum Planning Committee of the Ohio Principal's Association and express its judgment that this project should be headed up in the State Department of Education; and that it pledge its assistance and support in securing funds from the State Emergency Board in case the Department is not in a position to finance the project otherwise and should decide to make application to the Emergency Board for Funds.45

When this effort to obtain funds to provide curriculum services in the state failed, the Committee proposed that all groups concerned unite in supporting legislation which would create a curriculum division in the State Department of Education. As it appeared on the proposed bill the intent was:

To establish a division of curriculum development and services in the state department of education for the purpose of assisting boards of education in studying the curriculum problems in their schools and to appropriate funds for this purpose.46

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45Minutes of the Sixty-third Meeting of the Inter-University Council of Ohio, December 14, 1951.

46Introduced as H. B. 163, 100th General Assembly of the State of Ohio, 1953-54. See Appendix A for a copy of the original proposal.
Despite the active support of major educational groups in the state, this bill was not acted upon. It was in that session of the General Assembly, however, that a state school survey was authorized, and approval was given to place a constitutional amendment before the people which would provide for a state board of education. Educators hoped, therefore, that these actions might ultimately bring about additional curriculum services from the State Department of Education.

In the fall of 1953, Committee goals included encouraging the colleges and state universities to expand their field services to schools desiring to improve their programs.

According to a report of the 1954 Spring Meeting of the Ohio High School Principals Association, attempts were again being made to obtain funds through the cooperation of the state universities to finance the "curriculum study project." This attempt was again unsuccessful and, so far as can be determined, the efforts of this particular committee ended.

In January of 1954, Francis W. Brown, Chairman of the Ohio High School Principals Association Curriculum Planning Committee, John A. Ramseyer, Director of the School-Community Development Study, and C. B. Mendenhall, then a Project Coordinator of the School-Community Development Study, met with Ohio State University officials to discuss the establishment of a state-wide curriculum study project. The project was designed to provide schools with assistance in developing and implementing new curriculum programs. The Ohio State University agreed to provide financial assistance and professional support to the project.

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Development Study, met to consider next steps. From this initial conference grew plans for the survey of educational needs reported in Chapter V. This survey was conducted through the use of the Ohio High School Principals Association effort of many years' standing, already mentioned: The High School Principals Discussion Groups.

The Ohio Association of School Administrators

For many years the Ohio Association of School Administrators has held at least one conference yearly for its membership. These meetings, however, seldom dealt with problems directly related to instructional improvement.

In 1952, a Fall Conference was instituted. Reports of this conference show a marked difference in tone from those previously held. Problems considered were more closely related to the instructional program of the school. "Community Participation in Educational Planning" was the theme of the conference held in 1953. In 1954, the Conference was highlighted by a debate between Drs. Alan Griffin and Arthur Bestor; the Conference theme was "The Three R's Plus." Concern for the curriculum of the school was evidenced by the many questions asked at a "Curriculum Panel."


In a workshop held in 1953 by the county superintendents, instructional problems received the major focus of attention.50

These conferences and workshops are referred to here because they serve to illustrate a notable change in the concerns of administrators in the past few years. Without doubt, one of the contributing factors to this change has been the School-Community Development Study, the Ohio Center of the Co-operative Program in Educational Administration.51

Through these conferences, administrators directed the focus of their own "in-service education" to instructional problems. Records do not indicate, however, that their association has given leadership in state-wide efforts to improve instruction.

Under the direction of the Research Committee of the Ohio Association of School Administrators, another type of activity was undertaken in 1949, "A Study of Techniques for In-Service Education in Ohio Schools."52 This study was developed after it was found that the organization and administration of in-service education was


51See final section in this chapter for further discussion of the contribution of this study.

one of the four most important problems of administrators and also one on which they wanted help.

This type of concern on the part of administrators has also been evidenced in their desire to have the Annual Summer Administrators Conference at The Ohio State University deal with the administrator's role in program improvement.

The Ohio Association For Supervision and Curriculum Development

Of all the professional organizations in Ohio, probably none is so centrally concerned with the problems of improving instruction as is the Association for Supervision and Curriculum Development. Especially since 1953, influence of this organization has gone beyond the bounds of its own membership. In that year its first summer conference was held. These conferences have dealt with the following problems:

1953 -- Cooperative Curriculum Research
   Theme: Problems of Living and Learning

1954 -- Cooperative Curriculum Improvement

1955 -- Curriculum Development

1956 -- Developing Educational Leadership

Clarification of the central purpose of the organization has led to this statement of function: to foster excellent instructional leadership in the schools of Ohio. Among the problems included within this function would be the supply of instructional leaders; the pre-service and in-service preparation of instructional leaders; research and experimentation on the practice of good instructional leadership, interrelationships of instructional leaders and other
educators; the communication of professional information. 53

Other Professional Organizations

Many additional professional organizations have contributed to the improvement of instruction, but their efforts have been devoted, primarily, to the in-service education of their own memberships. Among this group would be the Ohio Department of Elementary School Principals, the Ohio Association for Childhood Education, the Ohio Department of Classroom Teachers, and the many departments of the Ohio Education Association devoted to concerns in the various subject areas.

In the past three or four years the Ohio Department of Elementary School Principals has taken on increased responsibility for the in-service education of its members. Active committees have dealt with and reported on problems of interest to the elementary school principal. An example is the publication, By Their Bootstraps. 54

The Ohio Association for Childhood Education has operated quite effectively through its many local branches, both in school systems and in colleges.

Professional welfare matters seem to have been the dominate focus for the Classroom Teachers Department of the Ohio Education Association


Association. Through their Committee on Teacher Education and Professional Standards, however, a survey was made of techniques used for in-service education.

Within the "family of organizations" which are a part of the Ohio Education Association achieving effective communication and co-ordination has been a problem. In November, 1952 the Ohio Education Association held its first "Family Party" where each group was acquainted with the purposes and program of other groups affiliated with the Association.\(^5\) Co-ordination of expanding activities and services was a desired outcome of the "Family Party."

By the spring of 1956 problems of co-ordination had become sufficiently great that an Ohio Education Association "Family Conference" was held. Officers of the various departments, commissions and committees met with the Executive Committee of the Ohio Education Association and the Association's professional staff to become better acquainted with the varied work of the Association and to examine its structure.

Colleges and Universities

The five state universities have carried on many types of activities which have contributed to the improvement of instruction. Each university has a full summer school program in which many individual courses are offered. In addition, special emphases are

\(^5\)Ohio Schools, XXX (December, 1952), p. 424.
treated in conferences and workshops varying from a day or two to several weeks in duration (see Appendix A).

During the school year Bowling Green State University, Kent State University, Miami University, and Ohio University have offered extension courses to groups of educators in nearby communities. The Ohio State University has not developed this type of service, although it does provide for a field laboratory workshop where an instructor will work with a particular group of educators in the area on a problem selected by the group.

Co-ordination of consultative and other direct services to individual schools apparently has been a problem for the state universities. Only one, Ohio University, has had a central coordinating office for field service requests. The Bureau of Educational Research performs this function to a degree at The Ohio State University, but its work has been limited largely to the carrying on of various school surveys.

Under the guidance of the School-Community Development Study (see last section of this chapter for further description) greater co-ordination of the efforts of the several universities has been brought about, particularly in the field of school administration.

The Ohio College Association, through its Committee on Teacher Education, has been concerned primarily with undergraduate teacher preparation programs. A projected contribution of this group, however, is to compile a listing of services and facilities of Ohio's colleges which would be available to the public schools.
One co-operative undertaking of the universities deserves special mention here because of its significance for Ohio education. In 1944, the Conference of Deans of Education of the five state universities took the lead in planning a two-week workshop to consider postwar educational problems. Known as the Miami Workshop, it was sponsored by the State Department of Education, the Ohio Superintendents Association, and the Ohio Education Association in addition to the state universities. Superintendents, principals and college officials devoted their time to eleven major problems faced by Ohio educators. The report of the 1944 workshop was considered by many groups of educators throughout the state.

A second Miami Workshop was held in 1945. Participants represented a wider range of positions and interests than in 1944 and included teachers, supervisors, superintendents, principals, college personnel and laymen.

The success of the first two workshops resulted in the planning of a third. For three summers a concerted attempt was made to examine significant educational problems facing the schools of Ohio.

56 "Ohio Educators Prepare for Postwar Responsibilities," Ohio Schools, XXII (September, 1944), p. 258.


State Department of Education

In Ohio, the State Department of Education provides aid and assistance to schools seeking to improve their instructional programs. Supervisory services in special fields and school visitations by general supervisors comprise a sizable part of the Department's efforts in this respect. Finance has been one major factor limiting the work of the Department. Without adequate funds, the employment of a sufficient number of competent professional staff members is not possible. Many of its functions, as provided by law, are of a regulatory nature. Thus, with limited staff resources, many times these seem to take precedence over activities of a consultative or leadership nature.

Writing of the Department's functions and operations, the present State Superintendent of Public Instruction lists its chief responsibilities: "to give impetus to the improvement of educational opportunity in the state and to administer the distribution of state funds as required by law."

There is no division within the Department that deals exclusively with problems of curriculum and instruction. The majority of the services rendered in this area are given by the Division of Elementary and Secondary Education. This Division is charged with the responsibility of supervision over the 1134 high schools and 2945 elementary

schools in the state. The State Superintendent makes these observations about the Division:

Regular visitations are made by supervisors for the purpose of chartering, accrediting, and evaluating schools. This Division is also responsible for the development of administrative standards for all schools, the preparation of many types of educational bulletins, pamphlets, curriculum guides, and interpretation.

Services of supervisors are available for conferences, workshops, group meetings, school district reorganization, community and civic groups, on any phase of the educational program.60

Within the Division, in 1954-55, there were four secondary school supervisors, two supervisors in elementary education, and five who worked in specialized fields: music; health, physical education, recreation and safety; conservation education; and health and narcotic education.

With limited staff an amazing amount is done, but little of it is of a leadership nature. The words "are available for" in the second paragraph quoted above suggest that the staff members of the Division are willing to help in various efforts to improve instruction, but there has been little active, dynamic leadership exerted by either the Department or the Division to help the schools of the state in this task. This point of view about the Department's role in instructional improvement is based on the belief that the program of the individual school is a local responsibility and therefore

60 Ibid., p. 11.
initiation of programs for improvement should come from the local school.

In the past, isolated efforts at giving leadership in this area could be cited. Several of the elementary supervisors have defined jobs for themselves which have resulted in contributions to schools of the state that were beyond the realm of mere "supervision." The workshop-type field service project initiated in the early '40's is an example of such an activity. This provided an opportunity for school systems to take a serious look at problems they faced and, with the aid of competent consultants, plan ways to work toward the solution of such problems.

If it is recognized that curriculum building has process values and that it should include maximum participation throughout the state, then the workshop-type field service project offers an unusual opportunity for such participation and for cooperation on a state-wide basis. The selection of criteria for evaluating the elementary program throughout the state becomes a cooperative affair, with the State Department exercising its appropriate function of educational leadership in situations that are democratically conceived and carried out.61

The Divisions of Special Education and of Vocational Education provide consultant services in many special fields. In proportion to the size of the programs there seems to be much more aid available in these areas than there is to the general development of good schools.

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Recent developments make it seem more probable that a greater degree of leadership will be forthcoming from the State Department of Education. Ohio now has a state board of education and the State Superintendent of Public Instruction is appointed by the board rather than by the Governor. Some leadership functions, previously discretionary, are now mandatory and it is hoped that this may bring about more dynamic leadership.

The 100th General Assembly of the State of Ohio authorized an amendment to the state constitution which provided for a state board of education. This amendment was submitted to and passed by the voters in November, 1953. Implementing legislation, amended House Bill 212, provided that these broad responsibilities be vested in the State Board of Education:

1. To exercise policy forming, planning and evaluative functions for the public schools of the state.
2. To exercise leadership in the improvement of public education in Ohio.
3. To administer the educational policies of this state relating to public schools and public school matters, and offer consultative and advisory services in such matters to school districts of the state.62

New legal provisions have also affected the role of the State Superintendent of Public Instruction. Among his specific responsibilities, the following seem most pertinent to this study:

62 Revised Code of the State of Ohio. Section 3301.07.
To provide technical and professional assistance and advice to all school districts in reference to all aspects of education, including . . . curriculum and instruction . . .

To conduct such studies and research projects as are necessary and desirable for the improvement of public school education in Ohio, and such as may be assigned to him by the state board of education.

To prepare and submit annually to the state board of education a report of the activities of the department of education and the status, problems, and needs of education in the state of Ohio. 63

In regard to the last responsibility it is interesting to note that reports to the Governor and to the General Assembly by the State Superintendent have been quite perfunctory in the last fifteen or twenty years. They have been largely statistical in nature and have contained few, if any, recommendations concerning the quality of the instructional program of the schools of the state. The state board is now required to submit such a report to the Governor and the members of the General Assembly on "the status, needs and major problems of the public schools of Ohio, with recommendations for necessary legislative action." 64

Among the proposals now under study by the State Board of Education is a statement of "Minimum Standards for Elementary Schools of the State of Ohio." One of these standards has direct bearing on the process of improving instruction:

63Ibid., Section 3301.12.

64Ibid., Section 3301.07. Underlining added.
There shall be an in-service education program which will assure the continuous improvement of the individual staff members.

A. There shall be provisions for the orientation of beginning teachers and those new to the system.

B. There shall be provisions for individual and group growth of staff members through faculty meetings, curriculum committees, visitation programs, field laboratories and workshops, selected professional readings, and self evaluations.

The Ohio School Survey

The first comprehensive school survey in forty years was authorized by the 100th General Assembly of Ohio in 1953. Legislation provided for an eleven member Ohio School Survey Committee to direct the survey with the aid of a small professional staff. "Six study committees were organized in the fields of Instruction, Personnel and Teacher Education, State Educational Organization, Local District Organization, Housing and Transportation, and Finance." Each committee had laymen and professional educators serving as members, the former outnumbering the latter by two-to-one.

Following serious study, each of these committees made recommendations to the Survey Committee. This Committee, in turn, prepared recommendations for the consideration of members of the General Assembly.

The significance of the Survey to this study lies in two areas: First, it served to focus state-wide interest upon school problems to a degree seldom before reached; secondly, it dealt in some detail with problems of instruction. Among the recommendations of special

interest are these:

1. Curriculum councils should be established.
2. Adequate curriculum leadership and consultant services should be established.
3. Teachers who participate in curriculum work should be relieved, in part, from classroom duties.
4. More direct help and supervision should be given classroom teachers.
5. An instructional materials center should be made available to all teachers.
6. Much more time, attention, personnel, and money should be devoted to the in-service education of professional workers in the schools.

Such recommendations can become quite meaningless unless they are implemented. In the case of the recommendation concerning increased supervision, implementing legislation was included in the state foundation program. According to the provisions of the program, a supervisor might be provided for an initial group of fifty teachers and for each group of one hundred teachers thereafter. The act is not mandatory, but provides financial inducement to increase supervisory services. It has been estimated that this legislative act created the need for well over 600 additional supervisors.

The Ohio White House Conference

In order to help focus public attention on problems of education, and to provide an opportunity for the national consideration of such problems at local, state and national levels, the White House

66 Ibid., Items 1-5, pp. 28-29; item 6, p. 35. See also: Ohio Schools, XXXII (December, 1954) for a summary of a progress report of the Committee on Instruction, pp. 1-2.
Conference on Education was held in Washington late in 1955. As preparation for this conference, each state held a similar conference and there were many meetings at the local and county level—119 in Ohio alone. Two-thirds of the conference participants in Ohio were laymen.

All of these many conferences considered six questions:

1. What should our schools accomplish?
2. In what ways can we organize our schools more efficiently and economically?
3. What are our school building needs?
4. How can we get enough good teachers—and keep them?
5. How can we finance our schools—build and operate them?
6. How can we obtain a continuing public interest in education?

The first of these questions dealt with the nature of the instructional program, though not with the process of improving instruction. This series of conferences is mentioned here because, again, activities of this nature served to stimulate public interest in the field of education. Opportunity was also provided for laymen and educators to sit down together and "talk through" problems they recognized in attempting to answer questions like the six previously listed.

In Ohio, two state conferences were held, one in July, the other in October. The first conference helped to open up discussion on the questions to be considered, and to lay the ground work for local and county conference. After the local conferences, representatives


convened in Columbus where, in round-table discussions, they sought areas of agreement in the group's thinking about the six questions. As a result of the deliberations of the state conferees, the Ohio White House Conference Committee adopted sixteen recommendations which were carried to Washington together with a report of the state and local meetings. This was another state-wide effort which served to increase public concern and interest in the schools.

The School-Community Development Study

During the past five years, problems of school administration have undergone serious examination and study through the efforts of the Co-operative Program in Educational Administration. Supported by the W. K. Kellogg Foundation, eight centers were set up throughout the United States to undertake this study.

The Ohio Center, known as the School-Community Development Study, was housed on the campus of The Ohio State University. Its major purposes were:

1. to reconstruct the pre-service preparation program for educational administrators in the light of current needs,
2. to provide an adequate program for continuing the professional growth and improving the competence of administrators in service.

As the Study's staff sought to work on both of these purposes it became obvious that a greater degree of team work was needed among

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the groups concerned. Representatives of the nine universities having graduate programs in educational administration began to meet together to discuss common problems related both to pre-service and in-service programs for administrators. Quite apart from the resultant strengthening of the several programs, a co-ordination of effort was effected. Workshops and other services to those in the field were planned in relation to what other institutions were doing to meet this need.

A similar type of co-operative effort was developed between the colleges and universities, the State Department of Education, and the professional organizations.

Another result of the efforts of the School-Community Development Study was in the improvement of the meetings and conferences of the various professional organizations of administrators. Study staff members worked on program planning with the officers of the Ohio Association of School Administrators, the Ohio High School Principals Association, the Ohio Department of Elementary School Principals and the County Superintendents Association.

In addition to these activities, the Study participated in and lent support to the two types of projects reported in Chapters IV and V.

Summary

This review has served to indicate the great interest of Ohioans in instructional problems. Professional organizations, the
colleges and universities, and the State Department of Education have all been active in seeking ways to improve the public schools of the state. The interest of so many groups, however, can produce considerable duplication of effort. A major purpose of the activities reported in this study was to strengthen these efforts by eliminating such duplication. Recognition was given to these previous efforts in planning the activities reported here.
CHAPTER III

PRINCIPLES UNDERLYING PLANNING FOR ACTION

In a study where emphasis is placed upon the way in which activities are carried on, and upon the principles guiding these procedures, there are some underlying ideas which need to be clearly understood. Here, then, a point-of-view about instructional improvement is developed, the role of state-wide efforts consistent with such a point-of-view is discussed, examples of efforts carried on in other states are briefly reviewed, and then the operating principles are stated which guided activities reported in this study.

Many expressions have been used by educators in describing the process of improving the school program, such as: improving instruction; changing the curriculum; curriculum improvement; and curriculum development. There may be subtleties of difference among them depending particularly upon how the key words curriculum and instruction are defined. These differences are sharpened if the curriculum is thought of merely as a course of study, and instruction as a narrow, formal imparting of knowledge. The above expressions then take on quite different meanings according to which of these terms are used. If, however, curriculum is assumed to be all of the learning experiences of children and youth for which the school accepts responsibility, and instruction is thought of as any activity which facilitates learning, differences are minimized. To improve, to change, to develop,
all carry with them the idea that there is a desire to work toward the achievement of the best possible educational program for a given community.

In seeking to improve instruction, educators sometimes have confused means and ends. Seemingly, they have forgotten that the end product of any such activity is to find the best possible way of working with children and youth to facilitate their education. To stop at anything short of this wastes the time and effort of busy persons with tasks to perform. Whatever is done which is proportioned to carry the title instructional improvement must be evaluated in terms of its effect on the end result stated above.

If instructional improvement must result in a better teaching-learning situation for students, this implies the acceptance of new ideas and ways of operating on the part of the teacher. Improvement thus takes on a human character. True change in persons affects their values, their knowledge, their use of skills, their relations with others. Sharp\(^1\) makes the point that these things cannot be made to happen, but it is known that certain procedures are more likely to produce such changes than others.

Defined in this way, the improvement of instruction thus involves the use of the best that is known about the learning process for, as

Sharp says, it is really a matter of re-educating the teacher.

Thus, the focus of effort becomes that of providing the conditions which tend to produce a change in persons, rather than merely changes in paper statements about what certain persons might do. Attention is directed toward the process of change rather than solely upon the content of the school program.

Other factors affect the improvement of instruction too. Adequacy of finances, availability of materials, community interest and understanding, and school organization all have a direct bearing upon the instructional program. Even in working toward solutions in these problem areas, however, a change in persons and their attitudes and understandings plays a vital role.

The Place of State-Wide Efforts to Improve Instruction

Acceptance of the foregoing philosophy of instructional improvement carries with it the need to examine with great care the place of state-wide efforts. Another factor affecting the need to examine such efforts concerns the location of the major responsibility for the educational enterprise. Constitutionally, "The powers not delegated to the United States by the constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people." The interpretation given this amendment has placed the


\[3\text{The Constitution of the United States of America, Article X.}\]
legal responsibility for education in the hands of the state. Traditionally, however, much of the responsibility has been delegated to the local community. This view has not obviated the development of state standards for local schools, but it has led persons to guard jealously their right to develop a school program within the framework of such standards. Thus, quite apart from any reference to the foregoing philosophy of curriculum improvement, some efforts at statewide instructional improvement would be rejected by local communities solely on the grounds of "what right have you to come here and tell us what we ought to be doing in our schools?"

One of the fundamental tenets, then, which must be observed in any state-wide program aimed at the improvement of instruction is that such improvement can be brought about only by local persons working on local problems recognized locally as important. This is not to suggest that there is no place for outside assistance, but it does suggest the form such assistance might take.

From this point-of-view, state-wide efforts to improve instruction would be characterized by such verbs as stimulate, consult, aid, and co-ordinate. "State leadership is readily accepted at the local level when it suggests and supplements local leadership but does not prescribe." Activities appropriate within these limitations would seem to include the following: consultant help from colleges and universities, the state department of education, and the professional

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organizations, available upon request of the local school; workshops and conferences initiated either by groups of schools, or by colleges and universities, the state department of education, or the professional organizations (if other than by local school initiation, attendance should be voluntary); both on-campus and off-campus courses offered by colleges and universities; the publication and distribution of pamphlets and other written materials by any state-level groups; the co-ordination of state-wide efforts of all groups; and the stimulation of local efforts to improve instruction.

This study deals with the last two of these and therefore they will be discussed in more detail. In a task as large as that of helping schools to do the best job they can, common sense would dictate that energies directed toward that end be used in the most efficient manner possible. This would suggest a need to have groups supportive of one another in their efforts rather than competitive. This does not imply that one group would dictate but, rather, that ways of communicating be found which would aid groups to channel their efforts most effectively, with due regard to the activities of others.

The stimulation from the state level of local efforts at instructional improvement presents a more difficult problem, for the line between stimulation or motivation, and dictation can be a very fine one. The task is one of helping persons to see and to define the problems they face in seeking to do an even better job in their local schools, and then, once a problem is isolated, provide such aid and
assistance as the persons facing the problem feel they need. To have an outsider come up with an answer to a problem before those who apparently face the problem have recognized it is not a characteristic of good teaching. To provide the answer, even when others are able to see the problem, is to impose an idea. Such an idea may not only be incorrect for a situation all of whose ramifications the outsider will not know, but it is quite out of line with the state-local relationship previously discussed.

State-wide activities which are aimed at instructional improvement should, it would seem, result either in helping individuals carry on more effectively that part of the educational task that is theirs to do. Or, it should stimulate them to develop some form of in-service education activity in their local schools which would aid them and others to do a better job. In other words, any state-wide activity, to be "worth its salt," must be so designed that it makes a difference "back home," a difference that can be measured in human terms.

Van Duyn⁵ presents some rather discouraging evidence about certain procedures used state-wide. His study was concerned with area and state-wide meetings for administrators held in Michigan. The results point up some limitations of such meetings. In effect, he was asking how much the administrators put into practice the best

that they knew of the learning process in order to achieve the desired outcomes of such meetings. In substance, his answer was: "Not very much!" Among the needs seemingly suggested by this study were: meetings need clearly defined objectives directed toward help in solving problems faced by those attending; use of known procedures to facilitate learning in the planning, organization and reporting of such meetings would increase their effectiveness; use of evaluative techniques would provide data upon which improvements in both procedure and content could be made.

Reviews of other state programs for instructional improvement help to illustrate the contributions possible through such efforts, as well as suggesting ways in which they might be strengthened. The Oklahoma and Florida programs are reported in considerable detail since, so far as is known, they are the only other state programs which closely paralleled the program under development in Ohio.

Oklahoma

A state-wide program for curriculum improvement, developed under the leadership of the Oklahoma Secondary-School Principals Association, had its inception at the National Convention of the National Association of Secondary-School Principals in 1952. Following approval of the Oklahoma principals a representative co-ordinating committee was established to develop further plans. Thirteen principals, a state department representative, two college consultants and an assistant superintendent comprised the group. After
almost a year's study, this group incorporated, obtained an executive secretary and became the Oklahoma Secondary-School Curriculum Improvement Committee. 6

Among the basic assumptions of this committee were these: Curriculum improvement (1) is a continuous process, (2) is concerned primarily with changes in individuals, (3) is a grass roots job, (4) must start where a school is and with what it has, (5) should occur through the utilization of democratic methods; change in individual's behavior is a slow, gradual process, facilitated by firsthand experience gained through active participation in a purposeful and meaningful endeavor.

Objectives of the Curriculum Improvement Commission included:

1. Co-ordinate and to utilize more fully the resources of diverse lay and professional agencies and groups for improving secondary education.
2. Promote, stimulate, and conduct research studies pertinent to basic educational problems in Oklahoma on a local and state level which would lead to curriculum improvement.
3. Serve as a clearinghouse and central agency for collecting, publishing, and distributing materials and other resources for Oklahoma schools.
4. Assist in securing consultant service to participating schools.
5. Promote meetings, conferences, workshops, etc., designed to effect curricular improvement in Oklahoma secondary schools.
6. Enlist and encourage all secondary schools of the state to participate in a state-wide program of curricular improvement.
7. Encourage broader participation of interested local community groups in improving the local school program.

9. Establish closer working relationships with institutions of higher learning.
10. Promote improved understanding and harmonious working relationships with each other on the part of various lay and professional groups interested in secondary education.
11. Promote a concerted and unified effort of various interested groups in sponsoring activities designed to provide for curricular improvement.

In the early stages of developing the program much information was gathered about other state programs, with special study being made of similar work in Illinois. Later, a group from Oklahoma attended a curriculum improvement workshop in southern Illinois where they had an opportunity to observe firsthand another state program at work. It is interesting to note the judgment made about the importance of this visitation: "... probably one of the most significant activities which contributed to the development of the work in this state."

An advisory committee was formed of representatives from each state teachers or denominational college, the Oklahoma Congress of Parents and Teachers, the School Boards Association, and most of the subject field divisions of the Oklahoma Education Association. In addition, all members of the Secondary Education Division of the State Department of Education were on the committee. Its role has been one of helping to develop plans for action and to review studies underway.

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7Ibid., p. 21.
8Ibid., p. 22.
Orientation of principals and superintendents to the Commission's work was obtained through a series of area conferences which also enabled Commission members to tap "grass roots" feelings about local school needs and possible plans for action.

From the information thus obtained, a study guide was prepared to aid participating schools in studying curriculum problems they considered significant. Opportunity was given for further aid to school staffs through a two-day state-wide workshop where problems of common concern were discussed. Consultants met as a group at that time to discuss the most effective role they might play.

Other activities have included two four-week leadership training workshops and four two-week curriculum improvement workshops. A publication was initiated for the sharing of study activities and promising practices among the secondary schools of the state.

Notable outcomes thus far have been these: active participation on the part of more than one-hundred secondary schools in Commission-aided study groups; changes in state meetings from speech-making sessions to group-study activities and reporting of curriculum improvement activities; increased attention to curriculum improvement by many agencies and organizations; study and other leadership training activities initiated by the staff of the State Department of Education to increase their effectiveness as consultants; co-operative effort exerted on common problems has improved relationships among institutions of higher learning.

Limitations or weaknesses seemed to have stemmed from: failure to involve the advisory committee more fully, and to broaden its
membership; concern solely with problems of the secondary-school rather than with the total school program; limited consultant service; inadequate involvement of school superintendents; lack of adequate financial support; and too little school time devoted to curriculum improvement work.

One of the things learned was "that when some one desires to initiate a project of curriculum improvement by prestige of his position, any attempt to force a program upon a local staff is quite certain to prove unsuccessful."\(^9\)

**Florida**

A program similar to that in Oklahoma in many respects has been developed in Florida. It was developed because many persons concerned with secondary education desired an opportunity to share with others the problems they faced in improving school programs. It thus represented a desire for a co-ordinated attack on secondary school problems.

To initiate such efforts, the State Superintendent of Public Instruction called a meeting of persons representing superintendents, supervisors, principals, teachers, teacher-training staff members, and the State Department of Education. This group considered needs of secondary education in the state and ways of starting state-wide study of such needs and problems. From this group's desire for "state-wide machinery" to facilitate study of problems of secondary

\(^9\)Ibid., p. 25.
education came the Florida Council on Secondary Education.

Among the specific purposes were these: initiate studies; disseminate information and publicity; suggest standards for accreditation; propose legislation; clarify state-wide thinking; make recommendations concerning the education of secondary-school teachers; evaluate current philosophy and practice; and "review, co-ordinate and implement in secondary education the recommendations deemed advisable by individuals or groups."¹⁰

The Council's sixty-odd members were to be appointed by the State Superintendent of Public Instruction for four-year terms, after initial staggered appointments permitting only a third of the group to be replaced during any one year. Representatives were to be appointed from these groups: teacher education institutions; county superintendents; supervisors; principals; teachers; the Florida Education Association and the Florida State Teachers Association; and with four staff members of the State Department of Education serving ex-officio. Roughly, there were three equal groups, number-wise: administrators, teachers, college and State Department personnel. A Steering Committee was to be made up of one representative of each of the groups listed.

As the Council's work began, an over-all purpose for any studies undertaken became clear: that of "discovering effective techniques

for effecting curriculum change." Four study areas initially recom-
mended were: general education; reading and study habits; and the
organization and program of both the junior and the senior high
schools. Initial steps were to identify and describe current pro-
grams in which the entire faculty of a school was already at work on
one of these problems; and to have administrators identify other
schools which might be interested in such study in order that these
schools might participate in the Council's research efforts. Cri-
teria were established for the selecting of the co-operating schools.

Whether the Council continues, merges with another group or dis-
bands will be determined by the degree of its proved effectiveness.
It has no legal status but is advisory in nature, any action recommend-
dations being channelled through appropriate groups or individuals.
It seeks to complement rather than to supplement the work of other
organizations. In order that other organized groups in the state
might feel more actively a part of the Council, the groups represented
are asked to nominate representatives for Council membership. Close
liaison is also maintained with the Secondary Commission of the
Southern Association of Colleges and Secondary Schools.

The Council itself meets once yearly and serves primarily a
planning function. Putting Council plans into action is a responsi-
bility of the Steering Committee.

\[11\] Ibid., p. 460.
Michigan

For over twenty years the Michigan State Department of Public Instruction has sought to improve the public schools of that state through its co-operative curriculum program. This program has been developed upon the assumption that the primary responsibility for curriculum planning rests with the local school. In order to aid in the development of ideas and materials to facilitate such planning, a total of twenty-five advisory committees made up of teachers, administrators and laymen work with the Department staff to further these objectives:

1. To help formulate and implement an educational program to meet the requirements of a democratic society.
2. To aid teachers in continuous professional growth.
3. To assist in the co-ordination of the many state agencies engaged in the education of teachers.
4. To conduct research in areas of special need.
5. To evaluate new practices and assist in the spread of new practices from one school system to another.
6. To stimulate leadership through conferences, workshops, speeches, committees, and publications.12

Among the committees are those which deal with adult education, citizenship, safety, conservation, guidance, instructional materials, elementary education, secondary education, and curriculum research.

Recently appointed has been the Committee on Improvement and Evaluation of Conferences. During the year 1954-1955 this Committee studied the problems posed by these questions:

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(1) "How can we improve the quality of conferences in relation to planning, program, evaluation and follow-up?" (2) "How can we coordinate the planning and scheduling of conferences in order to avoid overlapping and duplication?" and (3) "How can the local school systems make the best use of state and regional conferences to supplement their in-service education programs?"13

One of its major recommendations is sufficiently central to this study that it is quoted here in full:

A position in in-service education should be established in the Department of Public Instruction. The following functions should be provided: (a) a clearinghouse which is a listing of all educational conferences to assist school systems in coordinating the local in-service educational program with state and regional conferences, (b) a referral center for consultant services and coordinated resources, (c) a consultant service to local regional and state conferences and workshops, (d) a consultant service to assist state agencies and institutions in coordination of their state conference program, (e) assistance and promotion in developing the essential studies in the conference area in order to improve the quality of conferences in relation to pre-planning, placing, program, evaluation and follow-up and (f) stimulation and development of leadership to promote studies of the various types of meetings, state institutes, county institutes, state and regional conferences and local conferences. In addition to these functions an advisory committee should be appointed to assist the Department in formulating and carrying out policies for these services.14

While not discussed in the statements quoted here, leadership training would seem to be one of the most important outcomes of Michigan's Curriculum Program. Participation on one of the State Advisory Committees provides an opportunity to explore ideas with many persons.

13News of the Week, Official Publication, Michigan Department of Public Instruction, XXII (June 24, 1955), p. 82.

14Ibid.
Illinois

In 1947 the Illinois Curriculum Program was initiated by the State Superintendent of Public Instruction. For its first five years the focus of effort was directed toward the improvement of instruction in the secondary schools of Illinois. Since 1952, however, it has encompassed the total school program from kindergarten through grade fourteen.

There are six major purposes which the program seeks to fulfill:

1. To co-ordinate on a state-wide level and at the local school level all of the persons and groups who are, or should be, interested in the school curriculum.
2. To provide materials for local studies basic to the improvement of the curriculum of the local school.
3. To encourage projects which will encourage improvement in school subjects and school services.
4. To conduct workshops in which administrators, teachers, and lay citizens, with the assistance of consultants, can work together on problems they are encountering in attempting to improve their schools.
5. To prepare and distribute publications.
6. To facilitate improved school-college relationships.\(^{15}\)

A series of underlying principles serves as a guide to the program: (1) the agency most inclusively related to all the schools of the state would give auspices to the program—the Office of the Superintendent of Public Instruction; (2) policies should be determined by an advisory group representing both lay and professional state-wide organizations affected by the program, and including other key individuals; (3) the program should be permissive and permit

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voluntary participation without commitment for continuance in the program; (4) "the program should be basically 'grass roots' in character, it should recognize that it is only the local school staff, the local patrons and the local pupils who can effectively and durably improve the local school," (5) local facts and opinions are central to improving the local school; (6) workshops should be provided which give aid to school staffs and laymen desiring to improve their programs; (7) developmental (experimental) programs should be stimulated in pilot schools; (8) publications (cost-free) should be produced to aid local schools in their efforts; (9) financial support should come through legislative grants to the state department of education, and through free consultant help from the institutions of higher learning (as the program develops increased support should come from local schools); (10) "Responsibility should be 'pin-pointed'! Some one person should be made administratively responsible for seeing to it that agreed-upon policy and programs be translated into effective action."16

Some of those involved with this program consider there to be five keys to its success: (1) the policy-making process is open to the eyes of all; (2) there has been co-operation from both publicly and privately controlled colleges and universities and from the staff of the state superintendent; (3) the program is voluntary and

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participating schools must make some effort; (4) the program has a strong research base; and (5) communication of research findings and of program improvements is thorough.\textsuperscript{17}

Southwestern Co-operative Program in Educational Administration\textsuperscript{18}

Under the auspices of the Southwestern Co-operative Program in Educational Administration, the states of Arkansas, Colorado, New Mexico, Texas and Oklahoma gave attention to the problem of providing an integrated program of state-level services to the public schools. After considering its manifestations, this group, composed of representatives of the state departments of education, as well as other agencies and organizations concerned, defined the problem thus:

How can a state provide, with maximum economy and efficiency, the volume and character of state-level leadership services needed by local school districts?\textsuperscript{19}

This group felt that three basic principles should serve as guides to a solution:

1. A program of state-level leadership services should spring from the genuine and pressing needs of local school districts.
2. Co-ordination in a program of state-level services should be the result of voluntary co-operation.


\textsuperscript{18}See pp. 60 - 61 for a description of the Co-operative Program in Educational Administration.

\textsuperscript{19}An Integrated Program of State-level Services to the Public Schools, The State Departments of Education of the Southwestern Region, 1954, p. 4.
3. The state department of education should encourage the development of a positive program of state-level services, and should foster co-operation among state-level agencies providing these services.20

The proposal for action made was that the state department of education take the lead, in co-operation with other concerned agencies and institutions, in "determining the need for state-level services; establishing an integrated program of such services from all sources."21 State Commissions were recommended to aid in this effort.

Summary

From a review of these state and regional programs, it is possible to see that a variety of ways has been used to stimulate instructional improvement in local schools. In Illinois and Oklahoma quite elaborate programs have been developed, in one case through the State Superintendent of Public Instruction; in the other through an independent agency developed through the efforts of the State Principals Association. In both cases the goal has been to stimulate the study of instructional problems in local schools.

In Florida, co-ordination of efforts relating to curriculum research has been the strong emphasis. Here, again, the office of the State Superintendent has been a focal point for these efforts.

20Ibid., pp. 5-6.
21Ibid., p. 13.
Michigan has promoted local efforts through a series of state advisory committees which prepare materials and conduct conferences and workshops as an aid to local improvement. Leadership training through membership on one of the several committees has been a significant factor in this program as well. Leadership for these efforts rests with the staff of the State Department of Public Instruction.

Through regional effort the states in the southwestern region have defined the problem of state-level services as they see it, have suggested guiding principles, and have proposed possible solutions.

In all of these illustrations certain guide lines or guiding principles have been in evidence. While not explicitly stated in the case of Michigan, they seem to exist there as well.

The need for developing guide lines or guiding principles for state-wide efforts of instructional improvement is based upon two major concerns: (1) actions taken to achieve a given end are apt to be much more successful if there is an understanding of the principles guiding them, than if such actions merely mimic what others have done; and (2) studies like that of Van Duyn illustrate the need of a conscious direction for actions as opposed to a rather aimless wandering based on an assumption that "it's good to have meetings because it's good to have meetings."

Principles of Operation Utilized in Ohio

Activities reported in Chapters IV and V were undertaken with several principles of operation in mind. These principles are ones
which those who were intimately involved in these activities felt were crucial. The list which follows contains both those which were consciously stated and some which could quite obviously be inferred from the actions taken.

1. The improvement of instruction is facilitated by the use of problem-solving techniques.

While few would argue the applicability of this principle, too often persons fail to truly utilize it. Sometimes, for example, a problem is stated as a much broader generalization than the facts in the case warrant. There is a need then in the fact-finding process and in the interpretation of the facts, not to overstate the problem. At the same time, as much relevant data as possible needs to be examined. In suggesting plans for action to solve a given problem, sometimes persons feel they have completed their responsibility. Unless action is taken to test proposed solutions, and the entire process is evaluated in the light of desired objectives, it is unlikely that change will occur. In seeking to solve problems related to the improvement of instruction, these steps seem obligatory: careful delineation of the problem; gathering data relevant to the problem; proposing possible solutions; testing these possible solutions; evaluating outcomes in the light of objectives.

2. Persons are more apt to act on the basis of facts they, themselves, uncover than they are on the facts presented by another person.
The act of discovery is central to the learning process. Anyone who has worked with students can visualize readily the difference in the facial expressions of a student who has been helped to discover for himself, and the expression of one who has been told the discovery of another. In the one case, the expression can usually be translated by: "Oh! I see!" In the other it is likely to be: "Oh? So what?" Sometimes this latter reaction results in passive acceptance of the idea. Too often it has been assumed that this passive acceptance, verbally expressed, of the ideas of others was to be equated with learning.

According to Lewin:

"... acceptance of previously rejected facts can be achieved best through the discovery of these facts by group members themselves. Then, and frequently only then, do the facts become really their facts (as against other people's facts). An individual will believe facts he himself has discovered in the same way that he believes in himself or in his group... It can be surmised that the extent to which social research is translated into social action depends upon the degree to which those who carry out this action are made a part of the fact-finding upon which the action is based."

This point-of-view may well contain an explanation for the gap between research findings and their application in the field. It also carries with it some imperative guide lines for the consultant as he works with school groups--among them a most discrete use of the "telling process," with a strong emphasis

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upon a "helping role." Opportunities for fact-finding need to be provided. An obvious prerequisite would be to see the need for the facts thus sought.

3. **Principles of learning are applicable in instructional improvement activities.**

   Here, again, there certainly would be no argument. In practice, however, too many persons lapse into practices in working with teachers which they would immediately reject as poor educational practice if they were working with children.

   One of the most frequently violated of these principles is often stated thus: Start working with persons where they are—not where you are—for learning begins with the problem of the learner. Thelen makes this comment:

   > The only matters upon which people will expend energy are those which they feel are problems, things about which people have feelings which they must deal with.\(^{23}\)

   If the premise is accepted that instructional improvement rests largely upon the re-education of the teacher, this and other fundamentals of the learning process must be fully utilized.

   Those in a helping situation need to understand the problems those with whom they would work are facing. They need to identify with local problems; recognize effort already put

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forth; and demonstrate an interest in and an understanding of the local situation.

4. **Physical and emotional atmospheres affect the process of learning.**

   While an integral part of the principle just discussed, this seems of sufficient importance to review it separately. Certain physical conditions related to heat and light and the providing of comfortable chairs are usually given attention. The effect of the physical arrangement of the room upon emotional climate seems to be given less recognition.

   The difference, for example, in one's feeling of freedom to participate seems to be marked between a formal, row-upon-row chair arrangement, and a small, circular arrangement where a face-to-face relationship is possible with the entire group.

   Concerning this principle, Lewin states:

   Much stress is laid on the creation, as a part of the re-educative process, of an atmosphere of freedom and spontaneity. Voluntary attendance, informality of meetings, freedom of expression in voicing grievances, emotional security, and avoidance of pressure, all includes this element.  

5. **Effective use of the several media of communication enhances the probabilities for success as persons work together to solve problems.**

   Clarity of both written and oral expression is a prerequisite to good communication. Assuming this (and a common language)

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24Lewin, op. cit., p. 65.
Thelen makes the observation that "two-way communication is possible under just one set of conditions: both parties have purposes in common and recognize the need for each other."^25

The effect of good communication upon the quality of human relations is sometimes overlooked. Personal contact with a person as an individual means much more, in many cases, than does the kind of contact which leaves one feeling "Oh, well, he doesn't care too much about me—he has obviously written the same things to many others." Thus, decisions about whether to mimeograph a form letter or to write a personal letter, to telephone or write, whether to reach a person through an intermediary or to make a personal visit all may effect greatly the relationship one is able to build between himself and another.

Adequacy of communication has another dimension as well: that of completeness. Answers to the questions suggested by who?, what?, where?, when?, how?, and why? provide much necessary information upon which persons can act.

In addition, the quality of communication has a direct and important bearing upon the emotional climate mentioned previously. Tone and quality of voice both can convey a message which elicits a free response, or they can stifle any desire a person might have to share his ideas with another. In the process of improving

^25 Thelen, op. cit., p. 25.
instruction, it would seem that, in effect, no stone should be left unturned in the search for ideas that might aid in problem-solving. It has been said that the free exchange of ideas leads to the birth of initiation in the change of behavior. The latter process seems central to the improvement of instruction.

6. Persons affected by decisions should participate in making them.

In the educational world much has been said and written about the need to practice the tenets of democracy as educators seek to carry on the teaching-learning process so central to a democratic way of life. Recent books in school administration have focused attention, as well, upon democratic practices in school staff relations. While fully accepting the philosophical basis for such views there are other reasons why this principle is important.

As was stated previously, problems in education are sufficiently great that all possible sources of ideas need to be explored. What better place is there to look than to those in some way affected by the problem?

Many times a problem affects a number of different groups of persons; persons who may perceive a problem in any one of several different ways. To attempt a solution upon the basis of only one point-of-view, on the basis of the perceptions of only one group concerned, is no less than foolhardy. How better to arrive at a solution as nearly acceptable to all as possible, in the light of all relevant considerations, than to capitalize on many perceptions of the problem?
When new ideas are implemented in action, practice has shown that the effectiveness of the application of such new ideas is related, many times, to the understanding those who attempt to apply them have of the ideas themselves. What better way to create such understanding than to be around when an idea is born?

It is recognized that the application of this principle has certain limitations due to sheer factors of time, if nothing else. Taken to an extreme, decisions could be postponed indefinitely just because an attempt was being made to involve all who might be affected by it. What is suggested here is an increased involvement of persons affected by decisions in the decision-making process.

7. **Utilize existing groups and institutions to the fullest measure possible. Be wary of setting up new organizations if there is any existing instrumentality to do the task.**

In a nation that is so committee-club-organization conscious eventually the point will be reached where energies are so drained off in the mechanical operation of the group that there is little energy left to aid the group to fulfill its purpose. Professional education is no exception.

Many tasks will not, of themselves, justify the existence of a group to fulfill them. With several existing groups assuming a share of a given task it may well be done more effectively than if a new group were formed for that sole purpose.
These seven principles are not suggested to be the only ones applicable to state-wide efforts to improve instruction. In the minds of those engaged in the efforts reported in this study, however, these were considered to be quite crucial.

It is possible, and, in fact, it is relatively easy to obtain verbal acceptance of the importance of utilizing certain principles in the planning and carrying out of a particular activity. Where the difficulty seems to arise is an understanding of just what such principles mean operationally. That is, it is hard for some persons to see and understand the relationship between principles upon which they are supposedly acting and the actual procedures or courses of action they are following.

There seem to be two crucial parts to this problem. One is the ability to perceive a "crossroads" situation where the application of a principle would suggest a particular course of action. This might be referred to as the "when" in the utilization of principles. It would seem to require a high degree of acuity or of insightfulness as to the times when decisions really make a difference. The second crucial part to the problem is in knowing or seeing the implications a particular principle has for a given "crossroads" situation. That is, what does it mean operationally to apply a certain principle to a particular situation? This might be referred to as the "how" in principle utilization.

In the following chapters, activities are described which sought both to co-ordinate efforts to improve instruction in the schools of Ohio and to stimulate further efforts toward improvement. Particular
emphasis is placed not only upon the applicability of principles enumerated here, but also upon what such application means in terms of the actions of persons.

In Chapter VI, the principles described here are evaluated, and suggestions are made not only about their seeming relative importance, but about possible additional principles which might have strengthened such an undertaking.
CHAPTER IV

CO-ORDINATING STATE-WIDE EFFORTS TO IMPROVE INSTRUCTION

In the spring of 1953 a group of graduate students and professors from The Ohio State University attended the annual Core Curriculum Conference sponsored by the Michigan Department of Public Instruction. While returning from this conference some of the group began exploring what might be done in Ohio to make a similar contribution to instructional improvement. Four of the persons who had gone to Michigan met shortly after their return home to review possible ideas appropriate to the conditions prevailing in Ohio. It was decided that the problem should be placed before a larger group to include other staff members from the University, and representatives of the State Department of Education, the Ohio Education Association, the Ohio High School Principals Association, the Ohio Association of School Administrators, and the School-Community Development Study.

Initially, the focus of concern was with secondary education. It will be recalled that this was at the time when the Ohio High School Principals Association was most active in attempting to obtain a curriculum division in the State Department of Education. This effort and that of the Commission for the Improvement of Education in Ohio were the two major activities of professional organizations directed toward state-wide instructional improvement at that time. The colleges and universities were carrying on various workshops, conferences and
other field services. The staff of the State Department of Education was carrying out the regulatory function of the Department and providing consultant service to schools upon request. There was not a concerted effort on the part of these groups to work together. Each tended to carry on activities appropriate to its function without special regard for what another group might be contributing in the same area of interest.

It was in this general setting that thirteen representatives of the groups previously mentioned came together for a luncheon meeting in mid-May of 1953. Personal contact, either by telephone or face-to-face, had been made with each person so that the purpose of the meeting was made clear.

The original group of four who had attended the Michigan conference were especially anxious that they not be seen as "railroading" an idea—or that this be viewed as another effort of the state university to tell educators of Ohio what they should do. Consequently, the presentation to the persons attending the luncheon meeting was in the nature of—"here is a problem we sense—if you agree it is a problem, what can all of us, working together, do about it?"

Efforts at instructional improvement over the past twenty-five years were reviewed by the group. It was agreed that there was a need for improvement in in-service education programs. Two related steps were suggested to help meet this need: (1) to co-ordinate current activities; and (2) to stimulate the development of new activities. The group asked: How can the organizations represented
here help people to help themselves?

Agreement was reached that an invitational conference should be called during August to which leading representatives of major professional organizations and institutions concerned with instructional improvement would be invited. In addition a few outstanding educators were to be invited as individuals. The conference emphases were stated in the initial letter as follows:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

3. To plan and co-ordinate future efforts of in-service education both on the local and state levels.¹

It was not intended that the conference have official status in the sense that it would be sponsored by any one group or organization. Support in staff time, and money came from the Ohio Education Association, the Ohio High School Principals Association, and the School-Community Development Study. The original committee of thirteen served as the convening committee.

Organizations and institutions included and the numbers of representatives they were asked to send were: The Ohio Association of School Administrators (3); the Ohio Association for Supervision

¹The full texts of the two letters used are to be found in Appendix A.
and Curriculum Development (3); the Ohio Education Association (3); the Ohio High School Principals Association (6); the Ohio Department of Elementary School Principals (2); the Association for Childhood Education (1); Miami University (1); Kent State University (1); Bowling Green State University (1); Ohio University (1); the Ohio College Association (2). The State Department of Education was invited to send as many staff members as were available. The Ohio State University was represented by seven persons, including four graduate students who assisted with arrangements. In addition, as was previously mentioned, several individuals were invited, quite apart from any organizational or institutional affiliations they might have had. Among this group were several teachers, but none of them were able to attend.

Considerable uncertainty was felt about whether any laymen should be invited since this was to be in a sense a "stock-taking" activity for the education profession in Ohio. The President of the Ohio Congress of Parents and Teachers was invited as an individual—not in her official capacity. As a teacher in her own right, it was felt she would be sufficiently sympathetic to the conference objectives. One or two of the executive secretaries of the regional school board associations were invited since they were also college professors. Looking back, it is quite probable that those planning the conference underestimated not only the potential contribution of the layman, but also his ability to understand problems faced by professional educators.
In addition to the uncertainty about laymen, there was a desire that not "just anybody" represent the organizations invited. So the names of persons were suggested who were known to be interested and to have a contribution to make to such a venture. In the selection of these persons there was a conscious effort to obtain representation from all areas of the state.

In considering possible conference sites, the planning committee felt it important to get away from a large metropolitan area. A spot was desired which was relatively isolated where, as one committee member put it, conferees would be forced to "co-mingle." The Ohio Wesleyan University campus was chosen because the conference group could meet, eat and sleep in the same building.

Program-planning was felt to be a crucial factor in the success of the conference. A balance between total-group and small-group activity was planned, with emphasis also placed upon promoting highest quality of human relationships possible.

Program-planning is not used here in the usual sense. There was great concern that the content of the conference be determined by the participants within the general framework of the purposes included in the letter of invitation. Careful planning beforehand was directed toward providing a structure in which there was likely to be the greatest productivity in achieving the purposes. Hence, the program-planning which took place prior to the conference was largely of a process nature, with the content to be developed by the participants.
While the planning committee had some very real "content" concerns they took precautions not to dominate the discussion. At the conference, members of the planning committee were careful to place values upon the concerns of others.

As each person registered he was given a name tag, with prominence being given to his first name. These tags were large enough to be visible at some distance. At the opening session a "revolving receiving-line" technique was used so that each person met everybody else. With a group of twenty-nine persons, it was not long before everyone became quite well acquainted. Since one of the conference goals was actually to aid groups to work more effectively together, it was thought that the conference itself should do all it could to facilitate effective relationships between representatives of these groups.

Following the introductions and a brief statement of conference purposes, general procedures were explained. For a number of persons at the conference, this was their first experience in sharing in the responsibility of developing conference-content. It was a little difficult for some to understand that nobody had anything to "sell" other than to find ways of doing an even better job of improving the school programs of the state. After reviewing briefly some of the current state-wide efforts at instructional improvement\(^2\) the conference

\(^2\)See Appendix A for a summary of such efforts for the school year 1952-53. This was included in each participant's packet of materials.
chairman divided the participants into four "random" groups so that the concerns of participants might be discussed informally. After a ninety-minute discussion these groups disbanded and the chairmen and recorders met to organize the problems suggested into a composite list—some twenty-three items in all.

In the evening meeting, this composite list was organized by the participants with the aid of a skillful discussion leader. Five major groupings emerged which served as the focus of work for group sessions the following day.

Time was taken, late in the morning of the second day, to select an implementing committee whose responsibility it would be to see that recommendations were carried out. The three persons selected were to serve also as a planning committee for a conference the following year, if such a conference were the wish of the group.

It was felt that the second evening of the conference should remain unplanned until there was opportunity to see if a major concern would emerge from one of the small groups. A decision was left to representatives of these small groups, meeting at their close late in the afternoon. As it happened, one of the most significant issues discussed at the conference became the subject of the evening meeting—and it had not been thought of previously by those who had done the original conference planning. This issue concerned the passage of a constitutional amendment authorizing a state board of education. In the opinion of those present, a strengthening of state leadership through a re-organized State Department of Education was one of the
things which would contribute most to instructional improvement in the state. Had a rigid agenda been set up beforehand, however, this very important concern never would have been considered.

On the morning of the third day each group reported its recommendations to all the conferees. The conference was concluded with a brief evaluation session.

Examination of the program reveals some other concerns of those planning the conference. Note that a substantial amount of time was left between the small group meetings in the afternoon and dinner. Also, the evening sessions never went over two hours. This was done to provide for some leisure time activities like ping-pong, card games, and friendly conversation. Soft drinks were available throughout the day. A rushed or pressured atmosphere was not viewed as aiding productive thought as solutions to important questions were sought.

In order to have a rallying point and to answer any last-minute questions the brief general session was called on the morning of the second day. All general meetings were held in a recreation room where there was movable, comfortable furniture, all of which contributed to a feeling of informality. The entire program was intended to be one which provided an atmosphere most conducive to a good learning situation.

One familiar conference "pitfall" has been that of failing to

\[\text{For those especially interested in the content of the conference, a complete report of the proceedings can be found in Appendix A.}\]
CONFERENCE ON CO-ORDINATION OF EFFORTS
FOR THE
IMPROVEMENT OF INSTRUCTION IN SCHOOLS OF THE STATE OF OHIO

Monday, August 17

1:00 Registration and Room Assignment

2:00 Opening Session
    Brief discussion of purposes, assessment of present in-service efforts,
    discussion of conference procedures.

3:00-4:30 Work Groups
    Survey of problems involved in co-ordinating and increasing opportunities
    for in-service education.

6:00 Dinner

7:30 General Session
    Sharing problems from small groups, selection of problems for study, re-
    organization of conference to discuss problems chosen.

Tuesday, August 18

8:00 Breakfast

9:00 General Session for Announcements and Questions

9:15 Work Period

11:00 General Session - Selection of Implementing Committee

12:00 Lunch

1:30-4:30 Work Period

6:00 Dinner

7:30 General Session
**Wednesday, August 19**

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<tr>
<td>8:00</td>
<td>Breakfast</td>
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<td>9:00</td>
<td>General Session - Recommendations to Implementing Committee - Evaluation</td>
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<td>12:00</td>
<td>Final Luncheon</td>
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plan for the implementation of any action proposed. Many times persons have come together for good purposes, engaged in stimulating discussions, have had a good time, and have gone home. They have talked about many good ideas but with the only noticeable result a change in their own behavior and attitudes—and too often even such changes were almost imperceptible.

There were several ways in which those planning and conducting the Co-ordinating Conferences tried to avoid such a "pitfall." As discussions of problems went on there was a conscious effort to explore which group or groups represented might take the responsibility for follow-through. When the conference reports were sent to participants, to those invited but unable to attend, and to other interested persons, the covering letters emphasized the need for follow-through. In each copy of the report, recommendations were checked so that the individual participant could see quickly which ones were of special significance to the group he represented.

The Implementing Committee, selected during the Conference, was charged with the specific responsibility of doing all it could to make certain that action resulted. This group held several meetings in which its sole task was to examine the recommendations in detail and to plan for appropriate action. It should be emphasized again that neither the Conference nor the Implementing Committee were action

"See Appendix A for copies of the letters used."
groups in the sense that either acted in its own name to accomplish a particular goal. The one exception to this was, of course, tied to the central purpose of the conference: that of acting to inspire action in others.

Two examples from the first conference illustrate how follow-through was an integral part of the proceedings. When one working committee, concerned with legislation, focused its attention upon the constitutional amendment authorizing a state board of education, they did not content themselves with the drawing up of a nicely worded resolution. Rather, they called in several additional persons representing interested groups able and ready to act, and the initial planning of the campaign for the passage of the amendment took place right there. As has already been mentioned, the flexibility of the Conference program permitted all participants to spend an evening discussing this one topic, when it became obvious that this was one of the most urgent matters to come before the group.

Another example of plans made for follow-through concerned recommendations for the State School Survey Committee. Here, it was recognized that there were other groups that should be involved so a one-day meeting was planned where representatives of these groups could share their concerns and draft a statement for the Survey Committee.5 This was done and the report presented personally to

5See Appendix A for a copy of this report.
the Committee on Scope of the Ohio School Survey Committee. The Director of the School-Community Development Study, who was designated the convener of this group, observed in a letter shortly thereafter that the six areas selected by the Committee on Scope were substantially those recommended by the group called together as a result of the Co-ordinating Conference.

In a report of the conference which appeared in Ohio Schools this observation was made:

The apparent success of the . . . conference in dealing with significant problems in the improvement of instruction seems attributable to four major factors: the kind and quality of pre-planning done; the actual organization of the conference program; the selection of good conference facilities; and most important, the genuine concern and recognition of the problem on the part of all who attended.\footnote{Charles A. Blackman. "Ohioans Work Together To Improve Instruction," Ohio Schools, XXXI (December, 1953), p. 420.}

Plans for the Second Co-ordinating Conference were developed by the Implementing Committee. Another small college campus was chosen for the conference site: Urbana Junior College. Four separate buildings were used and the conferees had to get two of their meals in the business district of the town. Aside from the inconvenience of having to walk or ride a distance, the cohesiveness of the group did not seem to be grossly affected.
In planning the second conference the Implementing Committee was concerned that since they had gone through the experience before they might take for granted some conference features which had been most carefully planned the first year. In other words they wished to avoid some of the difficulties which can accompany the institutionalization of such an activity.

Representatives at the first conference had made several suggestions about new groups which should have been included. Three additional sub-groups of the Ohio Education Association, the Educational Council, the Commission on Teacher Education and Professional Standards, and the Department of Classroom Teachers were thus invited to send representatives. Also, representation was requested from the Ohio Committee of the North Central Association of Colleges and Secondary Schools. There had been only one public school teacher at the first conference and she had represented the Commission on the Improvement of Education in Ohio, rather than strictly a teachers' group. There was considerable feeling that more teachers and more elementary school principals should be included; the first, for it was felt the teacher is the person most centrally involved in any change made in the school program, and the second, because the group also felt strongly that problems of instructional improvement should be studied with a total-school view rather than one limited either to the elementary or the secondary school. Since much of the initial fear of laymen had been overcome, the Ohio Congress of Parents and Teachers was included as a participating organization.
Including new groups and increasing the number of persons from other groups gave the Implementing Committee concern about the total number of persons who could work together effectively. It was finally decided that forty participants would be an optimum number with fifty being the outside limit. After considerable discussion it was agreed that four representatives should be included from major professional organizations: The Ohio Association of School Administrators; the Ohio High School Principal Association; the Ohio Department of Elementary School Principals; the Ohio Department of Classroom Teachers; and the Ohio Congress of Parents and Teachers (the latter representation was originally set at two but later changed to four). Two representatives each were invited from: The Ohio Association for Supervision and Curriculum Development; the Ohio Association for Childhood Education; the Ohio College Association; the State Department of Education; the Ohio Committee of the North Central Association of Colleges and Secondary Schools; and the Ohio Education Association. Representation from the latter group was limited since so many of its Departments and Commissions were included. These two persons were to include a representative of the Executive Committee and a representative of the Educational Council. In addition, one or two regular staff members of the Association were included. One representative was invited from the Ohio Education Association's Commission on Teacher Education and Professional Standards and one from its Commission on the Improvement of Education in Ohio. A representative of the School-Community Development Study was also included. As
had been the practice the first year of the conference a few outstanding educational leaders of the state were invited, too, regardless of their professional affiliations. Several graduate students from The Ohio State University were in attendance and assisted with conference arrangements.

In addition to the new groups included, the second conference witnessed a much more active role being taken by the State Department of Education and by the Ohio College Association. At the first conference, representation had actually been token in nature for other commitments kept those persons representing the two groups away from the conference a good share of the time.

The program for the second conference followed the same general pattern of the first. There was some tendency noted for personal problems and concerns of participants to dominate some of the discussion of major issues.

Chief among the topics discussed at the Second Co-ordinating Conference was the development of a state program for the continuous improvement of instruction. As an initial step it was recommended that a series of work conferences be held in the winter of 1954-55 with the Ohio High School Principals Association Discussion Groups to serve as hosts. Conference interest was sufficiently great that it was decided the group would convene again in April to evaluate the

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7 The Proceedings of the conference may be found in Appendix A for those especially interested in this and other topics discussed.
success of the work conferences.\textsuperscript{8}

Among the recommendations for conference procedures was a suggestion that the representatives of groups present be given time to report on what each group had done to further instructional improvement during the previous year. Appreciation was expressed for the contribution of the representatives of the Ohio Congress of Parents and Teachers. It was agreed that representatives of the several Regional School Board Associations be invited another year.

During its first year, the Co-ordinating Conference received direct financial aid from the School-Community Development Study. This took the form of the payment of conference expenses (not travel) for the individuals who did not officially represent an organization, and for the expenses of the graduate students who aided in the managing of the conference. Secretarial aid was donated by the Study and by the Ohio Education Association. The second year there was a desire for the Conference to become financially independent so a modest registration fee was charged to cover mailing and clerical aid, as well as the expenses of those assisting with the conference details.

In addition to the evaluation session held at the close of the conference, an evaluation blank\textsuperscript{9} was sent to each participant with

\textsuperscript{8}Note: Chapter V deals with this series of work conferences, so the detailed planning for them is not reported here.

\textsuperscript{9}See Appendix A for a copy of the form used.
the conference report. Ten of the thirty-seven in attendance returned their forms with suggestions. There was agreement that two days was a minimum time for such an undertaking, with several suggesting two and one-half or three days. Judgments about the optimum number of participants varied from forty to seventy-five. Fifty seemed to be the figure most used. Several felt more time should be devoted to small group work while an equal number felt the schedule followed in this regard was satisfactory. In response to a question about a pre-conference problem census, most of those responding thought it might be of help. They also felt that this should not preclude some time devoted to agenda planning at the conference. Rather than make any additional suggestions in the space provided, most respondents took the opportunity to praise the conference goals and procedures.

A number of follow-up actions concerning conference recommendations brought the Implementing Committee together in the fall and winter. It should be noted that this group was doubled in size and now numbered six persons. One meeting was held with the Executive Director of the Ohio School Survey Committee in order to transmit, both orally and in written form, recommendations which the conference wished conveyed to the Survey Committee. Two meetings of the Implementing Committee concerned planning for the winter work conferences and for the follow-up meeting of the Co-ordinating Conference where the work conferences were to be evaluated.¹⁰

¹⁰See Chapter V.
About two-thirds of the original participants at the 1954 Co-ordinating Conference attended this follow-up conference in April, 1955. The majority of these persons had attended one or more of the work conferences, and had reports on the reactions of other persons as well. The group seemed agreed that the series of conferences had been successful in stimulating concern for problems of improving instruction. There was general support given for a long-range study of the development of instructional leadership. In addition, plans were made at this meeting for the Third Co-ordinating Conference for Improving Instruction.

The Third Conference was held on still another small college campus, that of Otterbein College. A similar conference pattern was followed but greater emphasis was placed upon the sharing of what the organizations represented had done during the past year to contribute to instructional improvement. For the first time, lay representatives of the regional school board associations were present.

One of the major conference recommendations concerned the qualifications necessary for membership on the State Board of Education. The statement developed on this topic received wide distribution throughout the state.

Noticeable in this Third Conference was a greater ability to center attention on the problems faced instead of upon the personalities involved. In the first two conferences there was some tendency to be concerned about whether a particular group was adequately represented, or about who ought to do what, or about whose fault a
particular problem was. In other words, participants were increasingly able to work together effectively.

The Fourth Conference, held in August, 1956 at Otterbein College, saw this type of effort quite firmly implanted as a necessary and important activity of Ohio's educators. Concern was expressed for a means of carrying on the conference through the aid of a regularly constituted group. Up to this point it had been guided through the efforts of volunteer assistance from graduate students. It was agreed to ask the Ohio Education Association's Commission on the Improvement of Education to take this responsibility for the coming year. This proposal has now been accepted. Ultimately it is hoped that the Conference will become a function of an expanded and re-organized State Department of Education.

Utilization of Principles

While the application of the principles is quite obvious in many cases, it seems well for both clarity and emphasis to point out crucial spots where decisions were dictated by one or more of them.

1. **The improvement of instruction is facilitated by the use of problem-solving techniques.**

   Initial steps involved the gathering of data about instructional improvement efforts in Ohio. Information thus gathered suggested the conference as one possible aid.

   The year-to-year operation of the Co-ordinating Conferences has followed the steps in this method. Evaluation of the past
year's accomplishments has served to point up unfinished business of the previous year's conference. The problem-census technique served as a means to isolate new problems to be considered by the conferees.

Proposals for action were carried out by the various groups represented.

Evaluation of the conference process itself aided in strengthening the procedures used.

2. **Persons are more apt to act on the basis of facts they, themselves, uncover than they are on the facts presented by another person.**

This principle directed those who had attended the Michigan Conference to involve other concerned persons immediately— not after fact-finding was well underway. It was here that a further delineation of state-wide instructional needs took place and possible solutions were advanced.

In the Co-ordinating Conferences themselves, two procedures were directed by this principle. The first was the problem-census technique used to get out the concerns of the groups represented so that they could be considered by the conference. Conference planners might have come up with essentially the same list of problems, but the chances are the participants would not have felt the same way about them as when they came up with the list themselves. The second procedure was the use of the small work groups in which the participants worked together to delineate problems further and to work toward solutions.
3. **Principles of learning are applicable in instructional improvement activities.**

This principle directed the process of program planning, especially during the development of a general framework for the first conference. It will be recalled that the conference agenda was developed by the participants, built around the concerns they had with regard to instructional improvement. Clearly, here was a recognition of the idea that learning begins with the problem of the learner. These conferences were, after all, directed as much as anything toward the strengthening of relationships among persons concerned with the improvement of instruction. Any change in these relationships would seem to involve the learning process.

Concern for the understanding of conference purposes served as an aid to learning. When the group saw a need for solving problems under consideration the desire to seek solutions was enhanced.

*Action* steps were planned which could be carried out and evaluated in the light of desired objectives.

4. **Physical and emotional atmospheres affect the process of learning.**

Choice of conference facilities has been viewed as crucial by the several conference planning committees. Comfortable places to work, good food, and good beds all were seen as contributing factors to a good conference.
Program planning was guided by such factors as informality, variety, lack of pressure and time for relaxation. Time for introductions, and the use of name tags helped persons become acquainted more easily.

5. Effective use of the several media of communication enhances the probabilities for success as persons work together to solve problems.

In the early stages of the discussions which ultimately led to the planning of the first co-ordinating conference, emphasis was placed upon personal conversations. Whenever a new person was contacted about joining the planning committee or attending a planning meeting, an individual who knew the newcomer quite well made the initial contact.

Invitational letters and other correspondence were worded with considerable care and, whenever the personal emphasis seemed important, these were individually typed. Whether mimeographed or typed all correspondence was personally signed.

Information sent out prior to the conferences contained a statement of general purposes, an outline of the program, details about facilities, a list of those expecting to attend, and suggestions about the wearing of informal clothing. In other words, an attempt was made to anticipate questions participants might have.

At the conferences themselves information about conference purposes was repeated orally, both for clarity and emphasis.

The conference summary was mailed not only to all participants, but to those invited but unable to attend, and to a number
of outstanding educational leaders who, the Implementing Committee felt, should be appraised of the conference.

Twice articles which served to convey the conference outcomes and procedures to a wider group of educators appeared in Ohio Schools.

6. Persons affected by decisions should participate in making them.

This was another principle which guided the very early involvement of representatives of groups concerned with instructional problems. It would have been easier for the original nucleus of persons to plan the first conference in detail, involving none of the representatives of concerned groups. Many telephone calls, much letter writing, several personal conferences, and a number of planning meetings all would have been eliminated. However, the concern felt by some that co-operation from these groups would not be great would most certainly have been supported had this latter procedure been followed.

The original convening group was quite ready to drop any attempts at state-wide activities had representatives of the concerned groups shown no interest. In that case, efforts would have been directed at what more the major state university could contribute to instructional improvement.

7. Utilize existing groups and institutions to the fullest measure possible. Be wary of setting up new organizations if there is any existing instrumentality to do the task.

This was one reason why the Coordinating Conference was not
thought of as an action group—but rather as a group which would stimulate action in others. Existing groups seemed quite adequate to do many more tasks related to instructional improvement.

The Conference itself was set up because, at the time, there seemed to be no other instrumentality ready and able to co-ordinate the work of the major groups concerned with instructional improvement. This principle also dictates the idea that as soon as the State Department of Education is able, this conference become a Department function.
CHAPTER V

STIMULATING FURTHER EFFORTS IN LOCAL SCHOOLS
LEADING TO THE IMPROVEMENT OF INSTRUCTION

At the first Co-ordinating Conference for Improving Instruction, one of the major items discussed concerned the needs of Ohio's schools which might be met through the development of local programs of in-service education. It was during this same time, the school year 1953-54, that the Ohio High School Principals Association was seeking ways to provide consultative service for the development of such programs. The bill to help provide this service which the Association, and others, had sponsored in the General Assembly in 1953, had not even received a hearing.

Recognizing these factors, the School-Community Development Study agreed, as an initial step, to provide the time of a project co-ordinator to carry out a survey of educational needs in the State of Ohio. Staff assistance from the Ohio Education Association strengthened the undertaking and made it possible for the survey to be completed in one academic quarter, the amount of the project co-ordinator's time the School-Community Development Study was able to devote to the project.

Survey of Educational Needs

Since the Ohio High School Principals Association already had a medium for direct contact with its membership through the principals'
discussion groups, these were utilized in gathering the data. There are twenty-one discussion groups which cover the state geographically and it was possible to meet with nineteen of these in the time available. A request was made to the discussion group officers, by the state co-ordinator, for time to be allotted in a regular meeting of each group for one of the "surveyors" to explain the project and to collect the necessary information.

In the brief explanation given to each group, these two purposes for the survey were given: (1) to investigate the problems faced by school leaders as they seek to improve the instructional programs of their schools; and (2) to obtain the recommendations of these leaders concerning the aid organizations and institutions might give as solutions to these problems are sought. Following this introductory statement those in attendance were divided into small groups.

Questionnaire forms were given each small group and, in the half hour allotted, the small-group members discussed their responses to each question, recording these in the space provided. The questions asked were these:

1. What problems do you face as you seek to improve instruction in your schools?
2. What assistance would you like to have as you seek solutions to these problems from:
   a. The colleges or universities?
   b. The O.E.A.?
   c. The State Department?
3. What changes in legislation would help you run a better school?
4. What would you do to improve the education of teachers?
   a. Pre-service.
   b. On-the-job.
Survey results were widely reported and provided needed information in the planning of next steps.

Conditions cited as barriers to improvement of instruction were: inadequate materials and facilities; lack of qualified teachers; poor motivation and professional attitude; lack of finance; outside interests of teachers; teacher turnover; lack of provision for individual differences; lack of time; tenure; and lack of common goals and philosophy.¹

The colleges and universities², the Ohio Education Association, and the State Department of Education were all asked to provide additional consultant services to schools. Several groups desired a greater emphasis by the Ohio Education Association on the professionalization of teaching and the improvement of instruction. At the same time, more leadership in the improvement of instruction was desired from the State Department of Education.

Of particular interest here, is the fact that the persons participating in the survey wished that the Ohio Education Association would co-operate more with the State Department of Education and the colleges and universities. A similar wish was expressed about the State Department of Education in its relationships with the Ohio Education Association, and the colleges and universities.

Proposed Next Steps

From the information gathered through this survey it seemed that further steps should be planned which would contribute to instructional improvement.


²See Appendix B for a copy of the report of the survey, with special emphasis on questions 2a and 4, which was prepared for the use of the universities and the Ohio College Association.
improvement in Ohio. Under the direction of C. B. Mendenhall, who had served as project co-ordinator for the survey, a group of advanced graduate students at The Ohio State University developed a proposal for an Ohio Program of Curriculum Improvement and In-Service Education. The focus of this program was to be the development of educational leadership in the field. This proposal was used, with certain modifications, in seeking financial support from several sources. More importantly, however, for activities reported here, it served as a guide for the development of further activities within the limited financial support available. In June of 1954, Mendenhall made a proposal concerning such steps to the Executive Committee of the Ohio High School Principals Association. He proposed that the Association, through its discussion groups, serve as host organization to a series of conferences dealing with the improvement of instruction. These conferences were to be sponsored by the organizations attending the Second Co-ordinating Conference for the Improvement of Instruction. It was pointed out that any action taken by the Executive Committee at that time would be contingent upon final approval by the persons attending the Co-ordinating Conference.

Members of the Executive Committee who had attended the discussion group meetings the previous winter when the survey was conducted felt that the Association could not afford to pass up the opportunity to participate in such an undertaking. Consequently, the Executive

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3See Appendix B for a copy of the original proposal.
Committee passed, unanimously, a motion authorizing the discussion group to serve as hosts to such a series of conferences. The Committee recognized its responsibility in planning for the conferences for it also authorized a meeting of the discussion group co-ordinators\(^4\) at which further plans for the conferences could be discussed.

At the Second Co-ordinating Conference for Improving Instruction, the proposal for a series of conferences was discussed in some detail. It will be recalled that this Co-ordinating Conference was attended by thirty-seven representatives of nineteen major professional organizations and institutions. It thus represented the majority, if not all, of the groups that would be involved in the planning and carrying out of the series of local area conferences. These representatives wholeheartedly supported the proposal and made a number of specific recommendations,\(^5\) among them:

1. Administrators (superintendents, high school principals, and elementary school principals), an equal number of teachers, and laymen should be invited to the conferences.

2. The following groups, at least, should be officially represented on an advisory committee for planning of the conferences:

- Ohio Association of School Administrators
- Commission on the Improvement of Education in Ohio
- Ohio High School Principals Association
- Ohio Congress of Parents and Teachers
- Department of Classroom Teachers
- Department of Elementary School Principals

\(^4\)Seven area co-ordinators help local discussion groups in their respective areas with organization and programming. A state co-ordinator helps to provide some unity and continuity in the efforts of the several groups.

\(^5\)The complete text of these recommendations appears in the Conference Report. See Appendix B.
3. These questions, among others, should be considered by each conference:

   a. What are the major instructional problems in this area?
   b. What schools in this area are willing and able to work on solutions to these and other problems of teachers?
   c. What resources (money, personnel, materials) are now available which could be utilized in such efforts?
   d. What are appropriate next steps in this area?

As further planning was carried on these recommendations provided a useful framework on which to build. Certain modifications were made, however, as might be expected in an undertaking of this size and complexity. To plan and carry out twenty-one conferences involving many groups of persons turned out to be a larger task than any one had imagined. It was recognized that if these were to be more than pleasant social gatherings, a great deal of detailed planning would have to go on, with careful attention given to the principles discussed in Chapter III.

Planning the Work Conferences

As an initial step in such planning, the area co-ordinators of the Principals Discussion Groups, the State Co-ordinator, representatives of the Implementing Committee of the Co-ordinating Conference, and members of the team who would direct the half-day conferences, met together. At this meeting it was agreed that local arrangements (place, dinner, reservations, etc.) were to be assumed by members of the local Principals Discussion Group who would work with representatives of the other co-operating organizations. The nature of the
program and the responsibility for carrying it on were to be assumed by a team composed of representatives of the School-Community Development Study, the Ohio Education Association, and the State Department of Education.\footnote{Note: Originally the State Department of Education was not among this group. Following the Co-ordinating Conference, an elementary supervisor on the staff of the State Department of Education wrote suggesting that since it was hoped such activities as those planned would ultimately be carried on by the Department, it might be well if Department staff members became more directly involved in the activities being planned. Following conferences with the State Superintendent of Public Instruction, and the Director of the Division of Elementary and Secondary Education, it was agreed that this elementary supervisor would participate in the conferences to the limit of her schedule. When she was unable to attend, other State Department personnel would take her place.}

Early contact with participating organizations was urged by the group. It was hoped that these organizations would appoint local persons to aid in the carrying on of the conferences.

The need for follow-up was sensed. While it was felt that such meetings would be of value in themselves, there was a desire to plan them in such a way that follow-up or, better, follow-through would occur in the schools represented.

Plans were laid for the state and area co-ordinators to contact the officers of the local groups to schedule meeting dates. Once the team members were notified of these dates, direct contacts with the local groups were to be made by the team, in order to work out further details.

Emphasis was placed, throughout this meeting, on the importance of broad participation on the part of all educational groups as well as on the part of laymen.
This meeting accomplished much of the initial "spade work" for the conference. Areas of responsibility were defined and specific tasks were accepted.

During the fall, three types of activities were carried on: a seminar of advanced graduate students considered proposed conference plans and made many helpful suggestions and comments; members of the conference teams spent a half-dozen Saturdays together planning details of the conference program; and mechanical arrangements for the scheduling of the conferences were worked out.

The time that the conference team spent together enabled them to formulate general meeting procedures and to reach agreement about the responsibilities each team member would assume. Problems unique to various parts of the state were discussed which enabled team members to increase their understanding of the problems faced by educators in the areas where conferences would be held. Letters describing the conferences were developed and decisions were made about materials which should be made available at the conferences.

Out of these meetings came the following statement of purposes:

1. To make local groups of educators aware of the need for improving instruction.

2. To stimulate local groups to improve the instructional program in the public schools.

3. To co-ordinate existing local efforts to improve instruction on a larger scale.

4. To help develop co-operative effort among all levels of educators to improve instruction.

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7See Appendix B for a list of questions and suggestions considered by the seminar group.
5. To help the group formulate **concrete** plans toward the improvement of instruction.

6. To get local leaders to take responsibility for following-up team operation.

7. To research the above processes.

Early in December, the Implementing Committee of the Co-ordinating Conference met to review the plans made during the fall. One of the procedures discussed with the co-ordinators and others in September was the carrying on of planning meetings in each area prior to the conference. While members of the team had considered such meetings desirable, at least one member had considered it most "unrealistic" in terms of the time and energy required to make an extra trip to each area. The Implementing Committee felt differently, however, and stated quite emphatically that planning meetings should be held before each conference or workshop. Committee members felt that the success of the venture hinged upon the involvement of local leaders in the planning of each conference.

Therefore, immediately following the meeting, each of the ten major state professional organizations who had assured their co-operation at the Co-ordinating Conference were contacted. Their officers or executive committees were asked to submit the names of persons who could represent each organization in the planning and conducting of the area work conferences. Planning meeting dates were set and the local representatives contacted. This was a time-demanding procedure for it necessitated the sending of several hundred
personal letters and the making of numerous telephone calls. None-theless, it was the feeling of all concerned that the effort was worth it, at least after the planning meetings were held.

It was possible to arrange planning meetings anywhere from a week to a month before the work conferences in all but two of the areas. In these two areas some planning was accomplished in the hours immediately before the meeting, once quite effectively and once with quite limited results.

The planning meetings usually were attended by the officers of the local principals' discussion group and the representatives of the other co-operating organizations. Varying with the areas, this group numbered anywhere from four to sixteen persons. In general these meetings included the following:

1. Introduction of those present
2. Questions about the nature of the work conference
3. Gathering of background information about the area
   a. What is going on?
   b. What are the needs of the area?
   c. What resources are available?
      (1) Organizations and institutions
       (a) What have they done?
       (b) What might they contribute?

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8 See Appendix B for a copy of the mimeographed enclosure used which described the work conferences.
4. Meeting details that have been planned
   a. Facilities for small group work
   b. Numbers expected

5. Planning of the program

6. Mechanical details
   a. Selection of group chairmen
   b. Planning meeting for chairmen
   c. Registration, name tags, assignment to groups
   d. Publicity
   e. Ask planning group's aid in evaluation

These meetings aided in the orientation of both the local persons attending and the team representative. Not only was it possible to clear up details about mechanical arrangements and the general nature of the conference program, but it also provided an opportunity for the team member to gather significant information about the local area and activities currently being carried on. Without doubt, the effectiveness of communication was enhanced which probably had its effect upon attendance. The representatives of organizations attending these planning meetings obtained first-hand knowledge of what would be expected. Instead of responding to a questioner: "Oh, I don't know. It's just some meeting!"—they could go into considerable detail.

At the same time these planning meetings were being scheduled, it was thought advisable to schedule meetings with the staffs of the Department of Education in four of the state universities (many of
the staff members in the fifth, The Ohio State University, were in constant contact with work conference plans). These meetings served several purposes. They provided an opportunity to share plans already developed for the work conferences and a chance to enlist the co-operation of each university. At the same time team members gained a considerable amount of information about the many activities these university staff persons were already engaged in which contributed directly to the improvement of instruction in their own areas. In this regard, there seemed to be a universal need felt for a greater degree of co-ordination of field service efforts within each institution.

Probably the most important function these university staff conferences served, however, was that the team members could convey the idea that anything to be achieved through the series of work conferences was to be supportive of the many fine activities the universities were already carrying on. University staff members were invited to attend as many of the work conferences in their immediate areas as their busy schedules would permit.

In addition to the university staff meetings, a number of individual conferences were held with other educational leaders in the state. Many of these persons were also invited to participate in the work conferences in their local area.

Work Conference Program

After much planning and many conferences with numerous persons, the time finally arrived for the work conferences to be held.
Altogether twenty were scheduled in a three-month period beginning January 7, 1955. While the general conference pattern was followed in all the meetings, variations were made according to local conditions.

Since part of the program consisted of small group discussions, one member of the team would meet with the discussion leaders immediately prior to each conference. The following outline served as a guide to those meetings:

1. General overview of conference

2. Discussion emphases
   a. What practices are being or have been used in this area to improve instruction?
   b. What are the major problems being faced in this area as schools work to improve instruction?
   c. What are next steps in seeking solutions to these problems?

3. Recorder to keep record of "high lights" only. Notes to be turned in.

4. Recorder to report to total group
   a. Most important idea
   b. Best practice

5. Chairman to discuss suggestions for next steps

6. Questions and comments about techniques of leading discussions
These discussion leaders had been selected locally before the conference. Recorders were selected after each small group assembled.

Punctuality was one characteristic the team members attempted to give the conferences. Weather delayed a prompt beginning in two schools but nine o'clock or earlier was always the adjournment time observed. The majority of the work conferences began at four o'clock. A few groups began a half hour later, and two opened with dinner at six. The general program followed this outline:

4:00 General Presentation of the Need for Curriculum Improvement—Members of the team
4:45 Small discussion groups
   Topic: What is now going on in this area to improve instruction?
6:00 Dinner
7:00 Small discussion groups
   Topics: What are major problems faced in this area as you seek to improve instruction? What are "next steps" in seeking to solve those problems?
8:15 General session using recorders' and chairmen's reports to summarize the conference
8:55 Conference evaluation
9:00 Adjournment

An introduction to the conference by one member of the team could be summarized thus:
This conference is part of a state-wide effort in which the High School Principals Association is serving as host organization. The conference purpose is to involve representatives of major educational and lay-groups concerned with this one idea—improving instruction.

These groups are: Ohio Association of School Administrators, Department of Elementary School Principals, Department of Classroom Teachers, Ohio Association for Supervision and Curriculum Development, Association for Childhood Education, Ohio Congress of Parents and Teachers, the Regional School Board Associations, the Ohio Colleges Association and O.E.A.'s Commission on the Improvement of Education in Ohio.

We've brought you together to share ideas among all levels of schools. After we talk about the state need for improving instruction we'll go into small discussions to share:

1. What's going on in the area to improve instruction.
2. What problems are being faced.
3. What next steps can be taken to solve these problems.

Throughout our discussion we'll be talking not about what others can do—but what each of you can do—teachers, administrators, parents, board members—to improve instruction in the schools.

Again, this is a co-operative effort. The team is composed of representatives of the School-Community Development Study, the Ohio Education Association and the State Department of Education.

Following these opening remarks, members of the team discussed quite informally the need for instructional improvement and some possible ways of working on problems locally. They were aided in this discussion by a series of colorful, semi-humorous illustrations produced in chart form.

Initial comments concerned the ever-increasing enrollments in the public schools, coupled with new demands made upon the schools.
At the same time the point was made that the supply of new teachers from the universities is inadequate to meet the demand, resulting in the need to draw sub-standardly certified teachers (who may or may not be sub-standard teachers) from the community. To meet the in-service education needs of these emergency teachers adds to the task of instructional improvement (Figure 1).

A series of three charts illustrated points which team members made about the expanding body of professional knowledge. It was once believed, for example, that children grew in a lock-step fashion—each one alike. Now, individual differences in growth rates, as well as in abilities, are recognized (Figure 2). At one time, knowledge was considered to be a "pouring-in" process where all the student had to do was go to the "fount of knowledge." Now learning is looked upon as a search for meaning. The implications of this change for the teacher's approach to the learning process are almost endless and, as the team members pointed out, this change in understanding is sufficient reason in itself for a close examination of present practices (Figure 3). Purposes of education have undergone a change too. It used to be that a child learned the three R's apart from his world. Now considered fundamentals, these were then really frills. Now the child learns the three R's within his world and there are other equally important learnings to be gained (Figure 4).
Figure 1

Problems Facing the Schools
CHILD GROWTH

Figure 2
NATURE of LEARNING

Figure 3
PURPOSES OF EDUCATION

Figure 4
Two approaches, poles apart, were discussed to illustrate how the need for instructional improvement might be met. In the one case a legislated uniform state curriculum could be a pattern for all schools to follow. Assuming a state department that was "up-to-date" this would assure a certain minimum level of instruction. Another way, however, would be to bring about curriculum change and resulting instructional improvement through the study of significant local school problems by the staffs of the schools concerned. Here, it was suggested, resources of the State Department of Education, the state education association and other professional organizations, state universities and private colleges, as well as staff members from other schools, could be drawn on to aid in such study (Figure 5).

Concerning the types of problems which might be considered by local schools, team members emphasized the need to tackle those affecting the total school. Examples used were: health and safety; improving the quality of human relations in the school; a K-12 reading program; a study of citizenship education; or the use of community resources. Looking at another layer of problems an examination of these facets of the school program was suggested: curriculum organization; curriculum content; tests and measurements; evaluation practices; and a consideration of what the responsibilities of the school should be.

In discussing human resources available to aid schools in such a study, emphasis was placed upon the value of utilizing good teachers from one's own school as well as from local schools. In the
Figure 5

Two Approaches to Curriculum Improvement
GOOD TEACHERS FROM:

OWN SCHOOL

OTHER SCHOOLS

SUPERVISORS & ADMINISTRATORS

COMMUNITY LEADERS

COLLEGE & UNIVERSITY CONSULTANTS

STATE DEPARTMENT REPRESENTATIVES

O.E.A. FIELD REPRESENTATIVES

Figure 6

Human Resources for Curriculum Improvement
first place, it was pointed out that the task is sufficiently immense that all possible resources need to be utilized. Secondly, and probably even more important, is the fact that persons who are constantly dealing with similar problems in public schools may often be of more useful assistance than professional consultants. The use of laymen in the local community was also stressed. In addition, team members pointed out, aid was available from supervisors and administrators, colleges and university consultants, representatives of the state department of education and the state professional organizations (Figure 6).

Discussing ways of getting together that school staffs have found effective brought the initial presentation to a close. Among these were: released school time; various types of workshops and conferences; regular staff meetings; and "coffee breaks" (Figure 7).

Immediately following this brief presentation those attending the work conference went to small group discussions to which they had been assigned at the registration desk. The initial question under consideration was: What is now going on in this area to improve instruction? A number of reactions came from this experience. Many persons were surprised that so much was already being done. (Here the team had much to build on, for they were not seen as challenging people to get busy but, rather, they could give encouragement to continue present good practices.) Some were startled at what neighboring schools were doing, with much less to work with. Still others were relieved to know that others faced the same problems.
TEACHERS GET TOGETHER

RELEASED TIME.. BEFORE
LUNCH HOUR.. AND AFTER
COFFEE HOURS SCHOOL

WORKSHOPS
(COUNTY - TRI-COUNTY - STATE)

PRE-SCHOOL WORKSHOP EXTENSION
FACULTY MEETINGS COURSES
PROFESSIONAL MEETING FIELD WORKSHOPS

Figure 7
Ways Teachers Get Together
Among the more outstanding practices reported were these: a reading clinic which was primarily concerned with emotional blocks to reading; an extended pre-school workshop; use of student teachers to free staff for professional activities; freeing teachers in a school system for consultant help within the system; use of high school science teachers as resource persons in the development of an elementary school science program; co-operative activities of several school systems in staging a one-day workshop; a three-day weekend workshop involving all teachers in a county; regular meetings with parents to discuss school problems; released time for planned school visitation by staff members; and high school teachers working on reading problems of high school students.

Following the dinner hour, the participants returned to their same small groups where they discussed problems met as they sought to improve instruction. They then went on to suggest possible next steps in the local area.

During the last half-hour or forty minutes, the recorders and chairmen shared a "gem" or two which came from each of the groups. The last five minutes were devoted to the filling out of the form reproduced below.
CONFERENCE ON IMPROVING INSTRUCTION
Post Meeting Reaction

Position ______________________________________

As a professional experience I rate this meeting:

<table>
<thead>
<tr>
<th>With the</th>
<th>Good</th>
<th>Satisfactory</th>
<th>Of Some</th>
<th>A Waste</th>
<th>Of Time</th>
</tr>
</thead>
<tbody>
<tr>
<td>Best</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Comments:

In addition, the local planning committee for each workshop met with members of the team immediately following the close of the workshop. At this time, the following questions were discussed:

Was the meeting worth while?

Was it organized satisfactorily?

Adequate leadership? in their group? from the team?

What were the most important things that came from this meeting?

What are the next steps?

Cautions for next meetings?

From these two evaluative procedures many suggestions were received which helped the team to improve procedures in succeeding conferences. They also aided the local planning committee to examine strengths and weaknesses of the techniques used, and to think about what next steps were appropriate in their geographic area.
Summary and Evaluation of Work Conferences

In all, twenty work conferences were held. For local reasons, it was not possible to hold a conference in one discussion group area, although a planning meeting was held. Total attendance numbered over 2400 persons. A breakdown of conference sizes follows:

<table>
<thead>
<tr>
<th>Number of Persons</th>
<th>Conferences</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 50</td>
<td>2</td>
</tr>
<tr>
<td>51-100</td>
<td>4</td>
</tr>
<tr>
<td>101-150</td>
<td>6</td>
</tr>
<tr>
<td>151-200</td>
<td>6</td>
</tr>
<tr>
<td>Over 200</td>
<td>2</td>
</tr>
</tbody>
</table>

The largest work conference was attended by 285 persons and was one of the best. There was some feeling, however, that an undue amount of time was devoted to persons moving to and from the several meeting spots. Team members wondered if approximately 200 persons would not represent the optimum number in such an endeavor.

In the original planning, there was a desire to obtain a considerable degree of commitment from schools to work seriously on problems they faced. As the first few conferences were carried on, it seemed clear that pressure for commitment was quite inappropriate. School staff members first had to see the need for improving their school programs—and then commit themselves to action. One participant
suggested that the best any meeting could do was to get those present to think. His feeling was that the work conference stimulated thinking. Another said that while the meeting had just scratched the surface, "the scratch should irritate enough to cause action in the local situation." The conferences thus became an initial "stirring up" of concern for and interest in instructional improvement.

Outcomes of such a series of meetings are difficult to measure. Nonetheless, a number of different observations obtained from comments on the evaluation sheets, from team members, and from persons in the field are suggestive of some worthwhile results.

Comments from individual teachers suggested some positive outcomes in terms of "back-home" behaviors:

"I now see that my classroom problems lie mainly in me—not in my pupils. Thank you for opening my eyes."

"I feel that I can go into my classroom tomorrow and be a better teacher for having been here today."

"I solved a problem for one class while here."

"Have a desire to go back and do a better job."

"You certainly make us realize what can be done in improving teaching . . . and make us ashamed of what we don't find time to do."

Of course, there was the cynic who said, "Alas, I knew it all!"

The active participation of laymen seemed to contribute to a mutual understanding of school problems on the part of parents and teachers. A Parent-Teacher Association leader in northeastern Ohio said she was glad to see teachers talking about instructional problems.
Since she had seen reports of meetings dealing with salary and other matters of professional welfare, she said these conferences on instruction should be widely publicized to give to the public a more balanced impression of teacher concerns. On another evaluation sheet, a parent expressed it this way:

... it has been a refreshing experience and most enlightening to realize that both teachers and administrators are sincerely aware that instruction needs constant improving and are going about it in a most democratic manner. ... suggest you continue inviting lay people ...

After expressing appreciation for the privilege of attending the conference, another layman said: "I am especially happy to learn that teachers really want the parents to join them in their common goals."

Appreciation was expressed for the active co-operation of the Ohio Education Association, the State Department of Education, and the colleges and universities, as evidenced by the team composition. In addition to the regular team members, other persons on the staffs of the State Department of Education, the Ohio Education Association and colleges and universities in the immediate conference area joined the group from time to time. There were a few comments which suggested domination of consultants in small group discussions. It was refreshing to have this comment: "Where are the so-called experts' opinions?"

Since this was to be a session where local views and concerns were paramount—and the old concept of "dishing out" answers was strictly taboo—the team members felt this question indicated that they had refrained from playing the role of the expert.
The sharing of ideas across-the-board in the school program was considered of value, too. Illustrative of those comments were the following:

"... was able to get viewpoints from parents, board members, teachers—all in the same group."

"Having board members, administrators, parents, lay leaders, teachers together to discuss such problems is wholesome. It is too often an isolated, rather than a sharing group."

"I have received more benefit from this type of grouping than I have ever received before. The fact that I was able to see and hear the point of view of elementary, junior high and senior high teachers gives me new inspiration."

"The fact that administrators, teachers, university personnel, and laymen were able to discuss together what is done and what is to be done is certainly a step in the right direction."

"I feel that the invitation to teachers to meet with principals was certainly a fine gesture. Much good should come from a resulting community of interest and understanding."

"Enables us to see that the best way to solve our problems is to understand them from all possible viewpoints."

At the same time there were a very few who wished to get together with others like themselves, i.e. English teachers, lower elementary teachers, high school principals, etc.

Many generally favorable comments were received on the evaluation sheets. A sampling helps to convey the feelings of many participants:

"Do it oftener."

"We need many more soon."
"Professional meetings of this nature are most important—both informational and inspirational. They improve school association and boost our morale."

"A pleasant surprise!"

"I expected to be bored but, really, I've had a grand time."

"We shared helpful things being done in various schools rather than discussing only problems without any suggestions on what to do about them as happens in most such meetings I've attended."

"This experience should get to everyone who has anything to do with teaching." (Board of education member.)

"I feel like I want more so the meeting must have been too short...caused some of us to think for a short time. This could prove fruitful. Who knows?"

Appreciation was expressed for several qualities characteristic of all the work conferences: careful planning, punctuality, the role of resource persons, and emphasis upon local problems. One comment implied something for consultant behavior:

"It is good to have consultants who can speak with administrators and not refer to teachers as 'they'—a breed apart and somewhat inferior."

As was previously mentioned, the opportunity to discuss common problems seemed to have its effect upon morale.

"Knowing that some schools have problems that are more difficult than ours is a big help. I feel that this has helped to provide another measuring stick to aid in an evaluation of my own situation and system."

"It is always good to find out our problems are general."

"I realize other schools have much the same problems we have."
Of course, not all comments were of a positive nature. Among the negative comments, three major criticisms seemed to stand out. Some felt that too much was attempted in too little time. Others said that the emphasis was too general and that discussion should have centered in one area. Still others expressed concern that for them, problems were raised but little was done to arrive at answers. Obviously, the needs of all persons attending such work conferences will not be met. Since they were not planned to provide many specific answers, those who came expecting them were bound to be disappointed. Aside from the obvious difficulties involved in meeting a variety of expectations in a few brief hours, team members tried to isolate possible causes within the conferences themselves which might have accounted for conflicting reactions on the part of participants. After considerable study, two possibilities were isolated. The first concerned the quality of a person's experience in the small group discussions. If a chairman were particularly skillful and informed, general conference reactions were favorable to the general program. On the other hand, if there were monopolization of discussion, an endless rambling or a failure to keep on the question, this experience seemed to color, quite strongly, a person's reactions to the total conference experience. With as many as fifteen small discussion groups there was room for a good deal of variation in the quality of experience those attending any given work conference might have had.

The second factor seemed to be that of the adequacy of communication to participants before the conference. Where conference
purposes had been made reasonably clear in local publicity, expectations were more nearly met. Where communication had not been so good, expectations were so varied that many persons did not get what they thought they came for.

Many helpful suggestions were made by the participants. They, too, sensed the importance of the discussion groups for several asked for more adequate preparation for discussion leaders. (While this was planned for, some leaders failed to make the pre-conference session. Also, some persons had had little leadership experience, and the instruction that could be given in half an hour proved to be a poor substitute.) Some persons felt that a summary both of individual meetings and of the series of meetings would be helpful. Others were concerned that ways be found to "get those who really need help to attend." Compulsory attendance of teachers in the area was suggested—though the team viewed this as quite inappropriate. Evidence of the desire for adequate communication was expressed by some who wished they had had more adequate information beforehand about the work conferences, as well as a printed program. These publicity arrangements were the responsibility of local persons and in most groups they were handled well. In a few, however, little pre-conference information was available.

These excerpts from the evaluation sheets seem to give credance to the notion that the conferences were generally quite successful. Average work-conference ratings, based on the five point scale
previously illustrated, ranged from 3.2 to 4.5. While many factors may affect the success of a particular conference, it was the considered judgment of those persons who worked with the entire series that the most successful conferences, as measured by the ratings, were those in which the principles enumerated here were utilized most fully.

Leadership-team Training

Two types of activities seemed to be appropriate to consider as logical next steps for the school year 1955-56. In some areas there was a desire to have another half-day conference dealing with a specific problem of local concern. In other areas there was a desire for some form of leadership-team training in which persons from a particular school would get help on procedures of working on problems of improving instruction they faced.

This latter type of activity was carried on in two counties. Only limited aid for consultative help was available and this restricted the number of leadership-team training workshops that could be held. The School-Community Development Study, which had largely supported the twenty half-day conferences held the previous year, was in its final year of operation and monies were needed in other activities. Funds were secured from the Alumni Development Fund of The Ohio State University for an initial program. A letter was sent to a selected group of administrators in the state asking if there were schools under their direction that would be interested in working systematically on problems of concern to them. See Appendix B for copies of the letter and the enclosure describing the program.
Some schools reported an active in-service education program and felt unable to participate; others wanted more information; and still others desired to discuss possibilities for participation.

From this letter came the planning and carrying out of two county-wide leadership-team training workshops (Figure 8). Following an exchange of correspondence the initial step involved a meeting with the county superintendent and the executive heads of the local schools. The general nature of the workshops was outlined and the responsibilities of the local schools were discussed. In essence the program was this. Participation was to be voluntary, with the understanding that a local school staff would commit itself to the study of a local instructional problem it both needed and wanted to work on. A team from the school would then attend the workshop where the purpose would be to aid the team in techniques of problem-analysis and to develop other skills of use as they worked back-home on the problem with the school staff. Much emphasis was placed upon the value of co-operative effort (Figure 9). Members of the team were to include four to six teachers chosen by the school staff, a parent, a school board member, and the executive head. The team was to spend time studying the problem prior to the workshop, and to raise questions which they would like to study at the workshop.

Since a total of fourteen persons were involved as workshop consultants, provisions were made for a one-day conference in which they gave consideration to the tools and techniques to be used, as well as to discuss underlying principles of this type of activity.
TEAM TRAINING—HOW IT WILL WORK

Figure 8
Figure 9

Two Ways to Solve a Problem

1. To Each His Own

2. Side By Side
This consultant staff was drawn from the State Department of Education, the Ohio Education Association, and The Ohio State University, as well as two public school persons, one a teacher and the other a curriculum co-ordinator.

Workshop activities were two. A consultant worked with the team from each school aiding that team in an analysis of the problem it had brought. In addition to the focus upon problem-solving skills in these team meetings, attention was given to difficulties they might face in working with their fellow teachers back home. General sessions were planned to deal with problems faced by all the teams.

Following a brief opening session, the consultant met with the team to which he had been assigned. The team members described their school situation to him and then outlined the problem on which their staff had chosen to work.

General sessions on the first day dealt with the problem-solving process (Figures 10, 11, 12) and with hypothesis formulation (Figures 13, 14, 15). The role-playing technique was utilized to illustrate some of the human relations problems encountered by a school staff. Emphasis was placed upon discovering resources available "back home" to aid staffs with problems. Consideration was also given to the development of courses of action that might be used to remove blocks to curriculum improvement.

In both workshops there was some conflict between the need for immediate help on back-home problems, and the development of problem-solving techniques having applicability to a number of problems.
FACTFINDING

Where can we find out?
What is the problem?
Why?
What do we need to know?
How will we find out?
Who will find out?
What will we do with the facts?
Do the facts confirm our problem?

Figure 10
FACT INTERPRETATION —

AND —

Here's what I found!

How will we work?

What do we do with these?

Wait! That changes things!

We'd better include these!

Who'll do this?

... PLANNING FOR ACTION

Figure 11
ACTION ACCORDING TO PLAN

Who's in charge of the heating?

Maybe we should...

How does it look?

I'll get the plans

This doesn't seem big enough—we'd better change the plans!
What'll we do about individual differences in a physical education class?

WHAT differences are we talking about?

a. sex
b. maturity (emotional)  e. academic ability
  (physical)
c. interest      f. physical type
d. skill        g. socio-economic bk.

h. attitudes, values

Figure 13
What'll we do about individual differences in skill in physical education?

Ways of testing skill:

a. observation
b. attitudes toward participation in games
* c. performance in game skills
d. testing

Figure 14
What'll we do about individual differences in skill in physical education games?

Action hypothesis:
If children with the best game skills, assist in teaching those with the poorest, the skills of both will increase in quality and the overall difference in games skills will increase.

Figure 15
Evaluations of the first day of the conferences indicated that participants felt they had received the most help on immediate problems. On the second day, aid in developing problem-solving techniques was the key to the participants’ conference rating.

At the close of workshops, representatives of teams volunteered commitment to immediate action and to long-range planning. As evidence of their desire to follow-through, one county initiated plans for the released-time of staff members for curriculum study.

Evaluations of the two county leadership-team training workshops were markedly different. This was the form used:

A. In terms of its success in helping me to achieve my expectations about the workshop, the following represents my reaction:

Very Successful | Quite Successful | About Average | Not a Success | Poor

B. Please comment briefly on the major reasons for your reactions.

The average ratings of one workshop were between very successful, and quite successful. This group mentioned the acquisition of problem-solving skills, under B, more often than did the second workshop. The other workshop had an average rating somewhat less than quite successful. Staff judgments about the two workshops were supported by these data.
There were some interesting differences which came to light about the degree to which the two groups followed pre-workshop expectations in planning and team selection. These differences suggested a possible cause-and-effect relationship. In the case of the "better" workshop, the school faculties had chosen the problems for study; they had chosen the team to represent them; and they had given time and study to the problem selected. In the other workshop, contrary to agreed-upon-procedure, the problem areas were chosen by executive heads and often times teams had not even been informed of the problem; the teams were chosen haphazardly; participants seemingly attended the workshop more out of loyalty to the county superintendent than out of commitment to the solving of a problem; no team had given consideration to the problem; and on top of all these factors, the weather was bad. The fact that the teams chose problems of their own and disregarded those suggested by the executive heads, seemed the cause of any success the workshop enjoyed.

Plans have been proposed for the continuance of the leadership-team training approach to instructional improvement. One such proposed plan is included in Appendix B.

Utilization of Principles

Again, for purposes of clarity and emphasis, crucial spots where decisions were clearly dictated by principle are pointed up in the paragraphs which follow:

1. The improvement of instruction is facilitated by the use of problem-solving techniques.
As an initial step in the events leading up to the work conferences, the survey of need was made, and the results were analyzed. The work conferences themselves were considered to be one way of aiding instructional improvement—not a complete solution. Following the conferences, the entire program was evaluated by members of the Co-ordinating Conference, and further activities were planned in the light of that evaluation.

Within both the planning of each workshop and the workshop program itself these same procedures were followed. Information about the local area was gathered, program plans were completed in the light of that information, the program was conducted, and an evaluation was made.

In the leadership-team training workshops, local needs were first analyzed. Then a program was planned. The entire program emphasis—that of problem-solving techniques—was based upon the assumption that this principle is valid.

2. Persons are more apt to act on the basis of facts they, themselves, uncover than they are on the facts presented by another person.

The series of meetings in which educational needs of the state were surveyed aided local persons to pinpoint problems they faced. No one came in to tell them what "the facts" were.

In the local planning, local needs were emphasized by having local persons review what they knew of local problems. No attempt was made by the team members—outsiders in the situation—to suggest local problems. Persons came to see, if they did not
already realize it, that information readily available to them helped define problems on which they needed to work.

Within the work conferences themselves emphasis was placed, through the small discussion groups, on fact-finding about local problems.

As a greater understanding of this principle emerged, it became clear to the team that local persons had to gather a sufficient amount of information to see reason to commit themselves to action. To press for such commitment before such facts are uncovered and accepted came to be seen as most unworkable.

3. **Principles of learning are applicable in instructional improvement activities.**

   Again, emphasis was placed on the idea that **learning begins with the problem of the learner.** Of course attempts were made to stimulate the clarification of problems still at the sub-conscious level, but nonetheless, this facet of the principle was clearly recognized.

   In planning the work conferences many principles of learning were followed. Adequate preparation of participants, both the team as well as local persons, was sought. Effective use was made of visual aids. A variety of learning activities were provided for in the program. The opening general session was designed to create a readiness for the small group discussions.

4. **Physical and emotional atmospheres affect the process of learning.**

   Physical arrangements were largely under local control but
team members discussed with the local planning committee some of the physical characteristics of the meeting place which would contribute to good learning. For example, in schools having large auditoriums an attempt was made to keep the participants toward the front and in a group rather than to let them scatter over a large area.

In the small group discussions, physical arrangement of the room was stressed, with the suggestion being made that an informal, circular chair arrangement be used. The briefing session for chairmen helped emphasize other factors contributing to good learning conditions.

Humor had its day, too, for it was recognized that it has a contribution to make to effective learning.

5. Effective use of the several media of communication enhances the probabilities for success as persons work together to solve problems.

The initial meeting with the area co-ordinators of the principals discussion groups was held because this seemed to be the most effective way to convey information. (See Principle 6.)

Personal contact was made as often as possible to assure clarity of communication, as well as to convey a genuine interest in the local situation. It was surprising, for example, the amount of appreciation that was shown for the planning meetings where much information could be exchanged.

Many personal letters were sent to local leaders to clarify conference purposes and the roles of persons in the local area.
Telephone calls were made where face-to-face contact was not possible, yet a quick exchange of ideas and information was needed.

6. Persons affected by decisions should participate in making them.

The initial decision to hold the work conferences was made at the Second Co-ordinating Conference where representatives of the groups concerned were in attendance.

When the possibility of using the principals' discussion groups was under consideration, the idea was taken to the Executive Committee of the Ohio High School Principals Association for their consideration.

The planning meeting held in each area prior to the work conference also resulted from a recognition of this principle. Local conference arrangements were to be a local responsibility. Therefore, details concerning those arrangements were to be worked out on the basis of local decisions.

The procedures developed for the leadership-team training conferences illustrated this principle, especially with regard to the selection of the problem on which the school staff would work.

7. Utilize existing groups and institutions to the fullest measure possible. Be wary of setting up new organizations if there is any existing instrumentality to do the task.

The host organization for the work conferences was the Ohio High School Principals Association, utilizing their several
discussion groups. These groups had been in existence almost twenty years and had, in the past, assumed leadership in instructional matters. All of the groups participating had, in one way or another, indicated interest in and concern for the problems under discussion.

Each of these principles thus directed one or more apparently crucial decisions connected with the work conferences and the leadership-team training workshops. The number of persons involved in the planning and carrying out of the conferences aided in calling attention to "crossroads" situations where principles dictated decisions. One person served as a check on another when temptation to do the expedient thing might have resulted in detrimental actions being taken.

It must be recognized that the activities reported in this chapter are not ends in themselves, but part of a series of efforts directed at state-wide instructional improvement. Evaluation of their successfulness as part of that process must necessarily be made over a period of time. Nonetheless, evidence available suggests the importance of the utilization of these principles in the achievement of objectives.
CHAPTER VI

AN APPRAISAL OF THE APPLICABILITY OF PRINCIPLES

In the previous two chapters, instances were pointed out in which certain principles were utilized. Considering all of the activities carried on, the questions are now asked: How applicable were these principles? Did their use really seem to make a difference? In the following paragraphs each principle is reviewed with these questions in mind. Then other principles which might have been utilized are stated. The chapter concludes with suggestions about the applicability of all the principles to state-wide activities elsewhere, as well as to local efforts, at instructional improvement.

1. The improvement of instruction is facilitated by the use of problem-solving techniques.

   Central to the improvement of instruction is the solving of problems which stand in the way of providing the best learning conditions for students. The nature of problems does not affect the basic procedure used to seek their solution.

   In the activities reported here, a careful delineation of the problem seemed an important factor in any achievements gained. Too often, activities are planned because persons "think" it would be well to carry them on. In this instance there was some documentation about needs
which might be met by the activities reported here.

Evaluation procedures were utilized with considerable effectiveness in all the activities. They provided helpful information which resulted in continuous improvement.

At first glance it might seem that this principle could stand by itself in securing desired results in improving instruction. Therefore, it should be pointed out that one individual working alone might utilize this principle, yet violate the remaining ones. Thus, this seems to provide an essential framework within which one works in the light of additional principles.

2. Persons are more apt to act on the basis of facts they, themselves, uncover than they are on the facts presented by another person.

This principle was most adequately documented in the early stages of the development of these activities. An attempt had been made through verbal means to convey possible steps toward instructional improvement in Ohio to one of the persons who became a key figure in the activities reported here. It was not, however, until he had participated himself in a similar activity in Michigan that possibilities were clearly enough seen to produce action. It is interesting to note that such a visit to Illinois was seen as making a significant and similar contribution to the Oklahoma program.
In the early deliberations which resulted in the co-ordinating conferences, there was a fear that some of the organizations that many felt ought to be concerned would not become active participants. The fact that this fear proved unjustified is ascribed by some to the fact that representatives of these groups were included from the beginning.

In both types of activities fact-finding procedures were used, thus enabling participants to delineate problems for themselves. There apparently were no persons who rejected the importance of problems so uncovered, although previous experience has suggested this might have been the case had the principle been violated.

3. Principles of learning are applicable in instructional improvement activities.

The approach to instructional improvement suggested in Chapter III placed emphasis upon a change in persons rather than merely a change in organizational patterns or in curriculum guides. Such change is a resultant effect of the learning process. As VanDuyn's study aptly illustrates, however, too often the centrality of the learning process to gatherings of educators is ignored.

Emphasis upon local problems in the case of the work conferences, and upon problems considered important by the participants, in the case of the Co-ordinating Conferences, recognized the importance of the idea that learning begins with the problem of the learner. This may well have been a contributing factor to an apparently high interest level in both activities.
4. Physical and emotional atmospheres affect the process of learning.

In one of the four Co-ordinating Conferences, facilities were somewhat less adequate than in the other three. For some in attendance this served as a noticeable block to effective participation.

In each conference the adequacy of facilities came up in the review of conference strengths and weaknesses. To the degree that they were "good," participants rated them as contributory to an effective conference.

Outstanding among conference characteristics, according to participants, was the friendliness of the group and the consequent lack of tensions. It is assumed that pre-conference planning, which considered the factors affecting such an atmosphere, contributed to the result.

5. Effective use of the several media of communication enhances the probabilities for success as persons work together to solve problems.

Care in the expression of ideas characterized the efforts reported here. Occasionally this even reached the point of irritation with some members of the planning groups (i.e. that so much care should have been taken). For enterprises of these kinds, however, there was a surprisingly small number of questions asked for purposes of clarification.

The number of personal contacts appeared to minimize misunderstandings about purposes of either activity.
6. Persons affected by decisions should participate in making them.

Success of the initial planning of the Co-ordinating Conference seems partially attributable to the early inclusion of those concerned.

At the Conferences themselves it was understood representatives could not obligate their groups to action—but merely carry recommendations back for consideration of the group represented. Thus, there was no "they don't speak for me" heard.

In the leadership-team training workshops, it was interesting to note that the consultants attributed the success the poorer workshop had to the fact that the participants rejected a decision in which they did not participate, and then made their own proposal for study.

7. Utilize existing groups and institutions to the fullest measure possible. Be wary of setting up new organizations if there is any existing instrumentality to do the task.

In the process of utilizing existing groups, recognition was given for past efforts at instructional improvement those groups had made. There was some speculation that there would be resentment from groups which either were or had previously been concerned with the problems. The fact that none developed seems partially attributable to the fact that the activities reported here were clearly supportive of past and current efforts—not in competition to them.

In utilizing existing groups, persons came to feel that they
had a real stake in the activities. There was no need to build up new loyalties.

**Additional Principles**

As with any undertakings like those described in this study, the participants learned about how such activities might have been improved. The principles discussed in Chapter III and reviewed here were not thought of as the sole principles which had applicability to the work reported. Consequently, new learnings suggested additional principles which, if used, might have strengthened the effectiveness of the activities herein reported. Brief statements of these principles follow.

1. **Outside consultants need to meet or surpass local expectations.**

   As the half-day work conferences were carried on, it became quite obvious to the team conducting the conferences that there was a relationship between the effectiveness of the conferences and the degree to which local expectations were met. Obviously, there are other principles at work here. If the communications had been good local expectations would have more nearly anticipated what was to come, and conversely the team would have known what was expected. This latter idea is, of course, closely allied to the need to begin with the problems of the learner.

   Nonetheless, in addition to knowing local needs, and communicating with a reasonable degree of effectiveness about programs
and procedures, unless local expectations are met to a fair degree, the impressions of the team members were that other ideas tended to meet with a block—a block apparently caused by a feeling of "What's this all about?—It isn't what I expected, or wanted."

2. In some legally constituted organization, agency, or institution must rest the responsibility for following-through on recommendations for action of conference groups, and for continuously stimulating state-wide efforts at instructional improvement.

The activities reported in this study were carried on largely through the efforts of personnel devoting part-time: professors on leave for short periods of time; advanced graduate students; full-time employees of many agencies, institutions and organizations whose major responsibility rested in another, though possibly related, area.

While much was accomplished under these conditions, a long-term program cannot be developed without a considerable amount of time being devoted by a few persons whose primary responsibility this is.

Two principles from the Illinois Curriculum Program are sufficiently pertinent to repeat them here:

(1) The program should be under the auspices of the agency most inclusively related to all the schools of the state, namely, the office of the Superintendent of Public Instruction.
Responsibility should be pinpointed. Some one person should be made administratively responsible for seeing to it that agreed-upon policy and programs be translated into effective action.¹

In the report of the State Departments of Education of the Southwestern Region, another closely allied principle appears:

3. The state department of education should encourage the development of a positive program of state-level services, and should foster co-operation among state-level agencies providing these services.²

While the State Department well may be the agency for coordinating state-level services and for implementing many types of action recommendations, this need was also in evidence within the state professional education organization. The writer noted on many occasions how easy it seemed to be to pass glowing resolutions having to do with instructional improvement and how seldom it was that these were effectively implemented. One possible answer is for the Ohio Education Association to provide additional staff whose responsibility it would be to aid the various departments of the Association in program planning and in implementation. Evidence from several of the administrators' groups would suggest that this might pay good dividends. Whether the efforts of the


²The State Departments of Education of the Southwestern Region, *An Integrated Program of the State-level Services to the Public Schools*, pp. 5-6.
high school principals group would have been aided had such additional staff been available, one can only speculate.

In any case, there seems to be ample evidence that a principle such as this, if followed, would facilitate putting ideas into practice.

Applicability to Other States

There is reason to believe that the principles enumerated in this study would be as applicable in other states as they have been in Ohio. Emphasis upon guiding principles enables one to develop a program appropriate to a given set of circumstances, whereas the advocacy of certain practices to be copied elsewhere may result in actions that are quite inappropriate to another situation. In the light of the principles reviewed in this study, three major cautions are advanced for those who might seek to develop similar programs elsewhere:

1. Involve persons immediately who have a stake in the problem. Do not wait until all the facts are uncovered!

2. Learn as much as possible about what efforts have been or are going on to improve instruction so that they may be capitalized upon.

3. Be wary of setting up a new group or organization unless study reveals there is no better way to get the job done.
Applicability to Local Instructional Improvement Programs

Many persons have developed statements of principles governing curriculum development. Some of these are quite philosophical in nature. Others are strongly operational. A purpose of this study has not been to review and evaluate many such lists of principles. Nevertheless, it would seem that, if the principles used in this study were utilized in the development of local instructional improvement programs, results would very likely be noticeably better than if they had not been used. In order to aid the reader in visualizing their application to local programs, each principle is listed below with possible courses of action suggested. There is no priority implied in this listing, but it would seem that Principle 3 would be given priority in the building of any program.

1. The improvement of instruction is facilitated by the use of problem-solving techniques.

The steps suggested are most important if problem-solving efforts are to result in an improved program. Too often the symptoms of a problem receive so much attention that the central cause is not isolated. Until a careful statement of a given problem is developed, there is little likelihood that it will be solved. Once the problem is defined, as much relevant information

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3 For example, see Harold Alberty, Re-organizing the Secondary School Curriculum, 1953, Ch. XVI.
as possible must be uncovered. To act on the basis of partially complete data may result in a solution which creates more problems than the one being "solved." Proposing tentative solutions to be tested seems a clear next step. Many times, though, the final step of evaluating the outcomes of the "solution" is not completed. Thus, one may actually never know if a satisfactory answer has been found.

2. **Persons are more apt to act on the basis of facts they, themselves, uncover than they are on the facts presented by another person.**

   In the local school this has important implications for the school leader, be he principal, supervisor, or superintendent. It means that, if staff involvement is desirable, it includes the fact-finding process—not merely the sometimes perfunctory process of decision-making.

3. **Principles of learning are applicable in instructional improvement activities.**

   The principle emphasized in the initial discussion—learning begins with the problem of the learner—is one quite often violated by those in local leadership positions. Many times the leader's problem becomes the staff's problem, or at least he attempts to make it so. There are non-manipulative ways to help a staff become aware of a problem and these should be utilized.

   At the same time, unless an attempt is made to define and solve problems of immediate importance to the school staff, these problems may serve as blocks to the consideration of those which the leader wishes the staff to consider.
4. **Physical and emotional atmospheres affect the process of learning.**

Good physical conditions which contribute to good learning are usually provided for. Sometimes, however, actions of leaders produce emotional atmospheres not conducive to good learning. Human relationships apparently provide one of the keys to instructional improvement. Acceptance of the ideas of others, encouragement of experimentation, and friendliness, all aid in the creation of a learning atmosphere. In the public schools, the timing of meetings and adequate notification about them can have a great effect, also, upon the quality of a given situation as it affects learning.

5. **Effective use of the several media of communication enhances the probabilities for success as persons work together to solve problems.**

Here, the importance of clear communication is most important. The leader in the school needs to be most careful in his choice of communication media. For example, a formal note to convey an idea better said face-to-face may well upset what could have been a good learning situation. Clarity of communication, especially in the making of agreements, and in the defining of problems is most crucial. Lack of agreement about what "he" said, or what "we" said can side-track a potentially productive discussion.

6. **Persons affected by decisions should participate in making them.**

A danger here is that this may become a very perfunctory process where the staff actually "rubber stamps" a decision
already made by the responsible person in the school. Participation in decision-making means much more than saying "yes" or "no!" (See Principles 2 and 3).

7. **Utilize existing groups and institutions to the fullest measure possible.** Be wary of setting up new organizations if there is any existing instrumentality to do the task.

In the school situation, the rate of change a staff will accept is a factor which adds credence to this principle. Not only does the danger of too many committees exist, but also a staff is unlikely to accept too readily a new operational structure for getting their work done—unless they, themselves, see such a structure advancing the tasks they see needing to be done.

**Summary**

This appraisal of principles and review of their utilization in several endeavors seem to support their applicability to curriculum improvement activities generally. The fact that they were seen as crucial factors in the success of both the Co-ordinating Conferences and the work conferences certainly implies that, without them, either activity would have, in all probability, been less effective in achieving its objectives.

The additional principles suggested in this chapter serve to emphasize the caution that the total of nine principles may not be
all the crucial ones in such an undertaking. It does seem clear, however, that without any of these, or without even one, the successes reported in this study probably would have been much less.
CHAPTER VII
A LOOK AHEAD

Recommendations for Furthering Current Efforts at Instructional Improvement

Apparently the Co-ordinating Conferences have served a real need in Ohio. Participants are unanimous that this type of effort be continued. As has already been reported, this activity will be sponsored next year by the Commission on the Improvement of Education in Ohio, a commission of the Ohio Education Association. Unquestionably, it should ultimately become the responsibility of a re-organized State Department of Education. Wherever the responsibility may rest, the need for co-ordinating the efforts of all groups concerned with instructional improvement seems evident.

Additional efforts need to be made to stimulate local activities directed toward instructional improvement. Some of these may have to await the re-organization of the State Department of Education, but the achievements gained by the series of work conferences dealing with instructional improvement, as well as those resulting from the leadership-team training workshops, need to be capitalized upon and extended. Among the possible courses of action are these:

1. The conducting of additional area work conferences, utilizing the principals' discussion groups.
2. The encouragement of county or system discussion groups to meet regularly for consideration of common problems. These might be the responsibility of the supervisors newly authorized by the legislature and would be a way for them to become acquainted with local concerns.

3. Continuation of the leadership-team training program, with greater emphasis upon researching its effectiveness.

4. The encouragement of individual and school-wide curriculum research activities. Some might be focused on a single problem with voluntary participation on the part of individual teachers and total school staffs. Others might originate locally with results reported state-wide. Concern for this type of effort stems from the failure to get research information where it will make a difference. The answer to the problem seems to rest on the principle that persons are more apt to act upon facts they themselves uncover than upon the facts presented by another person. Thus, local action-research efforts seem to hold the greatest promise to effect change as compared to many university-centered activities.

Other recommendations for furthering current efforts at instructional improvement seem more appropriate to discuss under the headings of the groups concerned: the State Department of Education, the Ohio Education Association, and the colleges and universities.
Recommendations for the State Department of Education

Two major functions which most authorities agree are responsibilities of state departments of education—co-ordination and leadership—have received mention many times in this study. Neither of these functions, particularly as they apply to instructional improvement, seem to characterize to a great degree the State Department of Education in Ohio. As has been suggested, this condition exists partially because of inadequate funds and a resultant limited program with a limited number of staff members. Another factor, however, has been the stated legal function of the Department, and the staff's interpretation of that function. For whatever reasons the current functions of the Department are carried out as they are, data gathered in this study would seem to suggest certain revisions.

The Co-ordination Function

The President of the State Board of Education in Ohio gave the following as one of five major roles the Board should carry out: to "co-ordinate the efforts of all these organizations (state-wide groups concerned with the schools) for the best interests of the schools." Authorities generally recognize this to be one of the roles of a state board, implemented through the work of the staff of the state department of education.

Chiara,2 in her study of curriculum development programs of state

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departments of education, gave the following as one of a series of principles underlying such programs:

An effective state department of education serves as a co-ordinating agency for the state universities, the teacher training institutions, local school systems, and governmental and voluntary state agencies.

At the time of her study about half of the states gave some indication of the utilization of this principle. Ohio, however, was not among them.

As has already been suggested, the Co-ordinating Conference for Improving Instruction should, in all probability, become a function of the State Department of Education. This would be only one way, however, in which the co-ordinating function might be carried on. In the case of the Southwestern Region State Departments of Education, two commissions were recommended: one concerned with the needs of local schools; the other with state services to schools. In the report of a committee which reviewed the relations of the School-Community Development Study, the formation of a State Council was recommended to carry on such a function. This Council would have a small professional staff who, under the guidance of the Council, would:

... provide continuity in the programs of the various organizations, ... plan and execute joint research activities, and ... provide leadership in the planning of effective meetings.

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3An Integrated Program of State-Level Services to the Public Schools, op. cit., pp. 13-18.


5Ibid.
Following the principle concerned with the utilization of existing groups, it might be well for the Implementing Committee of the Co-ordinating Conference to serve as such a Council. This would seem to be a way to strengthen present efforts at co-ordination, utilizing such efforts to the greatest possible degree, yet not creating a new "institution." In this manner the annual Co-ordinating Conference would serve as a means for the Council to serve its function, as stated above, and the Council, through the aid of the staff of the State Department of Education could more effectively implement conference concerns. Questions of legal and professional authority would need to be considered with great care, for this Council should not become "the long arm" of the State Department. It should be characterized by words like facilitate, co-ordinate, and advise. In addition to functions previously listed, this Council might also serve in an advisory capacity to the Department. In this way it could aid in the development of increased leadership through improved instructional services.

The Leadership Function

Emphasis upon instructional improvement being a local matter has contributed to the Department's shying away from any strong leadership role. Other states having nationally known programs of instructional

6 The recommendation of the Michigan Committee on Improvement and Evaluation of Conferences, quoted on p. 77, may be equally applicable in Ohio.
improvement have apparently succeeded in providing leadership without destroying the principle of local responsibility for the school program. All of the state programs reviewed in Chapter III acknowledged the importance of this principle and designed programs which recognized it.

It would seem quite possible for the State Department of Education to serve as the instigator in some efforts to bring about instructional improvement locally. An initial effort might involve the sponsorship of conferences dealing with local instructional problems. It might, for example, take over the direction of the leadership-team training workshops already initiated. Neither of these would impose ideas locally. Both would be voluntary. Yet the Department would be taking the lead in some matters pertaining to instructional improvement.

Obviously, to exert leadership, the staff of the Department must be adequate in number to do the type of job necessary. They must also be the kinds of persons who can work by principles such as those used in this study.

Recommendations for the Ohio Education Association and Its Several Commissions, Committees and Departments

As periodical literature was reviewed for this study it became increasingly evident that one of the pressing problems of the Ohio Education Association was that of internal organization; of knowing what its many parts were doing, and of having one part know what
another was doing. Evidence that this need had been recognized to a degree was shown by the Family Parties and Family Conferences referred to in Chapter II. The immensity of the task would seem to suggest an increase in numbers of current efforts to meet this need, as well as seeking new ways to help the situation. The co-ordination of efforts for instructional improvement, especially, would be greatly enhanced if, internally, the parts of this one organization alone knew what one another was doing in this area.

The limitations under which the State Department of Education has had to operate in Ohio, has, in effect, caused the Ohio Education Association to assume some functions ordinarily taken on by state departments. Among these functions are several concerned with instruction; one in particular being the rendering of consultant services in this area. The attitude of some Ohio Education Association staff members has been "our job is not necessarily to do it but, rather to see that it gets done." With the possibility of increased instructional services from the State Department of Education, will the Ohio Education Association continue its efforts?

There seems to be considerable value in having the state professional organization publicly concerned with a good balance of educational problems, rather than to be known only as a "school lobby," or to be interested only in the professional welfare of teachers.

It would seem appropriate, therefore, if the Ohio Education Association's professional staff, as well as its Executive Committee
would face the question squarely. What is the role of this Associa-
tion in providing instructional services to schools, and aiding in
other ways to promote instructional improvement in this state?

Related directly to this question is the need to examine the
function of the Commission on the Improvement of Education in Ohio.
At the moment, its major function seems to be that of sponsoring the
Conference on Instruction, in the spring of every year. According to
the records of the Association, as reported in Ohio Schools, the
original purpose of the Commission was to entail the reporting of
significant practices throughout the state concerned with instructional
improvement and to carry on other activities which would promote
improvement in the school program. It was conceived of being much
more than the planner of a single conference, no matter how effective
and worthwhile that conference might be. A part of the Association's
review of its role in instructional services would seem to include a
close look at the Commission.

Still another area in which an examination and a re-evaluation
seems appropriate is in the emphasis the various departments place
upon instruction. An increased concern in this regard has already been
noted as far as the administrators, the secondary-school principals,
and the elementary-school principals are concerned. This is also
noticeable, but not in the same degree, in the case of the classroom
teachers group. The many subject area departments seem concerned
largely with their own immediate area of interest. Might there be
some way to help these groups broaden their vision?
Recommendations to the Colleges and Universities

In the series of visitations to the state universities, three factors concerning co-ordination were much in evidence. The first of these was almost a universal desire for some means of co-ordinating the service activities within each institution. Doxtator\(^7\) found that this lack of organized effort concerning services to schools was quite characteristic of collegiate institutions nation-wide. So the situation in Ohio is not unique to the state. As has previously been mentioned, only one, Ohio University, has any means of channeling requests for help from the field. The establishment of some sort of school-service center in each university, through which these requests might go, would give a clearer picture of the service demands and should enable them to be met more effectively.

A second factor of importance was the need staff members felt to discuss their own approaches to work with schools. In several cases this amounted to a desire for an "in-service" training program for college professors, with emphasis on the effectiveness of the consultant's role.

While some progress has been made, especially by those in educational administration, there was still a need felt for the greater co-ordination of the efforts of the colleges and universities, especially in the planning of conferences and workshops.

Basic to all of these needs for the co-ordination of services is the necessity of the reconsideration of the role of colleges and college staff members in instructional improvement activities in the public schools. In many cases this has been viewed by college persons as an undue burden, one in which information went only one way. Might it not be well to re-think this entire role, and to focus upon ways in which it might become more of a two-way relationship so that the college programs were strengthened through the growth of their own staff members?

Some Further Needs

Adequate training of consultants who work with local school staffs would seem to be one unmet need in Ohio. During the course of the activities reported in this study, public school persons indicated that those who came to aid them often times violated the principles enumerated here. A classic example was the report by representatives of one school system in which the staff was much concerned about the field of reading. Upon being asked if they had requested aid they responded: "Oh, yes! We had an expert come in and talk to us—but we didn't believe in the things she told us to do. You see she just didn't understand our situation." At the time there was some disposition to be critical of those school staff members, but upon reflection it was seen that those persons had a real problem. Somehow the "expert" had not met them on common terms so that she could be of real help.

In the past, the role of the "expert" has been thought to be one of telling persons what to do. Evidence now suggests that only under
a particular set of conditions does real learning occur in this manner. The role of the "expert" has more recently been cast as one who helps others solve their own problems. Thus, the term "consultant" seems more adequate.

The need for consultant training for personnel of the universities and colleges, the State Department of Education, and the Ohio Education Association has been expressed by all three groups. It has been discussed at several of the Co-ordinating Conferences. Such a training session was tentatively scheduled by the School-Community Development Study, but was never held.

At one time concern was expressed that with so many status persons involved there might be resentment at the suggestion that they needed additional training. Experience however suggests that those who would show such resentment would be relatively "unteachable," and since a sufficient number of capable persons recognize the need for self-improvement it would be a much more efficient use of effort to work with that group alone.

Three possible approaches for sponsorship seem possible:

1. Any one of the state universities might set up such a training workshop.

2. The State Department of Education might sponsor it, though sponsorship, rather than leadership, in such an effort might be all that could be expected until additional funds and staff are available.
3. The Ohio Education Association, through its Commission on Improvement of Education in Ohio might take the leadership.

This seems to be a case where a task obviously needs to be done and who does it makes little difference. It is a matter of helping already highly trained persons utilize their efforts in the most effective manner possible as they work with persons in the public schools. **Effective** is used here to indicate that what these consultants do actually makes a difference in the local school in terms of helping to bring about an improved teaching-learning situation for students.

While the immediate need is to help those persons whose primary responsibility is that of consultant, as has previously been suggested these are not the only persons from whom help can be gained. A number of capable public school persons could give effective aid to schools other than their own. It might, therefore, be wise to consider an annual workshop to provide leadership and consultative training for these persons as well.

**Recommendations for Further Research**

**Leadership Development**

One of the great needs of American Public Education concerns the development of educational leadership. It is necessary to know much more about how such leadership can be fostered among the ranks of professional educators. Since one of the keys to an improved instructional program is the quality of leadership such a program
receives, this concern becomes most central to this study. Reversing the coin for a moment, the questions must also be asked: How do programs of instructional improvement contribute to the development of educational leadership and, how may they make an even greater contribution to this end? These questions are asked in the light of some judgments made about a national-wide effort to improve secondary education: The Eight Year Study.\(^8\) In the opinion of some persons closely associated with that Study, one of its most striking outcomes, quite incidental to Study purposes was the development of a high quality of educational leadership. A number of outstanding educators now giving direction to American education were products of activities undertaken during the Eight Year Study.

A major research undertaking—or possibly a series of research studies—would seem necessary to learn more about how such leadership is most effectively promoted through efforts which also have as their goal the improvement of instruction. Utilization of the principles guiding efforts reported in this study would seem useful in such an undertaking.

Principle-directed Efforts

In the development of this study, the question was raised as to whether activities, such as those reported here, might be more effectively carried out when directed by any set of guiding principles,

than activities not so directed. In other words, does the mere fact of conscious planning according to principle make a difference in itself. The assumption is that it would. A hypothesis might be stated thus: Action according to principle (regardless of the nature of the principles) will more nearly achieve desired outcomes than action not so directed.

Programs Elsewhere

So far as is known, there has been no recent comprehensive survey of other state-wide programs to improve instruction. Those which have received nation-wide attention are referred to here but even those apparently have not been carefully studied. It would seem helpful, therefore, to conduct a nation-wide survey of state departments of education, state professional organizations, and colleges and universities, to determine the extent and nature of other state-wide efforts to improve instruction. Such a study would reveal promising practices, as well as the principles, if any, upon which they were based. Chiara's study revealed the existence of several programs under state department direction, but almost ten years have passed since that study was completed. Then, by its very nature, it would not necessarily have revealed programs similar to that developed in Ohio.
Appendix A

A Proposed Bill for the Ohio General Assembly

In-Service Education Opportunities in Ohio for 1952-53
Professional Organizations
Universities and Colleges
Co-operative Ventures

Workshops for School Administrators Sponsored by Ohio Universities
Summer 1954

Conferences for School Administrators Sponsored by Ohio Universities
Summer 1954

First Co-ordinating Conference for Improving Instruction
Invitational letter for
organization representatives
individuals
Letter detailing final conference plans
Cover letter accompanying report to conference participants
A Report of the Proceedings
Recommendations to the Ohio School Survey Commission

Second Co-ordinating Conference for Improving Instruction
Invitational letter
What's Happened Since Delaware
Cover letters accompanying report to
interested persons
those invited but unable to attend
conference participants
Conference evaluation sheet
A Report of the Proceedings

Third Co-ordinating Conference for Improving Instruction
Invitational letter
Letter detailing final conference plans
What's Happened Since Urbana
Cover letter accompanying the report
A Report of the Proceedings

Fourth Co-ordinating Conference for Improving Instruction
Invitational letter
Letter detailing final conference plans
A Report of the Proceedings
A Proposed Bill for the Ohio General Assembly

A BILL

To establish a division of curriculum development and services in the state department of education for the purpose of assisting boards of education in studying the curriculum problems in their schools and to appropriate funds for this purpose.

Be It Enacted By The General Assembly Of The State Of Ohio:

Section I. The superintendent of public instruction shall establish a curriculum division in the state department of education for the purpose of providing consultant services to boards of education which request such services, promote curriculum research and disseminate curriculum materials to the schools. The duties and functions of said division shall be defined by the superintendent and he may appoint an advisory committee composed of representatives of the teaching profession to assist him in guiding the work of the division.

Section II. There is hereby appropriated to the state department of education by the General Assembly out of any moneys in the state treasury to the credit of the general revenue fund and not otherwise appropriated a sum of fifty thousand dollars to provide funds for the operation of the division established in this act.
In-Service Education Opportunities in Ohio for 1952-53

The following table is a summary of the major in-service education opportunities in Ohio for 1952-53. At present no organization has the responsibility for maintaining a clearing-house for such activities and therefore it is difficult to get a complete picture.

**PROFESSIONAL ORGANIZATIONS**

<table>
<thead>
<tr>
<th>Sponsor</th>
<th>Title</th>
<th>Purpose or Topic Covered</th>
<th>Group and Area Served</th>
<th>Dates</th>
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</thead>
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<tr>
<td>OEA (General)</td>
<td>Conference on Instruction</td>
<td>Instructional improvement</td>
<td>Admin. and teachers</td>
<td>3/26-28/53</td>
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<td>District meetings</td>
<td>Varied</td>
<td>Admin. and teachers</td>
<td>Annual-fall</td>
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<td>Subject areas-varied</td>
<td>Teachers</td>
<td>Annual</td>
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<td>OEA Family Conference</td>
<td>Coordination of OEA Departments</td>
<td>OEA Dept. officers</td>
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<td>Campaign College</td>
<td>Vote-getting techniques</td>
<td>Superintendents</td>
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<td>Fall Conference</td>
<td>Professional relations</td>
<td>Superintendents</td>
<td>(Annual) 10/3-4/52</td>
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<td></td>
<td>Cedar Point Meeting</td>
<td>Varied</td>
<td>Superintendents</td>
<td>July (Annual)</td>
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<td></td>
<td>Regional Meetings</td>
<td>Varied</td>
<td>County</td>
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### PROFESSIONAL ORGANIZATIONS (Cont'd)

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<td>OASCD</td>
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<td>Research Workshop</td>
<td>Curriculum and research</td>
<td>Teachers and admin.</td>
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### UNIVERSITIES AND COLLEGES

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<td>Public School Relations</td>
<td>School board, Supts., Citizens</td>
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<td>Kent State</td>
<td>Annual Workshop</td>
<td>Health and Community Organizations</td>
<td>Administrators</td>
<td>Summer</td>
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<td>Workshop</td>
<td>Human Relations</td>
<td>Anyone</td>
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One day conferences on varied specialized areas.
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<td>Study of court decisions and Ohio school code</td>
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<td>6/22-26/53</td>
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<td></td>
<td>How To Plan With The Community</td>
<td>Develop school-community relations</td>
<td>Administrators</td>
<td>7/27-8/14/53</td>
</tr>
<tr>
<td>Ohio University</td>
<td>Conference</td>
<td>Elementary Education</td>
<td>Administrators</td>
<td>6/8-12/53</td>
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<td></td>
<td>Workshop</td>
<td>Guidance Procedures</td>
<td>Principals and Teachers</td>
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<tr>
<td>Hiram College</td>
<td>Institute</td>
<td>Community Affairs</td>
<td>Any Educator</td>
<td>10/3-4/52</td>
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<tr>
<td>U. of Akron</td>
<td>Workshop</td>
<td>Reading Improvement</td>
<td>Teachers and Administrators</td>
<td>Summer 1953</td>
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</tbody>
</table>
In addition to the foregoing, the following organizations make contributions to in-service education opportunities in the state of Ohio:

- State Department of Education
- Associated Public Schools – Columbia University
- Citizenship Education Project – Columbia University
- North – Central Association
- Various Departments of the State Government in addition to the State Department of Education.
<table>
<thead>
<tr>
<th>Institution</th>
<th>Topic</th>
<th>Dates</th>
<th>Credit</th>
<th>Staff</th>
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<tbody>
<tr>
<td>University of Akron</td>
<td>Freedom, Control, and Individual Differences</td>
<td>June 21 - July 2</td>
<td>2 semester hours</td>
<td>Mabel Reidinger</td>
</tr>
<tr>
<td></td>
<td>Leadership in School Administration</td>
<td>July 6-16</td>
<td>2 semester hours</td>
<td>Mabel Reidinger</td>
</tr>
<tr>
<td>Bowling Green State</td>
<td>Research and the Improvement of Instruction</td>
<td>July 26 - August 10</td>
<td>3 semester hours</td>
<td>Ray C. Maul, N.E.A. Research Division</td>
</tr>
<tr>
<td>University</td>
<td>School Plant Planning</td>
<td>August 11-26</td>
<td>3 semester hours</td>
<td>James D. MacConnell, Stanford University</td>
</tr>
<tr>
<td>University of Cincinnati</td>
<td>Maintenance of School Buildings and Grounds</td>
<td>June 28 - July 9</td>
<td>2 semester hours</td>
<td>Joe Beckman, Adm. Assistant, Cincinnati Public Schools</td>
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<tr>
<td></td>
<td>The Community School</td>
<td>June 7-18</td>
<td>2 semester hours</td>
<td>Maurice Seay, Dir. Div. of Educ., W. K. Kellogg Foundation</td>
</tr>
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*Compiled by the School-Community Development Study, C.P.E.A., Ohio State University from reports submitted by the several Universities.
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<tr>
<td>Kent State University</td>
<td>Human Relations</td>
<td>June 21 - July 9</td>
<td>3 quarter hours</td>
<td>James Nobel, National Conference of Christians and Jews</td>
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<tr>
<td></td>
<td>Moral and Spiritual Values</td>
<td>August 2-20</td>
<td>3 quarter hours</td>
<td>Brewton Beery, Ohio State University</td>
</tr>
<tr>
<td>Miami University</td>
<td>School-Community Health</td>
<td>July 5-23</td>
<td>6 semester hours</td>
<td>Walter Gregg, Yale Divinity School</td>
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<tr>
<td>Ohio State University</td>
<td>The Administration of In-Service Education</td>
<td>July 26 - August 13</td>
<td>4 quarter hours</td>
<td>Robert S. Gilchrist, Asst. Superintendent of Schools, Pasadena, Calif.</td>
</tr>
<tr>
<td>University of Toledo</td>
<td>Human Relations</td>
<td>June 21 - July 2</td>
<td>2 semester hours</td>
<td>Ralph Bunche, Lewis E. Harris</td>
</tr>
<tr>
<td></td>
<td>Institute on United Nations</td>
<td>July 2-16</td>
<td>2 semester hours</td>
<td>Ralph Bunche</td>
</tr>
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</table>
## CONFERENCES FOR SCHOOL ADMINISTRATORS

**Sponsored by Ohio Universities Summer 1954**

<table>
<thead>
<tr>
<th>Institution</th>
<th>Topic</th>
<th>Dates</th>
<th>Fee</th>
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</table>
| Bowling Green State        | The Core Curriculum                        | July 14-17 | $5.00 | Nelson Bossing
                                    |                                             |         |                   | University of Minnesota                                              |
| Kent State University      | 8th Annual Reading Conference              | July 12-15 | $10.00 | Emmett A. Betts
                                    |                                             |         |                   | Temple University                                                    |
|                            |                                             |         |       | Leland Jacobs                                                        |
|                            |                                             |         |       | Columbia University                                                  |
| Ohio University            | 9th Annual Conference on School Administra- | June 17-18 | None  | Gilford Crowell
                                    | tion (Written School Board Policy)         |         |                   | Ohio University, Director                                           |
|                            |                                             |         |       | F. H. McKelvey, Ohio University                                      |
|                            |                                             |         |       | Stewart Berry, Ohio University                                       |
|                            |                                             |         |       | Clyde Campbell, Michigan State College                                |
|                            |                                             |         |       | Robert E. Lucas, Ohio Education Association                         |
|                            |                                             |         |       | Member of State Department                                           |
| Ohio State University      | The Administration of In-Service Education  | July 27  | $1.00 | Robert S. Gilchrist
                                    |                                             |         |                   | Asst. Superintendent of Schools                                      |
|                            |                                             |         |       | Pasadena, California, et. al.                                        |
|                            | Architects and Superintendents Team         | July 15-16 | $2.00 | Phil Will
                                    | Together in School Plant Planning          |         |                   | Perkins and Will, Architects                                        |
                                    |                                             |         |       | Chicago - et al.                                                     |

*Compiled by School-Community Development Study, C.P.E.A., Ohio State University, from reports submitted by the several Universities.*
Dear ____________:

An invitational conference on "Coordination of Efforts for the Improvement of Instruction in the Schools of the State of Ohio" will be held on the Ohio Wesleyan campus, Delaware, Ohio, August 17, 18, 19. The purposes of this conference are:

I. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

II. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

III. To plan and coordinate further efforts of in-service education both on the local and state levels.

It is recognized that to accomplish these purposes organizations now concerned should be represented. The major educational organizations in the state, therefore, including the State Department of Education, the five state universities, the Ohio College Association, and ________________ are being asked to send representatives. We are requesting your organization to send ___ delegates. The following have been suggested due to their interest in these problems.

1.
2.
3.

Room and board at Stuyvesant Hall will total approximately $8. There will be no registration fee. Will it be possible for your organization to take care of the expenses of your delegates? Please send us, by July 10, the names and addresses of your representatives.
This conference is made possible by the generous aid of the Ohio Education Association, the School-Community Development Study, and the Ohio High School Principals Association. A tentative program is enclosed.

Sincerely yours,

C. B. Mendenhall


Enclosure
Dear [Name]:

An invitational conference on "Coordination of Efforts for the Improvement of Instruction in Schools of the State of Ohio" will be held on the Ohio Wesleyan campus, Delaware, Ohio, August 17, 18, 19. The purposes of this conference are:

I. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

II. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

III. To plan and coordinate future efforts of in-service education both on the local and state levels.

It is recognized that to accomplish these purposes organizations now concerned should be represented. The major educational organizations in the state, therefore, including the State Department of Education, the five state universities, the Ohio College Association, the Ohio High School Principals Association, and the Ohio Association of School Administrators are being asked to send representatives.

In addition, a number of outstanding teachers, and administrators are being invited to participate. You are among this number. Funds will not permit reimbursing you for travel, but we will be able to take care of your board and room while you are at the conference. There will be no registration fee and no paid speakers or consultants. Please let us know by July 10 whether or not you can attend.
This conference is made possible by the generous aid of the Ohio Education Association, the School-Community Development Study, and the Ohio High School Principals Association. A tentative program is enclosed.

Sincerely yours,

C. B. Mendenhall


Enclosure
August 7, 1953

Dear _________:

Plans for the conference on Coordination of Efforts for the Improvement of Instruction in Schools of the State of Ohio to be held on the Ohio Wesleyan campus, Delaware, Ohio, have been completed. As you know, the conference will open on Monday, August 17, at 1:00 P.M. for registration and room assignment at Stuyvesant Hall, and will close with a noon luncheon on Wednesday, August 19. The "in-between" activities are listed on the program which you have received.

A list of expected participants is enclosed along with a map of the campus to insure a more pleasant trip. Since the conference atmosphere will be an informal one we hope that you will take the liberty of wearing your most comfortable clothing. We are looking forward to your arrival.

Sincerely yours,

C. B. Mendenhall
Professor of Education

CBM/lap
September 28, 1953

Dear ________________:

Enclosed is a copy of the proceedings of the Delaware Conference as edited by the implementing committee. This committee has taken the liberty of placing an arrow before those recommendations which should be of particular concern to the members of the organization you represented.

As you recall, the conference members agreed to assist the implementing committee in carrying out the adopted resolutions. Will you, therefore, call to the attention of your organization those recommendations requiring action by them and take such other action as may seem desirable?

Please keep us informed of the progress being made toward the achievement of these goals and call upon us if we can be of assistance.

Very truly yours,

/s/ C. B. Mendenhall

C. B. Mendenhall, Chairman
Implementing Committee

CBM/mem
Enclosure

(On stationery of the Ohio Education Association)
This conference, held at the Ohio Wesleyan University, Delaware, Ohio, August 17, 18, and 19, 1953, was called as the result of a felt need by many educators in Ohio. Many organizations, school systems, and teacher-training institutions have been engaged in in-service education programs for quite some time. Each, however, has tended to go his own way and there has been no organized state-wide effort to face the problems involved. The purpose of the conference was to bring these problems into the open, discuss them, and propose recommendations for next steps in their solution.

No one organization sponsored the conference. The planning committee included representatives of the Ohio Education Association, the Ohio State Department of Education, the Ohio Association of School Administrators, the Ohio Principals Association, the School-Community Development Study, the Ohio State University, and others. Participants, listed below, came from all parts of the state and represented almost every important group concerned with the advancement of education in Ohio.

Sue Beeghly
Sidney Besvinick
Charles A. Blackman
Flora Breniman
Herbert Coon
Geraldine Craig
Martin Essex
N. G. Fawcett
C. E. Ficken
John Fry
John Hartzler
Carl Hopkins
Clyde Jones
Doris Kalman
Blanche Keyser
Hugh Laughlin
Robert Lucas
H. C. McCord
C. B. Mendenhall
Milton Mollenkopf
John Neill

Ohio Elementary Principals Association
Ohio State University
Ohio State University
Ohio Association for Supervision and Curriculum Development
University School, Ohio State University
Ohio Association for Childhood Education
Ohio Association of School Administrators
Columbus Public Schools
Ohio College Association
Ohio Principals Association
Ohio Principals Association
Ohio Principals Association
Ohio Principals Association
Ohio State University
Ohio Education Association
Ohio State University
Ohio Education Association
Ohio Association of School Administrators
Ohio State University
Warren Public Schools
Miami University
August 17, 1953 - Afternoon

Registration took place from 1:00 p.m. to 2:00 p.m. Promptly, at two o'clock the conference was convened by the chairman for the first general session. After the members of the group had introduced themselves, the purpose of the meeting was stated and the present status of in-service education in the state of Ohio was briefly reviewed. Dr. C. E. Ficken, interim president, welcomed the conference members to Ohio Wesleyan's campus.

At 2:45 p.m., in order to determine what problems the members felt were important for the conference to consider, four small groups were arbitrarily formed and directed to list their concerns. These groups met for approximately an hour and a half, at which time the afternoon session ended.

At the close of the session, the chairmen and recorders for the small groups met for the purpose of organizing the suggested problems into a composite list. The combined listing included twenty-three specific items.

Evening

The evening session was devoted to the separation of the problems into groups and the assignment, by choice, of the conference members into the groups that met their immediate interests.

After considerable discussion, the following areas were found to include the major problems listed:

I. Leadership

1. How may centralized and organized leadership of education in Ohio be stimulated?
2. What can be done to arouse the interest of teachers in in-service education?
3. How can administrators facilitate the efforts of individual teachers to improve instruction?
4. How can teachers be assured that administrators will consider and/or use recommendations resulting from in-service education programs?

5. How can administrators help teachers become more cognizant of the problems of the total school program?

II. Evaluation and Procedures

1. How may lay recognition for the necessity of in-service education programs be developed?

2. How may the in-service education programs be financed?

3. How may workshops and conferences be made more worthwhile?

4. How may the number of teachers involved in in-service education programs be increased?

5. How can individual teacher and total staff time allotments be arranged so as to allow for in-service education programs?

6. How can television be used as a medium for in-service education programs?

7. How can staffs be freed from clerical duties in order to participate more effectively in professional improvement programs?

8. How effective are large professional meetings?

9. How can we help school personnel evaluate what they are now doing in in-service education programs?

10. How can school staffs be helped in evaluating the total school program?

III. Legislation

1. What recommendations can be made to the school survey commission for the improvement of instruction in Ohio?

2. What action can be taken on constitutional amendment #2 for the November election?

3. What clarification of the scholarship law is needed?

IV. Coordination of Resources

1. How can information concerning in-service education programs be disseminated most effectively?

2. How can we utilize educational research findings in in-service education programs?
V. Professional Organization-College-School Relationships

1. How can any restrictions, real or imaginary, of accreditation and standards be alleviated so as to permit school curriculum experimentation?

2. How may college participation in the field be increased?

3. How may local schools avail themselves of resource personnel for in-service activities?

4. What is the relationship that should exist between schools and colleges with regard to pre-service education?

It was urged that the following points of continuous emphasis be borne in mind during all considerations of recommendations:

1. Human relationships
2. Community involvement
3. Evaluation
4. Implementation
5. Coordination of organizations' efforts

August 18, 1953

The morning and afternoon were devoted to small group work sessions for the formulation of recommendations.

Evening

The evening general session was turned over to the Legislation Committee for presentation to the conference of this group's concerns with regard to the amendment (#2) that will be on the ballot in the November election. This amendment would authorize the creation of a State Board of Education in Ohio, which, in turn, would appoint the State Superintendent of Public Instruction.

The Legislation Committee requested time for the conference membership to discuss this amendment, because it was felt to be of vital importance for the future progress of education in this state. The membership concurred in the committee's recommendation that the passage of amendment #2 is basic to educational improvement in Ohio.

Plans were then discussed as to how the teaching profession and lay public could be involved and made aware of the importance and the necessity for passage of this legislation. A committee was formed to implement the plans which the Legislation Committee had developed in consultation with the conference membership.
August 19, 1953

This, the last session of the conference, was devoted to two activities, the presentation and discussion of the recommendations and an evaluation of the conference.

A brief summary of the feelings of the members of each of the small groups may help to clarify the intent with which the several recommendations were written and presented.

1. Leadership. This committee felt that leadership can be effected at both state and local levels. The group urged stronger, more forceful leadership in organizations with state-wide influence so that they can contribute more fully to the improvement of instruction. The members were of the opinion that democratic educational administration, which would avail itself of the resources of the profession and the lay community, is basic to good school development. This administrative leadership is not "line-staff" but a cooperative affair in which the teachers, administrators, and laymen work together.

2. Procedures and Evaluation. This committee was concerned with the procedures that might be used to promote in-service education programs, such as sabbatical leaves, and the extension of the school year for teachers. The group felt this to be a matter upon which teachers, administrators and school boards should all act.

In order to evaluate in-service programs, present efforts in Ohio need to be tabulated.

3. Legislation. Although no pre-planning of the conference prepared the way for it, the most important recommendation came from this group. The entire conference conceded that the passage of the amendment authorizing the formation of a State Board of Education is basic to further in-service activity.

4. Coordination of Resources. The members of this group were concerned with the tabulation and dissemination of information pertaining to in-service education in Ohio. They made recommendations to help answer the questions: Who can disseminate these data? What is being done in in-service education in Ohio? Who can help schools organize in-service education programs? What are the in-service needs of schools?
5. Professional Organization-College-School Relationships. This group was concerned with the effect, real or imaginary, of college entrance requirements and accreditation standards upon high school programs in Ohio.

CONFERENCE RECOMMENDATIONS

The following recommendations, combined and edited by the implementing committee, were approved by the conference:

1. We recommend that all organizations, associations, and groups in Ohio concerned and interested in the improvement of education, consider and take action in support of the constitutional amendment (#2) creating a State Board of Education; said amendment to be voted on in the forthcoming November election.

2. Since the influence of accreditation and standards has often been mentioned as a deterrent to school experimentation and development, we recommend that a representative group be formed to study the possibility of the formulation of an Ohio Secondary School-College Agreement. Through this agreement, students could be admitted to member colleges and universities in Ohio, regardless of sequence or content of high school subjects taken, upon recommendation of the school principal. Secondary school members, in turn, would undertake a program of experimentation and evaluation as they work toward the continuous improvement of their school program. We further recommend that the group study the Michigan, Illinois, and similar plans and extract the best of each that is applicable to the situation in Ohio. Long range planning should consider the advisability of working out reciprocal arrangements with other states to extend the area of agreement.

Sub-points for implementation:

a. We recommend that the Ohio High School Principals Association assume leadership for implementation.

b. We recommend that the following organizations initiate the original planning: State Department of Education, North Central Association, Ohio Education Association (general), Ohio Association for Supervision and Curriculum Development, Ohio Association of School Administrators, Ohio High School Principals Association, Ohio College Association.

c. We recommend that the study group arrange for source persons to come and explain their systems.

d. We recommend that the study group attend and observe these various systems in operation.
3. We recommend that the Ohio Education Association, in cooperation with institutions of higher learning and the public schools, assume the responsibility for coordinating and disseminating information concerning in-service education, until such time as some other agency is able to take this responsibility.

Among further specific steps, it is recommended that the following be included:

a. The Ohio Education Association consider the compilation of a bulletin or booklet about in-service education programs in Ohio.
b. The universities undertake and make available to the Ohio Education Association an annual compilation of resource personnel and services available for in-service education programs.

4. We recommend that the Parent Teacher Association, Ohio Association of School Administrators, Department of Elementary Principals, Ohio High School Principals Association, Ohio College Association, Department of Classroom Teachers, Educational Council, Committee on Improvement of Education in Ohio, and the Commission on Teacher Education and Professional Standards prepare a list of their concerns with regard to the improvement of the total educational program in Ohio. We further recommend that the School-Community Development Study convene a meeting of delegates from these organizations for the purpose of preparing a list of mutual concerns for presentation to the School Survey Commission for its consideration.

5. The teaching profession involves two functions: teaching and improvement of instruction. Present local school organization recognizes the first but contributes little to the second. We recommend that local schools give greater recognition to the improvement of instruction as a function. Local administrators should lead the faculty, board of education, and community leaders in developing ways and means of implementing the function of improving instruction. In order that this be done we believe that the implementation committee might suggest this function for consideration to the following groups: Ohio Education Association, Ohio Association of School Administrators, Ohio High School Principals Association, Ohio Association Supervision and Curriculum Development, Ohio Elementary School Principals Association, Parent Teacher Association, School Board Associations and lay leader groups. The following areas are typical of problems which should be considered: facilities, released time, administrative leadership, resources, and communicative organization.
6. We recommend that the State Department of Education re-examine its functions and purposes with the view toward making a greater contribution to leadership and research in education in addition to its present regulatory responsibilities.

We recommend that professional organizations re-examine their functions and purposes with the view toward making a greater contribution to the improvement of instruction in addition to their present emphasis on professional welfare.

We recommend that colleges and universities engaged in teacher education re-examine their functions and purposes regarding in-service education with a view toward making a greater contribution to the improvement of instruction.

7. Inasmuch as we believe that teachers, administrators, and boards of education all have responsibilities for promoting and encouraging the improvement of instruction in Ohio schools, we recommend that:

a. Various classroom teachers' organizations encourage, promote, and finance some aspects of in-service education programs.

b. Principals be encouraged to devote more time and effort to creating the climate and conditions which will promote in-service growth of teachers. Teachers should be involved as co-workers in these efforts.

c. Boards of education be asked, encouraged and expected to allocate an adequate amount of money for in-service education and "released time" needs of the school staff.

8. We recommend that a state-wide pilot workshop conference (followed by regional conferences, if needed) be held for groups and persons directly concerned with problems of school district reorganization in Ohio for purposes of exchanging information and ideas, discussing policies, and determining workable procedures.

9. We recommend that the large district meetings, such as those held by the Northeastern Ohio Teachers Association, continue and intensify their efforts toward an examination and clarification of their value as in-service education devices.

EVALUATION

There was general agreement that a similar conference should be held next year at this time. It was suggested that a tentative announcement be sent out before fall professional meetings so that delegates could be selected. Preliminary announcements should be included in Ohio Schools.
The time of the conference, its length, the facilities available, the organization of the conference program with opportunity to develop problem areas at the conference, all received favorable reaction from the conference group. Appreciation was expressed by the group to C. B. Mendenhall as chairman of the Convening Committee, to Carl Hopkins for his aid in preparation of materials, to Ohio Wesleyan for its cooperation in making such fine facilities available.

It was suggested that elementary principals and classroom teachers be represented in greater numbers next year.

The implementing committee — C. B. Mendenhall, Robert Lucas, and Clyde Jones — was asked to serve a dual role; that of planning for next year's conference, and that of implementing the recommendations coming from this year's conference.
Recommendations to the Ohio School Survey Commission

Background. Increasingly, professional groups dedicated to the furthering of public education in Ohio have joined forces to work cooperatively on those problems of shared concern. In light of this cooperative approach, it seemed highly appropriate that some such united effort be made again at a time when the State Legislature has taken a significant step forward through its establishment of a Survey Commission. As a consequence, representatives of a number of professional groups convened to identify those areas of concern that have first priority in their thinking about education in Ohio. At this meeting were representatives of the following: Parent Teacher Association, Ohio Association of School Administrators, Department of Elementary Principals, Ohio High School Principals Association, Ohio College Association, Department of Classroom Teachers, Educational Council, Committee on Improvement of Education in Ohio, and Commission on Teacher Education and Professional Standards.

Purpose. This identification of persistent problems of high priority, this group felt, should have value to the Survey Commission as it organizes itself to face the task of planning and carrying out a survey. It should be noted that the group which met on November 13 represented a wide range of professional interests. Noteworthy, also,
is the fact that the Ohio Congress of Parents and Teachers was represented.

Organization. The common areas of concern that grew out of the discussion and deliberation of this cross-section of professional groups are presented here to the Survey Commission in terms of six recommendations. There is one common, over-arching recommendation that is inextricably related to all of the others—namely, that the commission recognize the importance of surveying provisions in the state for the continuous improvement of the program of instruction.

It is suggested that this objective might be accomplished through—

1. Making provisions for the evaluation of present curricula with plans for their continuous improvement.

   This involves an analysis of the adequacy of (1) the scope of programs of both elementary and secondary levels with particular reference to the need for their vertical extension, (2) the kinds and range of special services such as guidance and health services available in programs, and (3) the nature and variety of instructional materials and resources available.

2. Examining provisions for effective pre-service and in-service education of teachers and administrators who staff the schools.
This involves an analysis of the adequacy of (1) planning for recruitment of young people for teaching, (2) certification requirements and teacher education standards, and (3) planning and programs for retention and up-grading of teachers and administrative personnel in service.

3. Investigating educational leadership functions in the state.
   This involves an analysis of (1) the role of the proposed State Board of Education and its relation to the problems of leadership, (2) the functions of the State Education Department, and (3) the adequacy of special consultant services to schools of the state.

4. Making provisions for adequate school district organization.
   This involves an analysis of (1) the organizational structure of types of districts, (2) district reorganization problems, and (3) transportation problems.

5. Examining provisions for needed school construction programs.
   This involves an analysis of (1) the relation of increasing enrollment to housing needs, (2) the
building problems related to consolidation, and
(3) the projected building needs of institutions
of higher education.

6. Making provisions for up-to-date and realistic systems
of finance.

This involves an analysis of adequate financial
base in each of the above-listed problem areas.

Respectfully submitted,

John A. Ramseyer
Director, Cooperative Program
in Educational Administration
(Recorder for the representatives
of groups mentioned above)
Dear ____________:

A conference on the Improvement of Instruction in the Schools of Ohio Through In-Service Education was held this past August. Since the first meeting was an experimental one, membership was necessarily quite limited. The group felt that this meeting was sufficiently successful to warrant plans for additional conferences of this nature.

Plans are now being made for a second get-together next summer. The tentative dates for the meeting are August 12, 13, and 14, 1954, at Urbana Junior College, Urbana. The total cost for each member in attendance will be approximately $10.00. We would be pleased to have you or your executive committee consider this conference and submit to this committee the names of (number) members who will be able to attend. This information should be forwarded at the earliest possible date.

For your information, a copy of the proceedings of the first meeting is enclosed.

Sincerely yours,

C. B. Mendenhall, Chairman
Implementing Committee
The Ohio State University
WHAT'S HAPPENED SINCE DELAWARE

Coordinating the efforts to improve instruction through in-service education is a major job facing Ohio educators. The Delaware conference held last August brought together representatives of educational institutions and professional organizations concerned with the continuous improvement of the instructional program. These representatives worked together for three days with the following purposes serving to guide their discussions:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.
2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.
3. To plan and co-ordinate future efforts of in-service education both on the local and state levels.

Since the Urbana conference carries a similar theme, it is well to review what has happened during the past year that has a bearing upon these purposes. In addition to general activities related to these purposes, action has been taken on many of the specific recommendations made at Delaware. Some of these activities are a direct result of the Delaware conference while others can be credited only indirectly.
Action on recommendations has included the following:

1. Amendment #2, creating a State Board of Education was passed in the November election.

2. Increased interest in the establishment of an Ohio Secondary School-College Agreement has been shown thru several informal discussions in connection with professional organization meetings. No organized steps in that direction have yet been taken.

3. (a) A booklet is now in the final stages of preparation (By a graduate class at O.S.U.—to be published by the O.E.A.) which discusses problems related to carrying out effective in-service education programs.

   (b) Individual universities have prepared information about personnel available for in-service education programs. Co-ordination of this activity is needed.

4. A meeting of representative professional organizations was called for the purpose of preparing a list of their concerns about Ohio's educational program for presentation to the Ohio School Survey Committee. This list was, in turn, presented to the committee.
5. Improvement of the instructional program has been the focus of interest in many professional organization meetings and conferences; as well as in individual school systems during the past year. Superintendents, elementary and secondary school principals, teachers, and boards of education members, all have participated in such meetings and conferences. Additional coordination of these efforts seem appropriate.

6. (a) The State School Survey Committee has a subcommittee on "The Instructional Program."
(b) Professional organizations have assumed more leadership in the field of improving instruction.
(c) Some colleges and universities are giving increased attention to the problem of both the amount and kind of consultant aid which they can provide to help in improving instruction.

8. A conference on problems of school district organization was held in March. Under preparation is a handbook which discusses many of the problems involved in the process of district reorganization.

These activities represent considerable progress in working toward the improvement of the instructional program in Ohio schools. It is hoped that the Urbana Conference will continue to advance these efforts.
Dear [Name]:

A conference was held at Urbana Junior College, Urbana, Ohio for the purpose of coordinating state-wide efforts for the improvement of instruction.

The enclosed copy of the proceedings of the conference is being sent to you for your information and consideration. The implementing committee hopes that you will find one or more of the recommendations upon which you will want to help us take action. We will be happy to receive any suggestions from you concerning next steps that should be taken.

Very truly yours,

C. B. Mendenhall, Chairman
Implementing Committee

(For interested persons)
CONFIDING CONFERENCE
FOR
IMPROVING INSTRUCTION

Implementing Committee
1954-55

Dr. C. B. Mendenhall, Chmn.
Mr. Francis Binkley
Mrs. Helen Denney
Mrs. Blanche Keyser
Mr. Robert Lucas
Mr. H. C. McCord

Mailing Address:
107 Engineering Annex C
Ohio State University
Columbus 10, Ohio

September 8, 1954

Dear __________:

We are sorry that you were unable to attend the conference which was held at Urbana Junior College, Urbana, Ohio for the purpose of coordinating state-wide efforts for the improvement of instruction.

The enclosed copy of the proceedings of the conference is being sent to you for your information and consideration. The implementing committee hopes that you will find one or more of the recommendations upon which you will want to help us take action. We will be happy to receive any suggestions from you concerning next steps that should be taken.

Very truly yours,

C. B. Mendenhall, Chairman
Implementing Committee

CEM: sp

Enclosure

(For those invited but unable to attend)
Dear Mr. [Blank]:

Enclosed is a copy of the proceedings of the Urbana conference as edited by the implementing committee. This committee has taken the liberty of placing an arrow before those recommendations which may be of particular concern to the members of the organization you represented.

As you recall, the conference members agreed to assist the implementing committee in carrying out the adopted resolutions. Will you, therefore, call to the attention of your organization those recommendations requiring action by them, and take such other action as may seem desirable?

Please keep us informed of the progress being made toward the achievement of these goals and call upon us if we can be of assistance.

As you know, evaluation usually results in superior activities. For that reason we are enclosing a conference evaluation sheet for your consideration. Please complete and return this form as soon as possible so that we may incorporate your suggestions in planning next year's conference.

Very truly yours,

C. B. Mendenhall, Chairman
Implementing Committee

[Enclosures]

(For conference participants)
CONFERENCE EVALUATION SHEET

To assist the implementing committee in planning next year's conference, will you please take a few minutes and answer the following questions?

1. How long should the conference be?

2. What would be the optimum number of participants?

3. For the length of the conference, did you have sufficient time for small group sessions?

4. Would you prefer a pre-conference problem census as a basis for conference organization, or was the procedure used this summer satisfactory?

5. Can you offer any additional suggestions to make the conference more helpful to those who attend?
Coordinating the efforts to improve instruction is a major job facing Ohio educators. August 12 - 14, 1954, representatives of educational institutions and professional organizations concerned with the continuous improvement of instruction met at Urbana Junior College, Urbana, Ohio, to consider this problem. As at the Delaware conference held last August, these representatives worked together for three days with the following purposes serving to guide their discussions:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

3. To plan and coordinate future efforts of in-service education both on the local and state levels.

This second annual conference was sponsored and organized by the implementing committee selected last year as charged by the people who attended the Delaware conference.

The participants at Urbana, listed below, came from all parts of the state, and represented almost every major group concerned with the advancement of education in Ohio.

<table>
<thead>
<tr>
<th>Name</th>
<th>Address and Organization Represented</th>
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<tbody>
<tr>
<td>C. Francis Alter</td>
<td>Ohio Wesleyan University, Delaware (Ohio College Association)</td>
</tr>
<tr>
<td>Dwight Arnold</td>
<td>Kent State University, Kent</td>
</tr>
<tr>
<td>Ralph Beck</td>
<td>Bowling Green State University, Bowling Green (Bowling Green State University)</td>
</tr>
<tr>
<td>Sue Beeghly</td>
<td>Principal, Franklin School, Dayton 3 (Department of Elementary School Principals)</td>
</tr>
<tr>
<td>Name</td>
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<tr>
<td>Mrs. Russell Bickel</td>
<td>68 West Dominion Blvd., Columbus 14 (Ohio Congress of Parents and Teachers)</td>
</tr>
<tr>
<td>Sid Beswinick</td>
<td>School-Community Development Study</td>
</tr>
<tr>
<td>Francis Binkley</td>
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<td>Charles A. Blackman</td>
<td>School-Community Development Study</td>
</tr>
<tr>
<td>Ruth Blocker</td>
<td>2915 Martel Drive, Dayton (Department of Classroom Teachers)</td>
</tr>
<tr>
<td>Francis Brown</td>
<td>Superintendent, Ottawa Hills School-Toledo (Ohio Education Association)</td>
</tr>
<tr>
<td>Pauline Bryant</td>
<td>564 Oak Street, Columbus 15 (Department of Classroom Teachers)</td>
</tr>
<tr>
<td>O. K. Caldwell</td>
<td>Principal, Fostoria High School-Fostoria (North Central Association)</td>
</tr>
<tr>
<td>Geraldine Craig</td>
<td>Kent State University, Kent (Ohio Assoc. for Childhood Education and Kent State University)</td>
</tr>
<tr>
<td>Mrs. Walter Denney</td>
<td>601 E. Moler Street, Columbus 7 (Ohio Congress of Parents and Teachers)</td>
</tr>
<tr>
<td>E. S. Glasco</td>
<td>Principal, Bellevue (Ohio High School Principals Association)</td>
</tr>
<tr>
<td>Edward Hoon</td>
<td>Ohio Education Association (Ohio Education Association)</td>
</tr>
<tr>
<td>Phila Humphreys</td>
<td>State Department of Education--Columbus (Association for Supervision and Curriculum Development)</td>
</tr>
<tr>
<td>Glenn B. Jeffers</td>
<td>Superintendent of Schools, Troy</td>
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<tr>
<td>G. Vernon Kelley</td>
<td>Wittenberg College, Springfield (Ohio Colleges Association)</td>
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<tr>
<td>Blanche Keyser</td>
<td>15 Lonsdale Avenue, Dayton 9 (Ohio Education Association)</td>
</tr>
<tr>
<td>V. V. Kniseley</td>
<td>1839 Lawson Lane, Amarillo, Texas</td>
</tr>
<tr>
<td>Robert Lucas</td>
<td>213 E. Broad Street, Columbus (Ohio Education Association)</td>
</tr>
<tr>
<td>H. C. McCord</td>
<td>Superintendent of Schools, Worthington (Ohio Association of School Administrators)</td>
</tr>
<tr>
<td>John McDowell</td>
<td>Executive Head, Hudson (Ohio Association of School Administrators)</td>
</tr>
<tr>
<td>Ed Memmott</td>
<td>President, Urbana Jr. College, Urbana (Ohio State University)</td>
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<tr>
<td>C. B. Mendenhall</td>
<td>Ohio State University (Ohio State University)</td>
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<td>Ralph Miller</td>
<td>Findlay High School, Findlay (Department of Classroom Teachers)</td>
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<tr>
<td>Merritt Naults</td>
<td>Principal, DeVilbiss, Toledo (Ohio High School Principals Association)</td>
</tr>
</tbody>
</table>
Name | Address and Organization Represented
--- | ---
Wendell Pierce | Assistant Sup't of Schools, Cincinnati (Commission on Teacher Education and Professional Standards)
John Ramseyer | Director, School-Community Devel. Study (School-Community Development Study)
C. M. Sims | State Department of Education, Columbus (State Department of Education)
Mary C. Stewart | 2118 Malvern Avenue, Dayton 6 (State Department of Education)
Mrs. Wilson C. Storey | 2832 Minot Avenue, Cincinnati 9 (Department of Elementary School Principals)
James Taylor | Miami University, Oxford (Miami University)
Harry Wanamaker | Superintendent of Schools, Conneaut (Commission on Improvement of Educ. in Ohio)
Charles W. Young | Bowling Green State University, Bowling Green (Ohio Association for Childhood Education)
Norman Ziff | 966 North 4th Street, Columbus

**SUMMARY OF CONFERENCE ACTIVITIES**

The opening session at the conference was led by last year's implementing committee. Following a brief period during which the group members met each other, the purposes of the conference were outlined. In addition, the committee reported on the progress that had been made with respect to last year's recommendations.

The total conference was structured so that the problems faced by individuals as they sought to improve instruction would be "aired." Small discussion groups were used to determine the problems to which attention should be given during the conference.

Following the problem census in which small groups discussed their concerns, the conference was grouped according to five major areas. These were:

1. Selection and Organization of a State Board of Education, and Reorganization of the State Department of Education.
2. State Program for the Continuous Improvement of Instruction.

5. Public Relations Problems: A means to developing adequate interaction resulting in understanding between the schools and the community.

Each discussion group was charged with the responsibility for proposing action recommendations which would contribute to the alleviation of the problems considered. The following recommendations were proposed, revised, and accepted by the total conference. Although the recommendations have been edited, the implementing committee has in each case tried to retain the "sense" of the meeting.

In addition to the specific proposals which follow, the conference recommended that:

1. Each individual at this conference report back to his organization the recommendations here adopted.

2. Each organization plan an action program based upon the recommendations pertinent to its field and report progress to the implementing committee by a date the committee may set.

SELECTION AND ORGANIZATION OF A STATE BOARD OF EDUCATION, AND REORGANIZATION OF THE STATE DEPARTMENT OF EDUCATION

The following recommendations pertaining to the State Board of Education are to be made to the State Survey Commission.

It is recommended that:

1. Any qualified elector be eligible for appointment to the State Board of Education

2. Each board member receive a fee of twenty-five dollars per diem, not to exceed twelve days in any given year. In addition, the board member be reimbursed for expenses incurred while attending any and all board meetings.

3. The State Board of Education determine policy for the State Department of Education in conformity with state law, and that the Superintendent of Public Instruction be the executive officer of the State Board of Education.
4. The appellate court in each of the nine appellate districts recommend to the governor a panel of three citizens, from which the governor shall appoint one member from each of the nine appellate districts.

In making recommendations to the Ohio legislature the Ohio School Survey Commission should urge that the appellate court in each district be requested to contact lay and professional groups which are interested in improving the educational program of Ohio's schools for the purpose of obtaining their suggestions for candidates whose names will then be submitted to the governor.

5. The length of term be for six years. In appointing the first State Board of Education, however, three members shall be appointed for a two-year term, three for a four-year term, and three for a six-year term.

The following recommendation is made to the Implementing Committee:

It is recommended that:

A committee consisting of Dr. John Ramseyer, Dr. C. B. Mendenhall, Mr. H. C. McCord, Mr. Harry Wanamaker, Mr. Merritt Neuts, Mr. Ralph Miller, and Mr. Robert Lucas as Chairman, meet with Dr. R. M. Eyman to further the investigation of a plan for the reorganization of the State Department of Education. They are to consider the organization, functions, and personnel of the State Department of Education in the light of the discussion at the Urbana Conference.

A STATE PROGRAM FOR THE CONTINUOUS

IMPROVEMENT OF INSTRUCTION

It is recommended that:

1. The Urbana Conference go on record as being definitely in favor of the proposed preliminary planning meetings concerned with a state-wide program for the improvement of instruction, centering in the twenty-two discussion groups of the Ohio High School Principals Association.
2. The personnel of these twenty-two meetings include the administrators of the area, an equal number of teachers, and a number of lay people. (Administrators include superintendents, elementary and secondary school principals.)

3. Official representatives from at least the following groups constitute the preliminary advisory committee for the program:

- Ohio Association of School Administrators
- Commission on the Improvement of Education in Ohio
- Ohio High School Principals Association
- Ohio Congress of Parents and Teachers
- Department of Classroom Teachers
- Department of Elementary School Principals

4. The initial planning meetings consider, among others, the following questions:

   a. What are the major problems of instruction in your geographic area?
   b. What schools in this area are able and are willing to help work on solutions to these and other problems of teachers?
   c. What resources are now available in this area? (Money, personnel, materials—in local schools and in professional organizations)
   d. What appropriate next steps can you propose?

5. The implementing committee of the Urbana Conference meet on September 2, 1954, with the representatives of the O.H.S.P.A. on setting up procedures for the twenty-two group meetings. It is further recommended that representatives of the Urbana group participate in making recommendations for further steps in the program, following the conclusion of the twenty-two meetings.

THE DEVELOPMENT OF COMPETENT SUPERVISION

It is recommended that:

1. The state legislature provide funds to be used in planning a program and providing personnel for the improvement of instruction in the public schools. Such funds to be allocated to local boards of education, to the State Department of Education, and to the state colleges of education.
2. Each graduate school of education have an area advisory committee to plan, construct, and evaluate adequate courses for the improvement of instruction in the area. This committee shall be composed of college, public school and lay people.

3. A law requiring certification of principals, executive heads, supervisors and guidance counselors be enacted.

4. The granting of certificates to principals, executive heads, guidance counselors, and supervisors involve screening by colleges where training is obtained. (Screening is to be based upon leadership qualities and satisfactory experiences in previous positions.)

5. Every county, city and exempted village have a coordinator for improving instruction.

6. Each principal, supervisor and executive head be given adequate secretarial help to release them to carry out functions basic to the improvement of instruction.

7. Workshops for personnel in supervisory and administrative positions be a regular part of a program sponsored by the State Department of Education and the Ohio Education Association.

8. Architectural consultant service be made available through the State Department of Education.

9. Local school systems be encouraged to study the use of time and leadership personnel it now has available in order to work out a plan for the more functional use of such personnel in the improvement of instruction.

10. Each local school system explore the leadership potentialities of its entire staff.

PROFESSIONALIZATION OF PUBLIC SCHOOL PERSONNEL

We believe that professionalization of teaching is manifested:

A. When teachers as individuals meet the following professional qualifications:

(1) A continuing program of education beyond professional requirements.
(2) Continuation of practice in the field.
(3) An attitude of service.
(4) An adequate body of techniques, the "know-how."
(5) Active participation in organizations.

B. When all teachers as a professional group develop and maintain:

(1) A set of standards that control admittance into the profession.
(2) Adherence to an established code of ethics.
(3) Procedures for removal of those who fail to maintain professional standards.

It is recommended that:

1. Professional groups, school boards, parent and lay groups take steps to establish at the state level a mutually agreed upon set of educational principles which would guide and encourage local school systems to establish their own code of educational and personnel practices. The Executive Committee of the Ohio Education Association, working with the School Affairs Round Table, should take leadership in the development of this statement of principles.

2. The Ohio Education Association provide guidance and staff assistance for local groups seeking to establish their own codes of practices. Local school systems are urged to use a variety of approaches to the solution of this problem and to communicate the effectiveness of their procedures to others.

3. The existing professional organizations examine their own programs and do all they can to improve professional attitudes among their members.

PUBLIC RELATIONS PROBLEMS: A MEANS TO DEVELOPING

ADEQUATE INTERACTION RESULTING IN UNDERSTANDING

BETWEEN THE SCHOOL AND THE COMMUNITY

Since public relations is a critical area in education, it is important that the public understand the educational efforts of the
schools. In general, the public relations program should encourage the public to become better informed through participation in educational projects in the school, and equally important that student groups be permitted to become active in the wider school community.

It is recommended that:

1. The Ohio Association of School Administrators make a definite effort to encourage local executive heads to promote an increasingly good program of public information concerning the schools in the local community to the end that better understanding be achieved at all levels. The following procedures suggest possible techniques for achieving better public relations:

   a. Joint planning by staff and administrators on projects as diverse in application as report cards or proposed bond issues and operating levies.

   b. Wider participation by lay persons or groups, possibly through advisory or lay committees.

   c. School staffs at all levels taking the initiative in getting desirable publicity in newspapers, radio, and school-edited publicity pamphlets.

2. The members of all educational organizations charge themselves with the responsibility of developing a sense of the implications for public relations included in some of the important contacts that principals, supervisors, and teachers have with pupils.

   a. By expressing appreciation for work well done:

      (1) To the student for achievement.
      (2) To fellow staff members for a job well done.
      (3) To the parents and lay public for the many services they give and are willing to do for schools if we but utilize our community resources.

   b. Achieve a sensitivity to the public relations aspect of professional competence, personality, social participation, dress, etc. (Our profession must merit respect of students and the public on the basis of the individual impression that each of us achieves as we live in the school and community.)
3. Teachers be encouraged to participate more widely in all community, religious, and civic activities on equal terms with fellow citizens in the community. (A teacher must achieve normality as a citizen and still uphold the dignity of the profession to which he belongs—isolation is out.)

4. The school exert every effort to provide opportunities for pupils to participate in the life of the community by giving performances or demonstrations or jointly participating in the work and programs of local clubs, churches, organizations, etc. It is desirable that student panels, laboratory experiences, and demonstrations of classroom practices be utilized in addition to choral and instrumental groups.

It is further recommended that all school-sponsored trips and student participation in community activities be limited by the following criteria by those who must approve or disapprove such excursions or such participation:

a. It is a beneficial educational experience for the student.
b. It contributes to the enhancement of life in the local community.
c. Exploitation of the school, the student, teacher and parents has been avoided (financial or in terms of school time).

5. The Urbana Conference commends all publications which have set a pattern of factual and constructive publicity concerning schools and their programs. Particularly is appreciation expressed to the Ohio Education Association and to the Columbus Citizen for their joint endeavor in recent publicity of educational projects. We recommend that similar publicity ventures be encouraged.

SELECTION AND ORIENTATION OF IMPLEMENTING COMMITTEE

After the recommendations had been considered and accepted in rough draft form, an implementing committee was selected consisting of Dr. C. B. Mendenhall, Mr. Francis Binkley, Mrs. Blanche Keyser, Mrs. Helen Denney, Mr. H. C. McCord, and Mr. Robert Lucas.

It was recommended that this committee also continue efforts to implement those recommendations made at last year's Delaware conference,
which have not yet been achieved. Mrs. Keyser, as a result, suggested that the Commission on Improvement of Education in Ohio assume responsibility for developing a list of the consultant help available from the several universities for use by educators in the field.

**EVALUATION**

The conference members were in general agreement that the following were valuable assets to the success of the meetings:

1. Friendly atmosphere.
2. Opportunity to get acquainted.
3. Conference leadership.
4. Broad representation of educational groups.
5. Secluded informal meeting place.
6. Opportunity for all members to participate in conference planning.

The group also agreed that the following were valuable outcomes of the meetings:

1. All groups find out what others are doing.
2. Concerted effort can be focused on key problems by all professional groups concerned.
3. Long-range planning.

In addition, the group made the following suggestions:

1. Next year members of local boards of education should be asked to attend.
2. The implementing committee select a centrally located college campus again for next summer's meeting.
3. Next year each professional group representative should be given an opportunity to familiarize the rest of the participants with the present instructional improvement activities of his group.
4. Future planning should allow for adequate time for the discussion of topics in the small group work sessions.
Dear __________:

The Coordinating Conference for Improving Instruction in the Schools of Ohio is to be held at Otterbein College in Westerville, Ohio, August 11-13, 1955. The resulting action coming from the previous conferences speaks for itself as to the value of these meetings.

A bit of review as to whom makes up the Coordinating Conference may help you realize the importance of work being carried forward. This is a conference of representatives of all the major professional educational organizations within the state. Its aim is to coordinate our efforts in working toward improving educational opportunities for all.

The (organization or institution) is invited to send (number) representatives to this get-together. The cost for each member in attendance will be approximately $12. We would be pleased if you would consider this conference and submit to the committee the names of your representatives as soon as possible so further details can be sent directly to them.

Sincerely yours,

F. W. Binkley, Chairman  
Conference Arrangements
Dear Mr. [Surname]:

We are glad to learn from [Name] that you will be representing the Ohio High School Principals' Association at the Coordinating Conference for Improving Instruction to be held at Otterbein College, Westerville, Ohio, August 11, 12 and 13. The conference will open on Thursday, August 11 at 1 p.m. for registration and room assignment, and will close with a noon luncheon on Saturday, August 13. An outline of the program is enclosed.

To give you some background about the conference and its purposes, we are enclosing a brief summary of some of the accomplishments of the past two years which have resulted from previous conferences at Delaware and Urbana. Also enclosed is a list of participants.

Expenses for the two nights lodging, six meals, and a registration fee will total $11.00. The College will furnish linens but should the weather turn cool, they suggest you bring along a blanket. We will not know until early August which dormitory we will use so that information will reach you later.

The conference atmosphere will be quite informal so we suggest that you wear your most comfortable clothing. We look forward to your arrival.

Sincerely yours,

F. W. Binkley, Chairman
Conference Arrangements

FWB: sp

Encl.
WHAT'S HAPPENED SINCE URBANA

Coordinating the efforts to improve instruction through in-service education is a major job facing Ohio educators. The Urbana Conference held last August brought together representatives of educational institutions and professional organizations concerned with the continuous improvement of the instructional program. These representatives worked together for three days with the following purposes serving to guide their discussions:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

3. To plan and coordinate future efforts of in-service education both on the local and state levels.

Since the Otterbein Conference carries a similar theme, it is well to review what has happened during the past year that has a bearing upon these purposes. In addition to general activities related to these purposes, action has been taken on many of the specific recommendations made at Urbana. Some of these activities are a direct result of the Urbana Conference while others can be credited only indirectly.

Action on recommendations has included the following:
1. During the conference a committee will meet with Dr. R. M. Eyman to discuss the reorganization of the State Department of Education.

2. The implementing committee of the Urbana Conference met with the representatives of the O.H.S.P.A. and set up plans and procedures for the twenty group meetings held throughout Ohio during the fall and winter, 1954-55. (See Ohio Schools: February and May issues.)

3. The representatives of the Urbana group met in April to discuss and summarize the twenty group meetings. A summary will be presented at Otterbein.

4. The recommendations of the need for Development of Competent Supervision have not moved too far on the surface although many meetings have taken place between various colleges and professional groups throughout the state to seek the needs and demands of each with the outcome being better trained people.

5. The members of the committee who met with Mr. Alexander to discuss the findings of the State Survey Committee found many similarities between our recommendations and those of the commission. He was very interested in our discussion of certification laws and readily accepted our view-point that a law requiring certification of principals, executive heads, supervisors and guidance counselors be enacted. This
has since become a law, passed by the Legislature in the spring of 1955.

6. Professionalization of Public School Personnel is a slow continuous process requiring the help of every person within our groups plus an extra effort on the part of the leaders of all organizations to bring about the desire and show the need of this most important element in improving ourselves.

   a. Meet the press programs at Kent State.
   b. Personal effort of many leaders in ever alerting the press of the good work being carried on in the schools of Ohio.
   c. The rising interest of the many radio and T.V. stations to the type of program even to the points of inviting educators to aid in the planning and production of programs.

* * *

While a good share of the final planning of the conference program takes place at the opening session, the following suggestions are offered:

1. From last year's conference—
   
   Each professional group representative should be given an opportunity to familiarize the rest of the participants with the present instructional improvement
activities of his group.

2. From the follow-up conference held in April—
   A need to plan for the follow-up of the twenty winter conferences.

   Should you have any concerns for the program which you would like
   to share with those planning the conference, do let them hear from
   you.
August 22, 1955

Dear __________:  

Enclosed is a copy of the proceedings of the Westerville conference as edited by the implementing committee. This committee has taken the liberty of placing an arrow before those recommendations which may be of particular concern to the members of the organization you represented.

As you recall, the conference members agreed to assist the implementing committee in carrying out the adopted resolutions. Will you, therefore, call to the attention of your organization those recommendations requiring action by them, and take such other action as may seem desirable? Your attention is directed especially to the statement concerning the election of members of the State School Board.

Please keep us informed of the progress being made toward the achievement of these goals and call upon us if we can be of assistance.

Very truly yours,

C. B. Mendenhall, for the Implementing Committee

GBM:lap

enclosures

(On stationery of the Co-ordinating Conference)
A REPORT OF THE PROCEEDINGS OF THE THIRD
ANNUAL COORDINATING CONFERENCE FOR
IMPROVING INSTRUCTION

This conference was held at Otterbein College, Westerville, Ohio, August 11, 12, 13, 1955. Representatives of educational institutions and professional organizations concerned with the continuous improvement of instruction in Ohio met for the following purposes:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

3. To plan and coordinate future efforts of in-service education both on the local and state levels.

This third annual conference was organized by the Implementing Committee selected by last year's conference. The participants listed below came from all parts of the state and represented almost every major group whose primary purpose is the advancement of education in the schools of Ohio. As a point of interest, the regional school board associations were represented for the first time.

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</tr>
<tr>
<td>William A. Bennie</td>
<td>Miami University, Oxford (Miami University)</td>
</tr>
<tr>
<td>Mrs. Mildred Bickel</td>
<td>68 West Dominion Blvd., Columbus (Ohio Congress of Parents and Teachers)</td>
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<td>Oakwood (Northwestern Ohio School Boards Association)</td>
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<td>Room 10, The Old Armory, Columbus (The Ohio State University)</td>
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<tr>
<td>Kenneth Crim</td>
<td>Senior High School, DeGraff (Ohio High School Principals Association)</td>
</tr>
<tr>
<td>Mrs. W. C. Davis</td>
<td>Route 1, Hickory Farm, Medina (Ohio Congress of Parents and Teachers)</td>
</tr>
<tr>
<td>Mrs. Walter W. Denney</td>
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</table>
SUMMARY OF CONFERENCE ACTIVITIES

Following a brief period of introductions, the purposes of the conference were outlined. A short review was then given concerning action taken on some of the recommendations of last year's conference held at Urbana. In line with conference purposes, considerable time was spent in sharing outstanding achievements of participating groups during the past year which contributed to the improvement of instruction. This sharing period contributed to better acquaintance and a sense of common purpose. It also added to the group's understanding of current programs and developed in the group feelings of accomplishment.

Opportunity was given for conference representatives to express their personal concerns regarding the improvement of instruction as well as those of the organizations they represented. The agenda for the conference was developed out of these concerns.

In organizing the conference, four problem areas were isolated for intensive small group study. It was agreed that a number of other problems were of such wide spread concern as to merit total group consideration. Among these was the selection of the new State Board of Education.

SELECTION OF STATE BOARD OF EDUCATION

After wide spread discussion, the delegates agreed that endorsement of specific candidates by professional organizations would not serve
the public interest as well as emphasis on qualifications needed for effective state school board membership. For this reason the following statement was prepared for press release:

It is the belief of this conference that the person who has in mind the highest interests of growing youth, is concerned in providing Ohio with one of the best educational programs in the nation, and who has a background to plan and execute a program to this end, is the person we would recommend for election as a member of the state school board.

We, therefore, urge voters in making their selection to vote for those persons who possess the following qualifications:

**Demonstrated**

1. Interest in the welfare of children.
2. Moral integrity.
3. Belief in free public education.
4. Ability to work co-operatively with others.
5. Outstanding ability in community leadership, and

Other topics considered briefly were: The Reorganization of the State Department of Education, Teacher Turnover, The Improvement of School-College Relations, School Finance, Consolidation, Legislation (Spirit of '76 Bill), Problem Solving Techniques.
Recommendations were made with respect to the following:

REORGANIZATION OF THE STATE DEPARTMENT OF EDUCATION

These groups stand ready to assist, in any way they can, those charged with this organization.

PROBLEMS OF TEACHER TURNOVER

Among the ways suggested to help reduce turnover, especially among new teachers, were:

1. College contact and follow-up of first year teachers.

2. Adequate orientation programs to the school and the community.

3. A revision of current "over load" practices and a careful study of desirable minimum loads for beginners.

4. Providing conditions which promote good human relations and encouraging central offices to show their concern for personal problems of individual teachers.

DEVELOPING BETTER RELATIONS BETWEEN SCHOOL AND COLLEGE

1. Continuous seminars, workshops, and conferences for supervising teachers.

2. Materials provided critic teachers by the college.

3. The development of a School-College Agreement is to be referred to the Ohio High School Principals for action.

The summary on Saturday morning endorsed the following reports and recommendations made by the four study groups.

PROFESSIONAL ATTITUDES AND IN-SERVICE EDUCATION

Recommendations:

1. It is recommended that each one of the Ohio High School Principals Association's discussion groups be encouraged
to hold at least one meeting during the coming year, on "The Improvement of Instruction" and that the meetings be open to teachers, laymen, and other administrators. Following the requests of those attending last winter's meetings, it is proposed that the problem of most concern locally be the focal point of study and that a "follow-up" be provided. The implementing committee agrees to assist, when possible, in planning these meetings if called upon to do so.

2. It is recommended that through the coordination of the Ohio High School Principals Association's discussion groups, the Ohio Association of School Administrators and the Department of Elementary School Principals, a survey be made of the number and location of schools ready and willing to engage in an intensive study of a local problem. If a sufficient number of schools is concerned it is recommended that the implementing committee seek means of providing three-day work sessions to aid teams from these schools to institute and conduct such studies.

3. It is recommended that every effort be made to secure a permanent winterized camp for teachers to be owned and administered by the Ohio Education Association. This camp is to be used for the in-service education of teachers as well as other professional educational groups. To this end it is urged that efforts be made to explore all possible sources of funds to establish such a camp.

4. It is recommended that the regional school board associations provide at least one meeting during the coming year to study problems of released time for the in-service education of professional personnel.

5. It is recommended that the officers of the October district teachers meetings in Ohio consider the possibilities of using at least a part of the day's program as an instructional conference on classroom problems.

THE DEVELOPMENT OF EDUCATIONAL LEADERSHIP

The discussions of this group may be summarized as follows:

An educational leader is one who aids in: the clarification of goals (this includes the recognition of limits), the
identification of problems, organization for action and the appraisal of outcomes. He provides an atmosphere in which there is a free flow of communication - feelings of personal security and a recognition of achievement.

Educational leadership seems to emerge from a cooperative problem study setting. This suggests that ample time be provided administrators and staff to carry on in-service education aimed at finding solutions to important school problems.

Recommendations for action:

1. Set up a state-wide leadership conference in which the leadership roles of the following are studied:
   
   superintendents  
   principals  
   teachers  
   board members  
   supervisors or consultants

   Invite interested Future Teacher Association members or comparable young people to study the problem.

2. Continue the regional meetings (open meetings and Ohio High School Principals Association discussion groups) held the past year. Consider the problem of how to bring out staff leadership (finding hidden or undiscovered talents of teachers).

3. We thoroughly commend the Ohio Teacher Education and Professional Standards Commission in its project to study personnel policies and practices. We further recommend that the implementing committee assure the T.E.P.S. Commission of our complete cooperation and assistance wherever needed.
PUBLIC RELATIONS

It is recommended that:

1. The Ohio Association of School Administrators make a definite effort to encourage local executive heads to promote an increasingly good program of public information concerning the schools in the local community to the end that better understanding be achieved at all levels. The following procedures suggest possible techniques for achieving better public relations:

   a. Joint planning by staff and administrators on projects as diverse in application as report cards or proposed bond issues and operating levies.

   b. Wider participation by lay persons or groups, possibly through advisory or lay committees.

   c. School staffs at all levels taking the initiative in getting desirable publicity in newspapers, radio, and school-edited publicity pamphlets.

2. The members of all educational organizations charge themselves with the responsibility of developing a sense of the implications for public relations included in some of the important contacts that principals, supervisors, and teachers have with pupils.

   a. By expressing appreciation for work well done:

      (1) To the student for achievement.

      (2) To fellow staff members for a job well done.

      (3) To the parents and lay public for the many services they give and are willing to do for schools if we but utilize our community resources.

      (4) To persons in local communities for accomplishments, such as promotion in job, election to office of community organization, etc.

      (5) To newspapers for good publicity.

   b. Achieve a sensitivity to the public relations aspect of professional competence, personality, social participation, dress, etc. (Our profession must merit respect
of students and the public on the basis of the individual impression that each of us achieves as we live in the school and community.)

3. a. Teachers must realize that the best public relations begin in the classroom which is demonstrated by their teaching. Recognizing that students and graduates must be representatives of and salesmen for education.

b. Teachers be encouraged to participate more widely in all community, religious, and civic activities on equal terms with fellow citizens in the community. (A teacher must achieve normality as a citizen and still uphold the dignity of the profession to which he belongs - isolation is out.)

4. The school exert every effort to provide opportunities for pupils and groups of pupils to participate in the life of the community. It is desirable that student panels, laboratory experiences and demonstrations of classroom practices be utilized, in addition to choral and instrumental groups.

It is further recommended that all school-sponsored trips and student participation in local community activities be limited by the following criteria by those who must approve or disapprove such excursions or such participation.

a. It is a beneficial educational experience.

b. It contributes to the enrichment of the life in the local community.

c. It does not exploit the school, the students, the teachers, or the parents.

d. Its benefits justify the loss of school time and the interruption of the normal school program.

We recommend the following action to bring these recommendations to the attention of all concerned:

1. The recommendations of this Westerville Conference be given general distribution through "Ohio Schools," the "Ohio Parent-Teacher," and the "American School Board Journal."
2. At least one local staff meeting be devoted to the study and discussions of these proposals.

3. These recommendations be given publicity through all organizations represented at the Westerville Conference and such meetings as Camp Muskingum Leadership Conference, Department of Classroom Teachers Conferences, etc.

4. Group Representatives report to the next conference progress of their organizations along the lines of the recommendations of the Westerville Conference.

RECRUITING - SCHOLARSHIPS

IMPROVEMENT OF COLLEGE PREPARATION PROGRAMS

It is recommended:

1. That recipients of elementary education teacher scholarships be more carefully selected with reference to such qualities as:

   - emotional stability
   - demonstrated ability as a student
   - scholastic capacity
   - personality and capacity for leadership
   - physical fitness

2. That if the state scholarship program is continued it be expanded to include a four year program.

3. That public schools accept more professional responsibility for the education of teachers, specifically in the area of student teaching and field experience, as well as building more positive attitudes toward teaching as a profession.

4. That more effort be made to put accepted theories into practice, such as extended laboratory experience and more coordination of professional courses, with actual participation in learning situations.

EVALUATION

In evaluating the conference, members made the following comments:
Goals: A possible need for more direction earlier in the first session including an understanding of group techniques to be used - Additional information to organizations represented concerning material and information to bring to the conference - Having organizations report their activities was good - The state-wide orientation was good.

Procedures: Total-group discussions were good as was the balance between small group and total group sessions. The roster helped in getting acquainted as did name tags, but the latter should have indicated the city. Appreciation was expressed for the quick acceptance of the laymen present.

Content: Conference attention to and emphasis upon state-wide concerns was good.

Follow-up: School board and P.T.A. representatives should be included in O.E.A. district meetings. Two copies of reports should be sent to participants. Actions of the implementing committee and organizations represented should be reported to all in attendance.

Facilities: Eating and meeting in one place is good.

The food was very good.

The conference should return here next year (August 9-11, 1956).

A letter of appreciation should be sent to Otterbein College.
IMPLEMENTING COMMITTEE

The following people were chosen to serve as an implementing committee for the coming year:

C. Francis Alter
Kenneth Crim
Helen Denney
Phila Humphreys
Blanche Keyser
C. B. Mendenhall
William West
Dear __________:

The fourth annual meeting of the Coordinating Conference for Improving Instruction in the Schools of Ohio will be held at Otterbein College in Westerville, Ohio, August 9, 10, and 11, 1956. This is a conference of representatives of all the major professional educational organizations within the state. Its purpose is to provide the opportunity for working together in a common effort toward the improvement of instruction. The continued interest in the developing program of this group is indicative of the value of this conference to the participating organizations.

The ____________ is invited to send ____ representative (s) to the 1956 Conference. The cost for each member in attendance will be approximately $12. Would you or your executive committee please consider this matter and submit to our committee the name (s) of your representative (s) who will be able to attend? We request that this information be forwarded to us at the earliest possible date so that further details can be sent directly to the representatives of participating organizations.

Sincerely yours,

(On stationery of the Co-ordinating Conference)
Dear ____________:

The Fourth Annual Co-ordinating Conference will be held at Otterbein College, Westerville, Ohio on August 9, 10, and 11. We are pleased that you will be able to attend. Enclosed is a map of the area, the tentative program and a list of participants. Accommodations for the conference have been made at Cochran Hall, where registration will begin at 1:00 on Thursday, August 9. Although at one time during the planning we had quoted $11 as the cost of the conference, additional expenses have made it necessary to increase this to $12. This includes room, board, and registration.

The previous co-ordinating conferences have had as their main objective, the definition and isolation of problems on improving instruction and the planning and co-ordination of effort to solve them. This year's conference will begin with "progress reports" from the organizations represented. The conference agenda will then provide for a consideration of problems remaining.

We plan to duplicate a summary of all proceedings which will be available to those who attend.

The conference setting and general procedures permit a pleasant, informal atmosphere. It is suggested that you bring comfortable clothing. We look forward to seeing you at the conference.

Sincerely,

C. F. Alter, Chairman
Conference Arrangements

(On stationery of the Co-ordinating Conference)
A REPORT OF THE PROCEEDINGS OF THE FOURTH
ANNUAL COORDINATING CONFERENCE FOR
IMPROVING INSTRUCTION

This conference was held at Otterbein College, Westerville, Ohio, August 9, 10, 11, 1956. Representatives of education institutions and professional organizations concerned with the continuous improvement of instruction in Ohio met for the following purposes:

1. To review efforts now being made by state and local organizations to aid in the professional improvement of teachers.

2. To isolate and discuss problems now being faced by schools as they seek to improve their programs.

3. To plan and coordinate future efforts of in-service education both on the local and state levels.

This fourth annual conference was organized by the Implementing Committee selected by last year's conference. The participants listed below came from all parts of the state and represented almost every major group whose primary purpose is the advancement of education in the schools of Ohio.

<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
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SUMMARY OF CONFERENCE ACTIVITIES

Following a brief period of introductions, the purposes and structure of the conference were outlined. Consistent with the recommendations of the third annual conference, considerable time was spent in sharing outstanding achievements of participating groups during the past year. This sharing period contributed to better acquaintances and a sense of common purpose. It also added to the group's understanding of current programs and developed in the group feeling of accomplishment.

Following the sharing period, small groups whose membership was representative of the participating organizations, met to discuss current major concerns regarding problems incident to the improvement of instruction.

The agenda for the conference was developed out of these concerns. In organizing the conference four problem areas were isolated.
1. A clarification of the roles of supervisors, principals, administrators as well as institutions, in the improvement of instruction.

2. Increasing the supply and quality of teachers.

3. An appraisal of teaching competence.

4. The increase of institutional and organizational service to the public schools of Ohio.

Four small groups were organized to consider one or more of the above problem areas. The following is a summary of the discussion and recommendations of these groups.

It was recommended that all professional groups and organizations institute careful studies during the coming year to clarify their own roles and the roles of their members in improving instruction.

It is believed that curricular outcomes should be established in broad general terms by the State Board of Education. Specific goals consistent with these broad aims should be developed by local school faculties. Materials of instruction should be selected and adapted locally. Methods of instruction are purely professional matters and should be determined by administrators and teachers working together. It is the responsibility of school faculties to help parents and other citizens understand the methods and materials being used in any given school system.

Curriculum improvement (development and change) is the responsibility of the professional educator. It can best be carried on in a situation in which both pupils and the community at large share appropriate responsibilities.
Curriculum development is a continuous process. It should be based upon research in child growth and learning; on an understanding of the community which supports the school; and on a clear understanding of the responsibilities of citizenship in this democracy.

Schools are supported by taxation to insure intelligent citizens. This is the foundation for our republican form of government. This form of government has as its goal the perpetuation and development of a democratic way of living. The curriculum of the school must ever reflect the values of this government and of its supporting society.

The curriculum is most effectively developed where the entire staff and interested citizens from the community are involved in the process. It is most effective when each individual teacher, building, and unit is given opportunity to make unique contributions to its enrichment. The curriculum in our society cannot, as in totalitarian states, be directed from a central authority, but must be built locally by those most concerned. The legislature, the State Department, the state universities and other supporting institutions and organizations have the obligation to insure minimum standards of performance, so that the public welfare might be served. Beyond this, they have the obligation of supporting local effort to the end that all the children of all the people shall achieve their optimum development.
Particular emphasis should be placed upon the importance of clarifying the role of the supervisor, a relatively new worker in many schools of Ohio. All the organizations represented in this conference can contribute to this clarification.

The modern concept of the supervisor does not include inspection as his major function. The supervisor is a staff officer who has responsibility for raising the level of instruction in a school system. He is an advisor to the superintendent and principal, a consultant to the teaching staff, and a coordinator of all efforts to improve materials and methods of instruction. Among his many duties are the following:

1. Placing teachers.

2. Facilitating communication between principals and the superintendents.

3. Planning, coordinating, interpreting, and using testing and evaluation programs, if no specialist is provided for that purpose.

4. Initiating and coordinating curriculum studies growing out of the teachers expression of need.

5. Coordinating curriculum study between the various levels of instruction.

6. Improving the quantity, quality, distribution and use of materials of instruction, including community resources.

7. Facilitating good community relationships by:
   a. building an awareness of the values involved in community and public relations
   b. assisting and interpreting instructional programs to the public
   c. providing situations involving lay people at appropriate points in decision making
8. Building an understanding, an appreciation and an acceptance of improved instructional practice throughout the entire school system.

9. Initiating evaluative studies which will reveal areas of needed improvement.

10. Encouraging professional development of the staff through:
   a. providing opportunities for leadership to emerge
   b. encouraging participation in such professional activities as workshops, conferences, summer schools, and clinics

It is generally agreed that the principal is the key figure in the improvement of instruction in his school. In carrying out this responsibility he works in his school as the supervisor works in the system. The supervisor is a resource person on whom he may call for help on such problems as:

1. Utilization of staff meetings for the improvement of instruction.

2. The organization of the staff to solve professional problems.

3. The building of an adequate supply of curriculum materials.

4. The interpretation and use of test results.

5. The improvement of contacts with parents including methods of reporting.

It is recommended that all organizations represented at this conference give careful study to ways and means of:

(1) raising the quality of teachers entering the profession

(2) improving the professional competence of those now teaching

(3) increasing the supply of competent personnel

(4) holding in the profession those now professionally qualified to teach
To Local Schools and School Systems:

1. Develop effective F.T.A. clubs involving their members with increasing responsibility in actual teaching-learning situations in the school.

2. Publicize available scholarships and make clear the procedures needed to obtain them.

3. Encourage teaching personnel to exhibit pride in their profession through their own conduct.

4. Encourage staff through their own use of best-known methods and procedures to exhibit to children the challenge of the profession.

5. Eliminate the ceilings in the salary schedules.

6. In staff relations recognize teachers as co-workers in promoting learning (the "hired-hand" concept is archaic).

7. Provide sound in-service education programs on a released-time basis, for all teaching staffs. This is in line with the best practices in industry.

8. Offer scholarships for additional training.

9. Make careful evaluations of the units offered for credit toward salary increments.

10. Make public scholarships and grants-in-aid available to teachers in service.

11. Provide immediate and adequate recognition in peer groups for outstanding professional achievement.

12. Pursue the advantages of sabbatical leave for improving instruction.

To The Ohio College Association and Colleges of Education:

1. Make a careful study of selection practices to insure a higher quality of students admitted for training.

2. Provide early and more frequent contact with children for prospective teachers with ever-increasing responsibility for the teaching-learning situation.
3. Emphasize in appropriate college courses the importance of membership and active participation in professional, educational organizations, both while in college and after becoming an active teacher.

4. Emphasize in appropriate courses the importance of adequate supervision and the contributions of in-service education to the professional growth of teachers.

5. Study the factors making up teacher competence and recommend for certification only those persons qualified to help children learn.

6. In co-operation with A.A.C.T.E., the Association for Student Teaching, and the Department of Classroom Teachers, study, clarify, unify and propose policies concerning remuneration, qualifications, and responsibilities for classroom teachers co-operating in student-teaching programs.

Since teaching competency is basic to instruction and since the improvement of instruction can come about only through a clear understanding of the factors involved in effective teaching-learning situations, it is recommended that all groups attending this conference give special consideration during the coming year to a study and clarification of the elements of "good teaching."

The appraisal of teaching needs to be carried on for a number of reasons. Among them are the following:

1. The improvement of college preparation programs.
2. The planning of in-service education.
3. The recognition of superior teaching.
4. The elimination of incompetents.

In developing appraisal programs the following factors must be considered:
1. Teachers must share in setting up and applying the criteria of appraisal.

2. Major emphasis must be placed on self-appraisal.

3. Not only must there be a common understanding of goals to be achieved by the staff but these goals must be understood and accepted by school boards, administrators, and laymen.

4. Both the learning of students and community contributions should be factors in appraising teacher effectiveness.

Recognition is given to the difficulties involved in valid and reliable appraisals of teacher effectiveness. Intangible factors and the necessities for making subjective judgments frequently deter both teachers and administrators from embarking on appraisal programs.

When teaching effectiveness is defined in terms of observable outcomes, objectivity, validity, and reliability is increased. For example, children who are learning, like to come to school. Barring epidemics, the attendance and tardiness records of a given teacher are gross indices of teaching effectiveness. Children who are learning tend to succeed in the achievement of classroom tests. In general, the passing grades of students are rough indices of teacher effectiveness.

The conference recognizes the values of merit raises based on sound appraisal programs. It does not look with favor, however, on such raises until the salary structure of a given school is adequate to provide the necessities of life in a local community.

Many suggestions were made concerning the actions of organizations and institutions that might directly or indirectly affect instruction. Among the more important were the following:
To Superintendents and Executive Heads:

Administrative heads of schools should seek school time for faculties to work on problems of improving instruction.

To School Boards:

The sound business practice of providing ample time for the up-grading of personnel should be instituted in the public schools. Administrative heads of schools should be encouraged by school boards to develop in each building in-service education programs and the school boards should provide school time for these programs to be carried out. Time, thus released, should be so designated in a teacher's contract.

To School Faculties:

Among the major problems to be considered by school faculties is that of discipline. It is recommended that each school or each school organization formulate and annually revise discipline policies with special emphasis on ways of developing in children constructive attitudes, a sense of responsibility, mutual respect, care of property, self-control, and effective work habits. It is suggested that the following essentials of good discipline be studied and adapted to local situations.

1. Knowledge of the child - the general characteristics of the age groups, particular characteristics of individual children, community pressures operating on children of various age groups, and the family peer and school obligations placed on children.

2. Good classroom teaching - choice of content and methods suitable to each class group. Adequate teacher preparation for the task to be done.

3. A school and classroom atmosphere conducive to learning.

4. A situation in which details are routinized enough to give both students and teachers enough security and yet flexible enough to provide a changing situation.

5. Provision of special facilities and program for the retarded and handicapped.

7. The coordinating of efforts of teachers, administrators, community, and welfare agencies in caring for the needs of children.

8. An emphasis not only on the enforcement of attendance laws but also on the building of classroom environments attractive to children.

Recent studies seem to indicate that misbehavior tends to increase with increasing size of classes of school systems and of cities. Large classes are the most difficult to manage. School administrators and faculties are urged to take advantage of provisions of the new foundation law in programming classes of average size and in building education programs appropriate to the children in those classrooms.

To Colleges and Universities:

Efforts should be made to continue the supervision of graduates for at least a year beyond their student teaching assignments. If it is not possible for the college to provide for this supervision, background material on the new teacher should be furnished the college by the school in which the teacher is assigned.

Colleges and universities are urged to work with schools in providing sound consultation service for the solution of local instructional problems.

To The State Department of Education:

The State Department of Education is to be commended for its efforts to insure, through its certification procedures, qualified teachers, supervisors and administrators. These efforts should be
continued. There seems to be a direct relationship between teacher shortage and low standards. It is the belief of this conference that all efforts to lower standards should receive immediate and strong resistance from all members of the profession.

This conference wishes to commend the State Department of Education and the State School Board for their efforts to develop minimum elementary school standards. It respectfully offers the following suggested revisions for consideration by those charged with the final approval of these standards:

I. D. The minimum length of the school day shall be fixed at not less than five hours (5) exclusive of the lunch period.

IV. C. Every school should include in the requirements for entrance from the eighth grade to the ninth grade one year's course of study in United States History.

VI. B. Adequate texts and supplementary materials shall be provided for all children.

IX. D. Children should be given both instruction and experiences leading to the understanding and acceptance of the meaning of "inalienable rights."

XI. A. The school building should be adequate for and reflect the school program which is to be carried on in it.

It should be mandatory for school architects to consult those who are to use the school building (teachers, principals, custodians).

Should not a statement regarding the health services provided by a school be included in a set of minimum standards?

A reaffirmation was made of the recommendations of the 1955 conference concerning the two-year cadet program. Study should be given to:
1. The place of a two-year cadet program in teacher education.

2. The selection of state scholarship recipients.

3. The possibility of extending scholarship aid to cover a four year period.

4. The character of a university program for two-year trainees.
   a. the quality of the critic teacher
   b. the placement of student teachers

Among the points discussed by the group in considering this recommendation was the need for notification of the availability of money to reach county selection committees in time to allow for proper consideration of candidates for scholarship aid.

**Issues** - The following issues, or questions, were discussed in the Friday evening general session.

1. The right of the legislature to assume professional curriculum-making functions.

2. The role of the State Board in influencing legislation.

3. The role of the State Department in interpreting and enforcing legislation and State Board Policy.

4. The role of the State Department in determining the financial needs of the public schools.

All organizations are urged to commend newspapers, radio and other mass media of communication giving favorable publicity to the public schools and their programs. Honest criticism directed to proper authorities and designed to improve public instruction is welcome. Vicious attacks designed to weaken the public school structure should be traced to their source and exposed. These unsupported attacks threaten the very foundation of our democratic way of life.
The final recommendation of the conference was a request, to be made through proper channels, to the Commission on the Improvement of Education in Ohio to assume sponsorship for the 1957 Coordinating Conference and to assume increased responsibility for coordinating efforts to improve instruction in the state.
APPENDIX B
Appendix B

Summary of Survey on "Problems of Improving Instruction"

Proposed Ohio Program of Curriculum Improvement and In-Service Education

Problems Faced in Planning for In-Service Education Meetings

Information Sheet for Work Conferences on the Improvement of Instruction

Letter to planning meeting representatives

Letter to selected administrators concerning leadership-team training workshops

The Ohio Study in Educational Leadership

A Project in Leadership-Team Training
SUMMARY OF SURVEY ON "PROBLEMS OF IMPROVING INSTRUCTION"

For the past two years the School-Community Development Study in cooperation with ten leading educational organizations of the state has been sponsoring a program of conferences. These conferences have as their goal the improvement of instruction in the public schools of Ohio. As part of this program a survey was made of the opinions of those attending the winter meetings of the Ohio High School Principals' discussion groups during the school-year 1953-1954.

This survey attempted to find answers to the following questions:

1. What problems do you face as you seek to improve instruction in your schools?

2. What help would you like to have from the colleges and universities in your area?

3. What help would you like to have from the Ohio Education Association?

4. What help would you like from the State Department of Education?

5. What legislation would help you do a better job?

6. What suggestions do you have
   a. to improve the in-service education of teachers?
   b. to improve the pre-service education of teachers?

The following report summarizes answers to the question, "What help would you like to have from the colleges and universities in your area?"
Public schools are in need of the following field services:

- Consultation
- Field Laboratory Workshops
- Extension Courses
- Research and survey
- College students to assist teachers
- Support for P.T.A. meetings
- Evaluation
- Speech and reading clinics
- Resources for faculty meetings

Colleges could further help in the improvement of instruction by:

- Providing adult education classes for board of education members
- Providing advanced courses on classroom problems
- Developing large class techniques
- Using public schoolmen as resources in college classes
- Requiring classroom experience for M.A. degrees in education
- Providing a course on the development of In-service Education Programs
- Requiring a degree before recommending certification
- Making libraries available to school personnel
- Providing curriculum materials centers
- Defining "good schools" and "good teaching"
- Providing joint discussion groups for school and college personnel
- Developing a school-college agreement
- Arranging internships for prospective administrators

In requesting colleges and universities to provide field service, stress was placed on the quality as well as the amount of service. Consultants who come to the schools to learn as well as teach, who have had public school teaching experience and visit school classrooms frequently, consultants who have skill in ascertaining local problems and are competent in cooperative group work are most effective. College personnel who are "rank" or "status" conscious, who provide "pat" answers or who wish to impose programs are least effective.

There is a widespread belief among public schoolmen that good teachers and thoughtful administrators have contributions to make to
college classes and college curriculum committee deliberations. Frequently college education programs are developed without regard to the needs of the field. Frequently the major factors in building teacher-education curriculums are minimum requirements of state laws and the pressures of subject matter specialists. Educators in the public schools believe that problems of the beginning teacher, observations of competent supervisors, and the experiences of principals are all important data for those engaged in the construction of teacher education programs.

The following is a summary of recommendations made by this group of public schoolmen concerning the teacher education programs of colleges and universities.

It is recommended that college professors

- Have successful public school experience
- Visit and participate frequently in public school programs
- Practice in their own classrooms the theory they teach

It is recommended that colleges provide

- More careful selection of teachers
- Internships or cadetships for teachers
- Follow-up of graduates
- Guidance services
- Emphasis on scholarship
- High standards for certification
- Extra-curricular activities for prospective teachers
- Contacts for prospective teachers with both lower and higher economic groups

It is recommended that college programs stress

- The use of theory in practical situations
- Longer and earlier student teaching
- Professional ethics and the acceptance of responsibility
- Human relations and discipline
- General education
Modern techniques and methods including group process
More subject matter
Understanding of child development
Skill in handling individual differences of children
Experience in teaching average and low economic groups
More frequent and earlier responsible contact with children
More observation of "good" teachers
"Problem-solving" as the core of all professional courses
Modern theories of learning
School-community relations
Specialized training in "speech and hearing"
Math-science for elementary teachers
Classroom management
Adaptability to new situations
Working knowledge of local government
The American Heritage
Emotional stability
Professional activities
Psychology and reading

It is interesting to note that on the basis of free response, 28% of the 485 responding felt the need for the application of theory to practice, 25% for longer and earlier student teaching, 23% for greater emphasis on professional ethics and the acceptance of responsibility. Sixteen per cent wanted stress on general education, 12% on human relations and 8% on child growth and development while the same per cent wished to stress subject matter.

There seems to be an acceptance by the field of modern educational theory and practice. There is also a growing concern over the inability of new teachers to use the theory as they work with children. Although more than 80% of a student's time is now spent in subject matter and general education courses there seems to be some concern over the general education level of beginning teachers. One
suggestion, to meet this concern, is to increase the subject matter requirements at the expense of the already meager professional requirements. Probably what is needed more is a careful study of the content and methods used in both areas. There seems to be much overlapping in professional courses and in many instances a disinclination of professors of education to practice the theory they expound. On the other hand many subject matter courses are characterized by sterile materials presented through archaic methods. If general education courses could, in effect, become truly "liberalizing" and professional courses truly "educative" then our new teachers might be more competent. Cooperative efforts at curriculum building might help produce these results.
It is proposed that an Ohio Program of Curriculum Improvement and In-Service Education be designed; (1) to develop leadership in the field, (2) to improve instruction, and (3) to research those processes. This study should provide:

a. climates and conditions for educational research.

b. an audience for research findings.

c. a population from which educational leaders would emerge.

d. a laboratory for the in-service education of administrators.

Statement of the Problem. To ascertain and develop those conditions which tend to encourage the emergence of effective leadership from teachers and administrators in the field.

Statement of the need. This problem has grown out of a study sponsored by the School-Community Development Study and the Ohio High School Principals Association. Twenty-two discussion groups meeting during the months of February, March, and April considered a number of questions relating to the improvement of instruction. Among those considered were, "What problems do you face as you seek to improve instruction in your schools?"; "What help would you welcome
from the colleges and universities in your area, the Ohio Education Association, and the State Department of Education, as you seek to solve these problems?"

Approximately 500 principals and superintendents responded and indicated their concern for a state-wide effort to improve services to youth. Among the many blocks to improvement of instruction listed were the following:

1. The inertia of teachers.
2. Lack of preparation of teachers and administrators.
3. Lack of consultant services.
4. Lack of availability of teaching aids and curriculum materials.

In discussing the problem of poorly prepared teachers stress was placed on both teachers who held sub-standard certificates and those with tenure who are failing to keep pace with modern practices.

Further documentation of need may be found in the following facts:

1. Forty-four per cent of the elementary school teachers in Ohio have no degree.
2. Between 30 per cent and 40 per cent of Ohio's high school students are dropping out before graduation.
3. A 50 per cent increase in high school enrollment is predicted during the next ten years on the basis of current vital statistics.
4. Twenty per cent of those who complete preparation for teaching in a given year do not teach in Ohio the following
year. In 1953, if all those who were graduated had been employed in Ohio, 1506 vacancies still would have existed.

5. In October, 1953, superintendents reported 838 teachers still needed to complete their teaching staffs for the current year.

6. As of September, 1954, with the anticipated supply, 2844 additional teachers must be found from sources other than the training institutions in this state.

7. 13,000 of Ohio's 52,000 teachers are now eligible for retirement.

It is evident that for the next ten years, at least, a primary responsibility of administration will be on-the-job education of teachers.

Should economic conditions cause teachers employed elsewhere to return to the schools, the in-service education problems will be even greater.

Basic assumptions of the proposed study. In such a study, certain assumptions are made. Among these are the following:

1. The principal is the key figure in any in-service education program.

2. When administrators and teachers work together on problems of improving instruction, opportunities for leadership development occur.

3. The principal function of leadership in education is to improve instruction.
4. Local leadership must take responsibility for local improvement.

5. The findings of research are most apt to be used by those who engage in the research. (Corollary: Research on a problem should be conducted by those most concerned with its solution.)

Proposed organization of the study. 1. It is proposed that the twenty-two active discussion groups conducted by the Ohio High School Principals Association take responsibility for setting up representative local directing committees which will include superintendents, elementary and secondary school principals, teachers, and interested lay citizens. It would be the function of these groups to select the school or schools in their areas to act as participating centers in the study, and to carry on other duties possibly including: liaison between local schools, central coordinating agency and colleges; coordination of consultant service; planning local workshops and conferences; and the stimulation of action research.

2. The deans of the colleges of education of the universities involved would take responsibility for organizing regional educational service committees located at the participating universities and composed of representatives from college and university staffs. Among the functions to be performed by these committees would be the coordination of both research and service in their areas.

3. A central coordinating agency could be composed of a director
and an assistant director selected by an advisory committee. This advisory committee would be made up of representatives from participating organizations and the deans of the participating universities. The advisory committee would also select an executive committee from among their members.

It would be the function of the director and the assistant director to furnish overall co-ordination and leadership for the study, to allocate funds, and to serve as consultants in the field.

Possible research emphasis. This study might have evolving leadership as its primary research emphasis. Related research by groups concerned, either within or without the project, might be carried on in the following areas:

a) in-service education procedures (administrators, teachers)
b) curriculum improvement
c) communications
d) administrator-teacher relationships
e) community participation in school activities
f) etc.

Projected outcomes. Some possible outcomes of this project might be:

1. An increase in the quantity and quality of educational leadership among the teaching staffs.
2. An improvement of administrative operations, particularly as they apply to in-service education and curriculum development.
3. A body of knowledge pertaining to in-service practices and curriculum development which may be useful not only to the state of Ohio but to public education at large.

4. Improved instructional practices throughout the state.

5. A state-wide program which might become a permanent function of the state department of education.

6. Closer relations between schools and colleges; a possible Ohio school-college agreement.

7. Continuing and self-sustaining local in-service and curriculum development activities.

8. Techniques and procedures for coordinating the efforts of professional organizations, the state department of education, colleges and universities, and the local schools as they seek to aid in the improvement of instruction.

Immediate next steps. Some suggested steps for the immediate implementation of this proposal follow:

1. A meeting of the executive committee of the Ohio High School Principals Association for the purpose of approving the use of the twenty-two discussion groups as the nuclei for the local structure.


3. Planning and implementing of work-conferences in each of the twenty-two discussion group areas. These work-conferences
would consider two problems: (a) Selection of possible local school centers and probable problems for local study; (b) the appointment of the local directing committee. (A representative of the Ohio Education Association has assured participation of his organization in this aspect of the project.) Representatives of the Ohio Department of Elementary School Principals, Ohio Association of School Administrators, and Ohio Colleges Association would be present at these discussions.

4. Preliminary plans for this project should be presented to the second annual conference for the Improvement of Instruction in the Schools of Ohio through In-Service Education to be held at Urbana in August.

5. Preparation of a guiding document.

6. An immediate study of existing pertinent research.
PROBLEMS FACED IN PLANNING FOR
IN-SERVICE EDUCATION MEETINGS
WINTER QUARTER 1955

1. What information can be given which may be of help?
   a. ways in which problems can be isolated.
   b. idea that "curriculum improvement means improvement of the teacher."
   c. responsibility for research on the "local level."
   d. ways of going about such research.
   e. distribution of materials.
   f. statistics on importance of need - documentation.

2. What procedures can "we" use which may be illustrative, in themselves, of ways school staffs can consider their problems?
   a. use of audio-visual aids.
   b. group process "techniques."
   c. "perception" problems.
   d. ways in which we operate as consultants - "helping" role not "telling" role.
   e. involve group in such procedures.
   f. steps prior to problem census.
   g. problem census.

3. What types of local projects do we wish to recommend?
   a. survey of area resources - college consultants and classes.
   b. How can we help the group plan for "next steps"?
   c. ways of "learning from each other" - resources of own school staffs.

4. Are there materials which can be distributed which will be of use?
   a. a summary of major "remarks."
   b. copies of "in-service" education materials.
   c. other materials of like nature - O.E.A. Colleges and Universities, local school districts.
   d. up-to-date bibliographies of recent, helpful materials.
   e. some report of the meeting? - to be sent later?
5. How much should be said about possibilities for outside financial support to help finance necessary outside help?
   a. role of state dept., professional organizations, universities, local schools.
   b. outside foundations.
   c. emphasis - the amount of it - on what can be done without - or with very little money.

1. What data do we need to gather?
   a. composition of group - who - what position - how many - etc.
   b. general tenor of meeting.
   c. concerns evident.
   d. possible schools interested in active work in improving instruction.
   e. names of apparent leaders.
   f. suggested solutions of ways of working on problems.

2. How do we gather it?
   a. thru a brief registration form. (i.e.-gathering
   b. as a result of helping "them" get information. (data becomes a
   c. observation - minutes and other records. (means to their
   d. questionnaires. (end rather than
   (an end in itself
   (for us.

3. How should each meeting be organized?
   a. of the four of us, who does what?
   b. what kinds of procedures should be used.
   c. how do we "involve" local people?

4. What implications are there in this project for colleges of education?
   a. service in the field.
   b. research.
During the Winter of 1954-1955 the Ohio High School Principals Association is serving as host organization to a series of work conferences on the improvement of instruction. The general purposes of these conferences are to review local efforts to improve the instructional program of the schools, and to discuss ways in which such efforts may be strengthened and extended.

Major professional organizations and educational institutions, in addition to the State Department of Education, have given their wholehearted support to this venture, since its inception. Representatives of these groups are participating in the planning of each of these work conferences, and the conferences themselves will be attended by superintendents, high school and elementary school principals, supervisors, teachers, P.T.A. members, school board members, and college personnel. This type of conference is based on the belief of educational leaders in the state that the improvement of instruction on a state-wide basis can be accomplished only through the cooperation of educational leaders on the local level.

A team representing the State Department of Education, the Ohio Education Association, and the School-Community Development Study, has accepted responsibility for conducting these conferences. In addition to this team, outstanding educational leaders in the state have consented to act as resource people. In most areas, an afternoon and an evening meeting have been planned. Local needs for instructional improvement and efforts now underway to meet them will be discussed in the afternoon. The evening meeting will be devoted to the formulation of plans for supporting and extending these efforts.

It is hoped that these conferences will result in an increased awareness of the need for a concerted attack on problems of instructional improvement, and commitment on the part of local leaders to accept responsibility for this task.

Through such efforts the best possible educational program may be provided for our children, our most important national resource.
January 12, 1955

Dear Mr. ____________:

As you may know, the Ohio High School Principals Association is serving as host organization to a work conference on the improvement of instruction to be held at the _______________ on ___________. The general purposes of this conference are discussed on the enclosed sheet.

We understand that you have been appointed by the Ohio Association of School Administrators to represent that group at a planning meeting for this conference. This meeting will be held ________________.

The purposes of this meeting are to review in some detail current local programs designed to improve instruction, to ascertain major local needs, and to discuss possible contributions of professional organizations and institutions to meet these needs. As a result of the information thus gathered, it is hoped that those attending this planning meeting may set up a work conference which will be of maximum value to those in attendance and to the schools in the area.

We hope it will be possible for you to attend both meetings.

Sincerely yours,

G. B. Mendenhall

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enclosure

(On stationery of the Co-ordinating Conference)
December 21, 1955

Dear Mr. _______________

We are writing to a selected list of administrators and supervisors who have expressed an interest either in expanding excellent in-service programs now in progress or in instituting new long-range study to improve instruction.

As you probably know, twenty state-wide work conferences on this problem were held last winter. As a result of these conferences a need was expressed for workshops of longer duration designed to help individual schools initiate or carry forward studies of local school problems. To meet this need a series of regional workshops is being planned for the coming winter. These will be organized to aid in the development of local leadership to carry on such studies. Limited funds make it necessary to limit attendance.

The enclosed document describes the program in more detail. You may feel free to reproduce this document.

Do you have, under your supervision, a school or schools ready and willing to engage in such a project. If so, please let us know immediately.

We will keep you informed of plans as they develop.

Sincerely yours,

C. B. Mendenhall

CBM: sp
For the past two years leading educational organizations in Ohio have been seeking and finding more effective ways of working together to improve classroom instruction. Three summer conferences have been held, a state survey on blocks to improvement was made and a series of state-wide work conferences emphasizing current programs and problems was conducted.

As a result of these activities it has been apparent that there is a need for more intensive study of specific instructional problems of concern to local schools. The next step in meeting this need seems to be to locate those schools which are ready and willing to engage in such study.

It is the belief of educators and informed laymen that educational leadership is developed and classroom practice is improved as local faculties systematically attack problems important to them. Because of this belief funds are now available to provide limited consultation help to selected schools in the initiation or development of such programs.

A state consultation team is being organized to provide:

(1) Consultation service in problem definition, fact-finding and program planning.

(2) Leadership-team training.
(3) A clearing house for problems, programs and procedures.

(4) Research on educational leadership and in-service education.

These services will be provided to schools:

1. Whose faculties have selected an educational problem upon which they plan to work for a period of not less than one calendar year.

2. Whose administration and faculty will provide time each week to work on the problem.

3. Who are willing to involve laymen in the solution of the problem.

4. Who are willing to share with other schools and the consultants the results of their investigations.

5. Who are willing to participate in appropriate research.

During the winter of 1956 a series of two or three-day work conferences is being planned to provide leadership-team training to representatives of schools engaged in this study.

A school leadership team will consist of interested and capable representatives of the school board and P.T.A., responsible administrators and not less than four nor more than six teachers selected by the school faculty for their leadership abilities.

The consultation service at these conferences will be furnished without expense to the schools participating. The expenses of the members of the leadership team will be paid by them or by the schools they represent.
Schools interested in engaging in such studies, in receiving consultant services on a regional basis and in sharing the results of their efforts with other schools similarly engaged please write to C. B. Mendenhall, Implementing Committee, Co-ordinating Conference for Improving Instruction, Room 10 Armory Building, The Ohio State University, Columbus 10, Ohio, for further information.
"Operation Bootstrap - Getting Teachers To Help Themselves In Improvement of Instruction"

Purposes of the Project

1. To develop an interest and desire in Warren school faculties to face and solve their own instructional problems.

2. To develop a corps of teachers within participating schools which is versed in the methods of problem attack.

3. To overcome some of the forces and/or factors within schools which detract from the instructional program.

4. And as a result, to improve the instructional program available to Warren boys and girls.

Personnel Involved

1. The coordinating team.
   a. C. B. Mendenhall - Ohio State University
   b. assistant - Ohio Education Association
   c. assistant - __________

2. The consultant team - one outstanding teacher from each participating school.

3. The leadership teams - one for each participating school.
   a. Three to five teachers
   b. Principal
   c. Two or three parents

4. The faculty team - the faculty of each participating school.

Schedule of Operation

1. Introduction of project to principals.

2. Principals discuss project with faculty - determine whether the school will participate.
3. Faculty of participating schools identify one or more instructional problems or problem areas pertaining to their school which they want to work on.

4. Principal and administration select consultants.

5. Orientation of consultants - 2 days.

6. Consultants apply problem-solving techniques to a system-wide problem of their selection.

7. Principals and faculty select a leadership team.

8. Orientation of leadership team - 2 days.

9. Leadership team and school faculty with the aid of one consultant attack their problem over a period of 6 or 8 months.

10. Evaluation of the project of instruction improvement.

**Method of Operation**

1. Selection of participating schools.
   Although all schools, elementary and secondary, may wish to participate in the program it is not mandatory for any of them. The heart of the program lies in a sincere desire on the part of a majority of a faculty of a given school to face up to and overcome some problem of instruction. Some schools may not desire to participate because they are engaged in other projects, because they feel that they have no urgent problems, or for other reasons.

   The staff of each school must decide which problem is of importance to that school. Any problem of instruction, specific or general, is admissible for study. The only requirements are that the problem be of real concern to a number of teachers in that school and that there is a sincere desire to come to grips with it.

3. Emphasis of training.
   The training which the consultant teams and the leadership teams will receive will be in the process of problem-solving. The teams receive assistance in methods and techniques of problem attack; they will not be told the answers to the problems. Finding answers is the job of the school faculties.
4. The flow of instruction.
The coordinating team brings the initial know-how in the problem-solving process. It instructs the consultants. The consultants in turn instruct the leadership teams. The leadership teams, collaborating with the entire school faculty, apply these methods to a real problem.

The consultants are trained to become competent in the process of problem-solving and to expedite that process. The leadership teams are trained to apply that process within their own school setting.

5. Orientation of consultants.
This period of orientation, led by the coordinating team will involve discussion of process problems such as:

a. What is action research?
b. How do groups of teachers identify a problem?
c. What are the techniques for pin-pointing a problem?
d. What fact finding instruments and procedures are available?
e. What are some of the factors which support the problem-solving technique?
f. What are some of the factors which block the problem-solving technique?
g. How do groups of teachers take advantage of supporting factors and overcome blocking factors?
h. How are agreed-upon solutions to problems put into operation?

These and similar topics will lead to an understanding of the problem-solving method by the consultants who will then become the authorities on method when working with individual school faculties.

6. Orientation of leadership teams.
A two-day workshop is involved. Each team begins with a problem which has been assigned to it by its respective school faculty. After a short period of discussion of its problem, the team meets its consultant who has been prepared, not to answer the problem but to apply problem-solving techniques. The leadership teams then go into a general session for more discussion of problem-solving with the coordinating team. The leadership teams and consultant again meet to refine and define the problem. This is followed by another general session on the problem-solving method. Finally, the leadership teams draw up a plan for taking the problem to its own faculty in such a manner that the faculty can begin to apply methods and techniques of problem solution.
7. Operation of school faculty.
The leadership team will work with the school faculty in attempting to reach a fruitful solution to the problem. The team will carry the main effort on the problem, but the rest of the faculty will also be involved and will learn the problem-solving techniques from the teams as they are being applied to a specific problem. The team and the faculty will be assisted by the consultant whose primary concern is the method of problem-solving rather than the answers themselves.

Evaluation

The consultants will meet regularly as a group while the schools are working on their own problems to discuss progress accomplished and difficulties met. Procedural problems that the consultants as a group cannot handle will be referred by mail to the coordinating team. A major break-down in the project would require a return of the coordinating team to Warren for further orientation.

At the end of the project an evaluation of its worth and outcomes will be made by the coordinating team.

Cost of the Project

Cost of the project will be limited to paying the coordinating team and providing their expenses. This will amount to approximately $500 to $600.
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AUTOBIOGRAPHY

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