

Annual Report
of the
Federal Security
Agency

SECTION
TWO

U. S. Office
of Education

1946

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FEDERAL SECURITY AGENCY - WATSON B. MILLER, Administrator
U. S. Office of Education - - - JOHN W. STUDEBAKER, Commissioner

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of Education

FOR THE FISCAL YEAR

1946

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LETTER OF TRANSMITTAL

FEDERAL SECURITY AGENCY,
U. S. OFFICE OF EDUCATION,
Washington 25, D. C., October 1, 1946.

The Honorable WATSON B. MILLER,
Federal Security Administrator.

SIR: I herewith submit the annual report embracing the activities
of the U.S. Office of Education for the fiscal year ending June 30, 1946.

Respectfully,

JOHN W. STUDEBAKER,
U. S. Commissioner of Education.

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SECTION TWO

OFFICE OF EDUCATION

INTRODUCTION

This report is the first to be made under the plan set forth 2 years ago "to improve the services of the United States Office of Education."

During the 1946 fiscal year the eight¹ divisions that were contemplated in that plan were organized and each has been functioning for a part of the year at least. It is therefore a privilege to present the following division reports showing the initial services and activities as summarized by the respective division heads.

Appreciation is expressed for the continuing helpful cooperation and interest of the many educational and lay groups, as well as other Government agencies, that assisted in the development of "a plan of organization to improve the services of the Office to American education."

The progress achieved during the initial year of the new organization of the Office has seemed to me to lay the foundation for increasingly effective services to American education in the years ahead.

As a quick glimpse of the far-reaching challenges for the coming years, the following statements related to each new division are set forth.

Elementary Education

The elementary program is America's greatest undertaking in democratic education. It involves more than 180,000 schools with an enrollment of 20,000,000 children who are taught by 600,000 teachers. These schools require the expenditure of more than \$1,500,000,000 annually. The elementary school reaches virtually all of the vast number of children within the legal and compulsory school ages. For many of these, education will terminate when they finish their grade school courses.

It is during the elementary school experiences that foundations of knowledge, skills, attitudes, and appreciations are established.

¹ In addition there was established a Division of Surplus Property Utilization, a temporary division.

Habits of work are formulated, and skill in social adjustments begin during these formative years. The effectiveness of this foundation profoundly influences the extent to which children come to realize the ultimate goal of effective citizenship, the maximum individual competence and a full realization of their potentialities.

Secondary Education

The people of the United States desire broad educational opportunities for all youth. It is increasingly evident that they regard a secondary-school education as the minimum opportunity for all. With less, but a steadily growing, understanding they recognize the wide variability in abilities, capacities, interests, and needs of youth and properly expect that the secondary-school program shall be effectively designed to serve individual students accordingly. Moreover, there is a growing conviction of the paramount importance of those learnings and experiences which in a democratic society all must have in common. To develop a citizenry which is competent in the skills of the democratic culture and procedures, with common ideals and a dynamic faith in the American way, is the overriding assignment which the American people have given to the secondary school.

Vocational Education

To justify membership in American economic society, every American citizen must perform some work or render some service. Education for purposeful work is recognized by Congress as an objective of national concern in the form of the national vocational education acts.

It is now clearly evident that readjustments following World War II are bringing about such vast changes in the occupational life of our people that vocational education programs for youth and adults must be reoriented toward new frontiers of service.

Programs of vocational education in the States have been developed to serve the occupational fields of agriculture, business, trades and industries, and homemaking. They are supplemented by programs of occupational information and guidance. It is the function of the Vocational Division of the Office of Education to serve these State programs.

Higher Education

In scope and extent, higher education is one of the greatest public activities in our country. The 1,700 colleges and universities in the United States are engaged each year in the preparation of two-thirds of a million students for a score of professions; of three-fourths of a million undergraduate students studying the arts and sciences; and of 55,000 advanced students studying in graduate work

for leadership in teaching, in research, in industry, and in government. More than 110,000 teachers are engaged in giving instruction to these students. Higher education institutions spend more than a half billion dollars annually, operate physical properties valued at nearly 3 billion dollars, and manage endowment funds exceeding 1½ billion dollars.

Higher education is on the threshold of a tremendous expansion. The outstanding educational development of the past 25 years has been the expansion of the secondary-school program to its present status. It is conceivable that the next 25 years will bring a comparable expansion to the field of higher education. Among factors which will contribute to this expansion are the increased numbers of secondary-school graduates who are applying for admission to higher institutions; the increased demands of business, industry, and agriculture for individuals with college training; the increased need of our country for professional people; the broadening of the base of higher education through the junior college; and the influence of the provision of a college education for hundreds of thousands of young people through the Servicemen's Readjustment Act of 1944.

Central Services

The Division of Central Services consists of four sections: (1) Research and Statistical Service, (2) Information and Publications, (3) Office of Education Library, and (4) Administrative Management and Services. The four service sections perform functions which facilitate the operations of the other divisions within the Office of Education.

The grouping of these four sections into a single division makes it possible to unify and coordinate the administrative and professional services involved in their relationships to the other divisions and sections of the Office. In addition to providing the necessary services within the Office, the Research and Statistical Service, the Information and Publications Service, and the Library render significant services to their corresponding professional areas in education in the States and in institutions.

International Educational Relations

Through the years educational leadership in the United States has constantly made use of the basic research and the best administrative and instructional practices found in professional education in other countries. The patterns of university graduate training, preschool and primary education, and manual training, developed in England and in the continental countries, have been influences in United States education in more or less measure. Conversely in recent years the United States secondary school and its goal of a nonselective education for all have influenced the programs of other countries. From the

creation of the Office of Education, studies of foreign educational systems have been carried on. In 1917, a separate division for this purpose was established. The Division of International Educational Relations now carries forward the work of the former Division of Comparative Education.

Changed conditions have brought enlarged functions to the division. Splendid growth in effectiveness of United States technical and professional education, coupled with the devastation and debilitation wrought upon these programs in other countries by two wars within a quarter of a century, have made the educational institutions in the United States a mecca for foreign students.

The need for assistance in the rehabilitation of the educational systems of the devastated countries has strongly challenged educational leaders in the United States. Furthermore, the desirability of using the best educational thought and leadership in reorienting the educational systems of Germany and Japan has evoked a serious response. At a time, therefore, when the United States is dedicated to the making of a strong contribution to peace and understanding among peoples, the Division of International Educational Relations is trying to facilitate worth-while contributing relationships between United States education and education in other countries. The strategic position which education occupies in all countries cannot but act to enlarge these relationships to the inculcation of a more effective understanding among peoples.

Auxiliary Services

The Division of Auxiliary Services groups together six sections representing various functions and areas of educational service. These sections are: (1) Service to libraries; (2) administration of school and college health services; (3) school-community recreation; (4) problems of school lunchroom management; (5) educational uses of radio; (6) visual aids to education.

These sections are mutually related by the fact that they are regarded by educators as specialized auxiliary services to the administrative and professional programs in school systems and higher institutions. The work of each of these sections cuts across and involves the area of interest of other divisions and sections of the Office and requires, therefore, careful coordination with the work of the other divisions. Through the organization of the services of the specialists in these auxiliary areas into the six sections of the Division of Auxiliary Services rather than through assignment to the several divisions, greater economy and efficiency are attained and duplication of staff and services avoided.

School Administration

Effective national educational leadership and support, such as was demonstrated during the war emergency, must be characteristic of the continuing and increasing national concern for the total educational enterprise in peacetime years henceforth.

No system or program of education is likely to advance far beyond the vision, imaginative leadership, the genius for organization, or the resources of technical skill and knowledge which its principal effective and supervisory leadership can bring to bear upon its administration. The future of education in America can be evaluated in terms of the quality of leadership in educational administration in the States and their local subdivisions throughout the country.

The unique and challenging function of the Division of School Administration is to make available an abundance of technical leadership resources which can be most effectively provided at the national level in order to insure rapid improvement in the quality of educational administration at all levels and thus to contribute to national strength, security, and prosperity.

The division reports follow.

JOHN W. STUDEBAKER
U. S. Commissioner of Education

ELEMENTARY EDUCATION

THE DIVISION OF ELEMENTARY EDUCATION is designed to serve in four major areas: Organization and supervision; instructional services; exceptional children and youth; teacher education. In all of these, active work has been carried on, even though the organization of the division and the appointment of personnel, as ultimately planned, have not yet been completed.

In reporting and interpreting educational progress in these areas, as well as in giving advisory service for the development and improvement of school programs, the division's staff members have been concerned with both urban and rural schools; with children who are normal in their development and those who are exceptional in their rates of learning or who are handicapped by physical, mental, or emotional difficulties; with children varying widely in age, from the 2- or 3-year-old in nursery school or kindergarten to the 12- or 14-year-old who is ready for high school; and with parents, whose cooperation is increasingly recognized as essential to the best growth of their children in school. The magnitude of the problems involved is apparent when one considers that there are some 20,000,000 children in the elementary schools of the United States, each of whom must be treated as an individual and given an opportunity to grow in terms of his abilities.

The professional staff of the Division of Elementary Education available to work on such problems included, in addition to the Director, the following persons: (1) a consultant on educational problems, who served for a short time as chief of the section on organization and supervision, but whose major service was in relation to postwar planning programs, school social work or visiting teacher programs, associations of voluntary nature interested in promoting educational services, and other matters as they required attention; (2) one specialist on nursery-kindergarten-primary education; (3) one specialist for upper grades; (4) one specialist on extended school services; (5) one specialist in the education of exceptional children; and (6) one specialist for science and aviation (from March to June 1946).

Consultative Services in States and Communities

The field services rendered upon request by members of the division were limited in accordance with travel funds available. Yet, with the

financial cooperation of some of the agencies requesting services, it was possible to extend activities from Florida to California, up to New England, and to the North Central region. They involved work with State education departments, teacher-education institutions, local school systems, and lay organizations interested in the schools.

The specialist in nursery-kindergarten-primary education consulted with State educational leaders in Maryland, New Jersey, Tennessee, and other States on State plans for the extension of schools for children under 6 and on legislative matters relating to this problem.

The specialist for upper grades was a consultant in conferences on curriculum and on supervision sponsored by State education departments in Michigan and West Virginia, and participated as discussion leader, resource person, and speaker at conferences sponsored by teacher-education institutions in Georgia, Indiana, and Illinois. Requests for services of these types on all grade levels are constantly increasing and are an indication of the importance attached to the early years of a child's education.

The specialist for science and aviation (a newly established position) visited State education departments in Georgia, North Carolina, and South Carolina to assist in laying plans for the improvement of instruction and curriculum making in elementary school science. He also participated in a workshop for elementary teachers in Kentucky and held conferences with administrators and teachers in local school systems in Maryland, Delaware, and Pennsylvania. Teachers throughout the country feel the lack of background in science to teach children of elementary school age and are unfamiliar with the method of instruction in science at this level. The most apparent problems in this field are those concerned with the preparation of instructional materials and with the pre-service and in-service training of elementary teachers. It will be one of the major concerns of the specialist for science to give consultative service in relation to these problems.

Extended school services originated just before and during the war, when the need of before- and after-school guidance for children of employed mothers became a matter of major importance. The program has proved its worth to such an extent that, when the end of the war came and Federal funds for this purpose were withdrawn, approximately three-fourths of the States continued their services in one form or another. Six States employed staffs to supervise the programs; four States made appropriations to finance child care centers; and legislation was passed in a number of States authorizing local boards of education to establish kindergartens, nursery schools, and school-age centers, in some cases permission being given to use public school funds for this purpose. Workshops on extended school services, with sections on parent education, were held in teacher-education

institutions, and in two of these—namely, at the University of Tennessee and at Ohio University—the Office specialist in this field gave intensive assistance. The shortage of trained personnel is an ever-present problem, especially as colleges and universities are organizing new services for the children of veterans in attendance upon college courses.

Services for exceptional children and youth have demanded unprecedented attention since the conclusion of World War II. Never before has there been such obvious and widespread interest in the establishment of adequate facilities for handicapped children on a State-wide basis as well as in local school systems. The specialist in this field, who serves on both elementary and secondary levels, considered legislative and organizational problems with interested lay groups and with official educational agencies in Florida, California and Missouri. Increasingly emphasis is being placed upon the fact that the education of exceptional children cannot be limited to any one level of the school system. It must begin early and go with the child through his adolescent years until he has achieved optimum adjustment educationally, socially, and vocationally.

The division has been represented on policy-making and survey committees, notably the Southern States Work Conference and the Policies Committee planning a self-survey of George Peabody College for Teachers. It was represented at meetings of the State education association in Minnesota, the State Congress of Parents and Teachers in Connecticut, at an Institute for Family and Community Living at Vassar College, at a conference on reading at the University of Pittsburgh, at a workshop of the Virginia Elementary School Principals' Study Conference, and numerous other State meetings.

Services Through Working Conferences

Several important conferences were sponsored or planned by the division which have a close relation and in many cases contribute to the effectiveness of the field services rendered. A major project has been the further development of the program of the Association of State Directors and Supervisors of Elementary Education. Two meetings of representatives of this group were held—one in St. Louis, the other in Washington. At the latter basic principles of elementary-school supervision were enunciated and plans for study through committee groups were outlined. This association carries on a continuing program, and it is one of the vital forces for the improvement of elementary education in the States. Six committees of the organization are now at work, studying the following problems: (1) the characteristics of a good elementary school with regard to staff, grades included, size, program, organization, and criteria for evaluation;

(2) the coordination of school and community services for a 12-month developmental program for elementary-school children; (3) programs for children below 6 years of age; (4) techniques for the stimulation of curriculum development throughout a State, with fruitful participation by teachers, parents, other lay groups, and resource persons; (5) programs for the continuous professional education of teachers; (6) school housing and facilities for a desirable educational program.

A member of the division made plans with representatives of the Safety Research Institute and the National Fire Protection Association for a working conference in the Office designed to result in a curriculum guide for fire prevention in elementary schools. The resulting publication entitled, "A Curriculum Guide to Fire Safety," is now available.

A conference of visiting teachers and school social workers held in 1945 was followed up by the division. Its findings contributed materially to the establishment of policies for this important phase of educational service and were presented in an Office of Education leaflet under the title "Visiting Teacher Services: Report of a Conference."

Cooperation With Other Federal Agencies

The division has worked on a number of joint projects with staff members of other Federal agencies. The results have been (a) a growing coordination of Federal-State policies and programs relating to services for children, and (b) a strengthening of the services of the several agencies as they operate in the States and communities.

Staff members have consulted with the Federal Public Housing Authority on planning for the conversion of surplus buildings into public schools and for their equipment as schools. They have cooperated with the War Assets Administration in sending out announcements of equipment and buildings for nursery and kindergarten education available to institutions enrolling veterans for a continuation of their education. They have prepared material for the Attorney General's Conference on Juvenile Delinquency and participated in the panel discussions preparatory to the conference. They have cooperated with UNRRA on problems of the occupied countries. They have worked with the Children's Bureau in relation to the National Commission on Children in Wartime, problems of school social work, problems of cerebral palsied children, school adjustments for slow-learning adolescents seeking to leave school to go to work, and on an inter-agency committee on youth employment and education. The work of this last named committee resulted in a publication (issued by the Children's Bureau) entitled "Your Community and Its Young People."

The Director of the division was a member of the President's Highway Safety Conference and, as a member of the education subcommittee, helped to prepare a handbook on traffic safety education to be presented to the conference.

Cooperation With Voluntary Professional and Public Service Organizations

Members of the staff have likewise worked in close association with voluntary professional and public service agencies of national or regional scope. The Director of the division is president of the Association for Supervision and Curriculum Development. A staff member is secretary of the Association of State Directors and Supervisors of Elementary Education. Another is a vice president of the American Association on Mental Deficiency and the national chairman of the Committee on the Exceptional Child of the National Congress of Parents and Teachers.

They all have served on various committees or have otherwise given consultative service to many organizations well known for their constructive services for children, including the following: Association for Childhood Education, National Association for Nursery Education, American Association of University Women, Child Welfare League of America, Women's Joint Congressional Committee, General Federation of Women's Clubs, American Association of School Social Workers, National Council of Teachers of English, National Society for the Study of Education, National Education Association, Educational Policies Commission, National Society for Crippled Children and Adults, Inc., International Council for Exceptional Children, American Camping Association, Girl Scouts of America, National Fire Protection Association, American Automobile Association, National Planning Association, farm organizations, and labor organizations. In view of the wide dissemination which these agencies can give to professional findings and in view of their influence upon public opinion, the Office of Education is enabled greatly to strengthen its services to people at large.

Consultation on International and Intercultural Problems

At the request of the Division of International Educational Relations, representatives of embassies and legations, UNRRA, and the State Department, the division has cooperated in helping to meet the varied problems of persons from abroad who have come in increasing numbers either to study intensively in the United States or to familiarize themselves with the general nature of our educational system. There have been many conferences with individual student visitors. For those wishing to study elementary education in general or special education for exceptional children and youth, the division staff

members have suggested teacher-education institutions at which they might carry on their chosen work.

Such service has applied to persons coming from the other American republics, from Poland, France, Australia, India, Denmark, China, Canada, England, and other countries. A group of 5 Chinese women visiting the United States under the auspices of UNRRA spent several days in conference with members of the division, who helped them plan their study programs while in this country. Samples of educational toys and equipment were selected and purchased with funds granted by China Relief and shipped to Chinese UNRRA for reproduction by Chinese in need of employment. Packets of printed materials and book lists were made up and sent to various countries, including Japan and Germany.

One of the Division's staff members has supervised a project of teacher education for teachers of Spanish-speaking children. Another has been a member of an Office committee to write a chapter for the 1946 Yearbook of the Department of Elementary School Principals on "Building World Good Will," and is also a consultant to a committee of representatives of Chief State School Officers working on a bulletin entitled "World Relations in State Educational Programs."

Research and Production

It became increasingly evident during the war years that school programs must face unexpected adjustments and be prepared to meet the challenge of planning for a vastly changed world. The importance of long-time planning became a conviction of those who saw the new role of the schools in helping to build a permanent structure of peace.

During these years the Office was a clearing house of information concerning the many postwar planning activities carried on by State and local school systems, educational organizations, and community groups. At the close of the war, a final study was made by the division of some results brought about by such planning on the State level. The findings were published under the title "State Postwar Planning in Education: Some Results."

Other publications permitted by the available printing fund, which represented intensive study and research and which have not already been mentioned, are as follows:

How to Build a Unit of Work.—This is designed to be of help to teachers who wish to improve their instructional procedures through the use of units of experience. It is not easy to build a unit of work in teaching fundamental skills and concepts, that make optimum and coordinated use of the child's experiences. It was in response to numerous requests for assistance that this bulletin was prepared.

Curriculum Adjustment for Gifted Children.—This was the outgrowth of several years of study on the part of a number of cooperating

educators interested in the education of gifted children. An Office specialist acted as coordinator of the study. Under the title as indicated, fundamental principles and current school practices are presented in relation to children of exceptional ability, with emphasis upon the tremendous importance of helping gifted and talented pupils to achieve their greatest potentialities both in self-realization and in service to society.

Follow-up Report of the Terre Haute Workshop for Nutrition Education.—This is a publication growing out of the workshop on nutrition education held at Terre Haute State Teachers College in 1945. The importance of work in nutrition education is emphasized, and suggestions made for its successful operation on the elementary level.

Education in Residential Schools for Delinquent Youth.—In cooperation with the National Association of Training Schools, the Office had for several years been making a study of educational programs in institutions for juvenile delinquents. This publication is the outgrowth of the study. It presents (1) principles that should be applied to the development of the educational program; and (2) suggestions for study by the faculty of a training school to evaluate and improve its own program.

Schools for Children Under Six.—This is one of a series of periodic studies to show the current status of nursery schools and kindergartens. Schools for children under 6 years of age are assuming increasing importance as the result of a growing recognition that adequate behavior guidance and health protection in early childhood is an economy, as well as of an appreciation of the wartime nursery school service provided for children of women employed outside the home. The development of these schools has been followed by the Office of Education for a number of years, with attention given to increasing State legislative provisions, essential standards of operation, cooperative parent-school relationships, and the inclusion of nursery schools and kindergartens in the primary unit of the elementary school.

Members of the staff have contributed 28 articles to professional journals, a chapter for the 1947 Yearbook of the National Society for the Study of Education on Recent History and Present Status of Education for Young Children, and another for the Yearbook of the National Association of Science Teachers on Time for Science Teaching in the Elementary School. They have also contributed to bulletins and handbooks issued by the Association for Childhood Education, the International Council of Religious Education, the Northern Baptist Convention, the Child Welfare League of America, and the National Association for Nursery Education. They have pre-

pared many reference lists in the different fields of their specialties, as well as lists of materials and apparatus, to be used in answering requests for information. A film on Extended School Services has been produced to be available for loan.

Collections of materials for loan or exhibit purposes might well be considered a part of the production activities of the Division. Such collections include samples of report cards used by local school systems, loaned during the year to 54 committees in 19 States and Canada; packets containing copies of State laws relating to schools for children under 6; an exhibit of pamphlets issued by State and local school systems and by colleges to explain the purposes, operation, and values of nursery schools, kindergartens, and primary classes; a picture-story summary of the nutrition workshop (elementary level) held in Terre Haute, which has been loaned to 100 persons or committee groups in various parts of the country; and a folding chart depicting various avenues for home-school cooperation, which has been loaned for the use of elementary supervisors' conferences.

The division has become a clearing house through which State supervisors of elementary education, including supervisors of special education, may keep in touch with the material issued by other States in these fields. Packet service is carried on whereby copies of all State bulletins on elementary education or on special education made available to the Office are sent to the respective State officials. Thus a coordination of purposes and unity of effort among the States are encouraged.

Personal Service to Individuals

All services described involve a vast amount of conference and correspondence with individuals, primarily professional coworkers concerned with the particular project under way. There is another large group of individuals, however, to whom the division gives personal service in accordance with their immediate needs. Through conferences at the Office and through correspondence, staff members have made personal contacts with individual teachers, students, parents, and other citizens seeking information or advice.

Some of the problems on which information or advice has been sought are listed here in order to exemplify the types of individualized service which staff members are called upon to perform: What material can I get for the use of a parent-education group? Where can I get inexpensive equipment for science in the elementary school? To what school should I send my child who is mentally retarded? How should we plan the work of the visiting teacher in our school

system? What legislation should a laymen's group support in relation to education of young children? What should a teacher-education institution offer in the preparation of elementary teachers? Where can I get training for teaching the handicapped? How should our school system plan its program of extended school services? What preparation should a State supervisor of elementary education have?

These—and many others—are all-important questions to the person asking them. They are given the careful attention of the Office staff. Service to the individual inquirer, as in the larger realms of Office activities, is a definite contribution toward promotion of the cause of education.

Some Major Problems of Elementary Education

Throughout the year's work there have been evident certain major problems characterizing elementary education of today. One of the foremost questions to be answered is: How can the elementary schools help to prevent juvenile delinquency? With the mounting rates of delinquency that are reported from various sources, the responsibility of the schools in this matter also mounts. There can be no evasion of the problem. The Division of Elementary Education should be able to carry on research, compile information, and suggest ways and means of coping with it through the schools.

Closely related to this situation is the importance of developing a relationship between school and home that will reveal parents and teachers as partners in the program of education. There is a definite trend in this direction that needs to be strengthened materially, if child behavior is to be of a wholesome nature. Parent-teacher cooperation is being encouraged by the division.

It is not surprising that children who are ill-nourished or who have physical defects of one kind or another deviate from normal behavior patterns. Moreover, the physical examinations of draftees have left no room for doubt that, if such defects had been taken seriously in early childhood, a high proportion of the rejections could have been prevented. A functioning health program in the elementary schools becomes, therefore, a matter of great concern to the division.

With regard to teachers, we face one of the most critical situations ever encountered. Its increasing seriousness is evident from the fact that the number of emergency permits granted for teaching increased from 79,000 in 1945 to 108,000 in 1946. About three-fourths of these were in the elementary schools, where pupil progress and development are to so large an extent dependent upon the guidance of adequately prepared teachers. The recruitment of elementary school teachers and a well-balanced teacher education program that places emphasis upon functional values rather than upon the acquisition

of subject matter alone are matters of first importance. What can the division do to help meet these problems?

Closely related to this situation is the inadequacy of educational opportunity for children of migrants and for children in many rural and isolated areas. This is where the most crucial shortages of teachers occur, and where it is most difficult to plan and achieve vitally functioning educational programs. The division endeavors to advise on the kinds of educational opportunities children need under such circumstances. There has been great demand for materials that might serve as guides in this direction.

The increased birth rate over the past 6 years is manifesting itself in kindergarten and first grade. One city reported a net gain of 472 pupils in elementary schools, with several hundred children waiting to get into kindergarten. The 3- and 4-year olds, too, are appearing in increasing numbers for nursery-school admittance. The development of emergency educational programs for this age group is leading to widespread acceptance of them as a regular part of the school system. The Division of Elementary Education should have more adequate facilities for giving information, carrying on research, and serving in a consultative capacity in this entire field.

The development of the community school, with community auditoriums and meeting rooms, with game rooms and playgrounds, with community health facilities, as well as with more space, more laboratories, and more work rooms for the children, is emerging as a means of bringing about a closer working relationship between school and community, teacher and parent. Many problems present themselves in planning such a program, with its instructional and organizational factors. Moreover, there is a change of attitude toward the school schedule. Shall the school year cover 12 months instead of 9 or 10? If so, what type of program shall it offer? Again, the Division of Elementary Education has endeavored to assist with research and guidance.

So also there are urgent problems of public relations, of the structural organization of the elementary school in relation to junior high schools, of the type of program to be followed in extended school services, of optimum adjustments for handicapped children, of plans for continuous progress of children through the early grades, and of plans for reporting pupil progress. All of these—and others—are matters requiring intensive research, continuing study, and the necessary staff to carry on the work.

SECONDARY EDUCATION

Establishment of the Division

The plan for the improvement and expansion of the services of the Office of Education as outlined in the 1944 Annual Report provided for the establishment of a Division of Secondary Education, to be accomplished in the fiscal year 1946. This provision was in keeping with the act of Congress of 1867 creating the Office of Education and designating as its purpose (1) the collection of statistics and facts that show the condition and progress of education, and (2) the diffusion of such information respecting the organization and management of schools and school systems, and of methods of teaching as will aid the people of the United States in establishing and maintaining efficient school systems, and otherwise promote the cause of education throughout the country.

The plan for a Division of Secondary Education was especially pertinent to this purpose owing to the fact that the period since the creation of the Office is largely the period of the development of high schools on a Nation-wide basis. This development is a most significant one, not only in American education but in the history of education throughout the world. No other country has undertaken to provide, on the scale that has taken place in our land, free secondary education—following a program of elementary education of usually 8 years—for all youth. Every State has had on its statute books for many years provisions for public high schools.

The serious manner in which the American public has regarded this assumption is indicated by the growth in secondary-school enrollments. In 1890 there were 357,813 persons, out of a total general population of 62.6 millions, enrolled in secondary schools. During the half century following, secondary-school enrollment increased approximately 9 times as fast as did the general population and more than 20 times as fast as the population group 14-17 years of age. While much of this percentage increase occurred during the earlier decades of the great development of high schools, the decade from 1930 to 1940 shows that secondary-school enrollments increased 7 times as fast as did the general population and 10 times as fast as the population group 14-17 years of age.

This phenomenal development of public secondary education has occasioned a need, on a national basis, for more adequate information,

and other forms of services, than the Office has ever been equipped to supply. Information and services provided by the Federal Government to State and local governments operating secondary schools, and to other leaders in this phase of education, are needed for the improvement of secondary-school programs.

Organization of the Division

The Division of Secondary Education was organized in August 1945. Previous to that time there had been but one specialist in the office bearing a title in secondary education. This staff member was the only person working full time in this educational level. However, staff members representing functional areas such as vocational education, rural education, health education, and tests and measurements, served secondary education along with other levels for the respective functions their specialties represented. The organization of the division was effected with five professional persons, one serving as acting director, a divisional secretary, and three other clerical persons, all of whom were chosen from existing personnel. The 1946 budget provided for a director, three additional professional members, and one additional clerical person. The complement of the staff for the fiscal year was chosen during the next few months. The director entered upon his duties on November 30, 1945, and the other members during the next 5 months.

The division is organized for operating purposes as follows: Office of the Director, which includes the director, the secretary to the director, with supervisory responsibilities for the clerical staff, and the assistant director, who serves as acting director in the absence of the director; Section on Organization and Supervision, and Section on Instructional Problems. At the end of the fiscal year, June 30, 1946, the staff consisted of nine professional persons and five clerical persons.

The Office of Education is proceeding as funds are available to carry out the plan for the development of the division which ultimately calls for the employment of 74 professional persons. Provision has already been made for the addition by the end of the calendar year 1946 of five more members to the professional staff, each of whom will devote full-time service to one of the following phases of secondary education: Large high schools, general adult education, pupil personnel, nonreimbursable home economics, and educational research. The plan for the expansion of the division is in keeping with what has taken place in the development of secondary schools and with the need for meeting present problems arising out of new and changed social, civic, economic, and intellectual situations.

Activities

Upon establishment of the division by assignment of existing Office personnel, each professional person brought with him a program of ongoing projects. These, however, were not unrelated to the field of secondary education, as they were approved assignments carried over from the previous Division of General Instructional Services, which was not confined to any educational level, and from which all the personnel of the Division of Secondary Education was drawn. As specialists were able to undertake new activities, they were planned in accordance with the field of work to be served by the new division. In the case of each new staff member there were outlined and approved studies and other forms of activities in which he would engage during the year.

The Director received a large number of requests for field services, only a comparatively few of which could be accepted. He participated, for example, in the annual meeting of the College Entrance Examination Board held at New York; the meeting of the Sponsors of the Consumer Education Study undertaken by the National Association of Secondary-School Principals at New York; the State meeting of the Tennessee Association of Secondary-School Principals, Nashville; the meeting of the Commission on Accreditation of Service Experiences, American Council on Education, Chicago; the meeting of the Board of Trustees of the Educational Records Bureau, New York; the meeting of the Committees of the National Association of Secondary-School Principals on Curriculum Planning and Development, and Applied Economic-Core Curriculum; and the meeting of School Administrators, University of Pittsburgh.

Advisory Committee on Secondary Education

In accordance with the plan creating the division, there was appointed an Advisory Committee on Secondary Education. This is a continuing committee with rotating membership based upon a 3-year term. The function of the committee is to advise the Division of Secondary Education with respect to:

Types of services in which the division should engage.

Specific projects, studies, or undertakings which should occupy the time and attention of the division.

Facilities and procedures needed for carrying on the program.

The membership of the committee is as follows:

FRANCIS L. BACON, Principal, Evanston Township High School and Junior College, Evanston, Ill.

CLARENCE E. BLUME Principal, Central High School, Minneapolis, Minn.

ROY L. BUTTERFIELD, Principal, Benjamin Franklin High School, Rochester, N. Y.

FRANK W. CYR, Teaches College, Columbia University, New York, N. Y.
HARL R. DOUGLASS, University of Colorado, Boulder, Colo.

D. H. EIKENBERRY, Ohio State University, Columbus, Ohio.

PAUL E. ELICKER, Executive Secretary, National Association of Secondary-School Principals, Washington, D. C.

WILL FRENCH, Teachers College, Columbia University, New York, N. Y.

E. H. GARINGER, Assistant Superintendent of Schools, Charlotte, N. C.

E. D. GRIZZELL, University of Pennsylvania, Philadelphia, Pa.

EARL HUTCHINSON, Director of Secondary Education, State Department of Education, Augusta, Maine.

LLOYD N. MORRISSETT, University of California, Los Angeles, Calif.

FRANCIS T. SPAULDING, Commissioner of Education, State Education Department, Albany, N. Y.

SOPHIE A. THEILGAARD, Principal, Flower Technical High School, Chicago, Ill.

HARRY E. WOOD, Director, Fine and Practical Arts and Vocational Education, Indianapolis Public Schools, Indianapolis, Ind.

GALEN JONES, Director, Division of Secondary Education, served as chairman.

The committee was called by the Commissioner to meet at the Office of Education, Washington, D. C., in May 1946. At the first session the Commissioner, Director, and other staff members reviewed the organization and program as outlined to date for secondary education.

The first discussion of long-range plans revolved around the services in guidance. With no dissenting opinion the members made it clear that they favored a much broader interpretation of guidance than is implied in occupational information and guidance or than is possible under a plan which ties guidance services to vocational education. Although agreeing that occupational information and guidance are important, the major concern of the members of the advisory committee was that guidance in the Office of Education should not stop there. Especially was it emphasized that much of the counseling service should issue from the classroom teacher, whether in English, social studies, science, or any of the other subjects. The discussion indicated that the members of the advisory committee desired to go on record regarding guidance service. Accordingly, the chairman appointed a committee to prepare a statement. The report included the following:

The counseling of pupils in the secondary schools of the United States with respect to their educational and personal problems is one of the most neglected yet one of the most important functions of the school. Many schools recognize the importance of counseling, but because of lack of leadership and staff competency fail to come to grips with the vital problems of youth. In only a few of our States do State departments of education provide effective leadership.

Because of these facts the Advisory Committee of the Division of Secondary Education believes that the Division should exercise vigorous leadership in this field both with respect to State departments of education and local schools and school systems.

The report was unanimously adopted as the judgment of the advisory committee.

Another fundamental concept on which the members of the advisory committee expressed themselves repeatedly was the need for coordination among the various subject areas. Mentioned were family life, health, recreation, consumer education, and other areas which would be served through more than one subject field. Coordination would need to be effected not only within the division but no less among the divisions of the Office. It was pointed out that, under the Commissioner's plan, coordination among divisions would be brought about through committee action and through section chiefs in the various divisions. Members of the advisory committee felt this was desirable, but that in addition there should be emphasis upon generalization as well as specialization in the organizational set-up.

A third topic that was canvassed at length was education in the thirteenth and fourteenth years. A subcommittee report which included the following was adopted:

It is the belief of this committee that from the viewpoint of the pupils and also of the curricula, grades 13 and 14 are essentially a part of secondary education. Grades 13 and 14 in public-school systems, commonly characterized as the junior college, should be recognized as an integral part of secondary education.

The high point of the conference was reached with the consideration of what should be the program of the division in the months and years ahead. One after another of the advisory committee members spoke out in favor of having the Office of Education give an effective leadership to secondary education—not direction or control, but a leadership which would bring together the best thought and procedures and inspiration obtainable throughout the Nation.

Additional meetings of the advisory committee will be held during the 1947 fiscal year; and the deliberations of this group will continue to influence the program and services of the Division of Secondary Education. Two of the four members appointed for initial 1-year terms are being continued on the advisory committee. The new members are The Rev. M. J. McKeough, the Catholic University of America, Washington, D. C., and Bertie Backus, Principal, Alice Deal Junior High School, Washington, D. C.

Life Adjustment Training for the 60 Percent

Regardless of the cause, whether it is the lack of availability of schools, of proper and suitable instruction, of economic sufficiency, or any other reason, there has never been more than 73 percent of the persons of secondary-school age attending school. The peak high-school enrollment occurred in the school year 1940-41 when it reached

71¼ millions. However, for the graduating class of that year the survival rate for every thousand children who had entered in the fifth grade, in 1933-34, was 836 in the eighth grade, 792 in the first year of high school, 688 in the second year, 594 in the third year, 512 in the fourth year, and 462 graduates. During the war years high-school enrollment dropped almost a million and a quarter.

One of the crucial problems confronting any effort to increase the holding powers of the secondary schools is that of providing varied curricular offerings to meet the needs, interests, and abilities of youth of secondary-school age. Although economic necessity is frequently given as the reason for dropping out of the secondary school, experience indicates that the great majority leave school because they do not find activities which challenge them, because the learning experiences are not suited to their abilities, and because life inside the school does not seem as real as it does outside the school.

In an attempt to stimulate consideration of this problem, Dr. Charles A. Prosser, who in the summer of 1945 was attending a vocational conference in Washington, D. C., called to give final approval of a report on Vocational Education in the Years Ahead, introduced the following resolution:

It is the belief of this conference that, with the aid of this report in final form, the vocational school of a community will be able better to prepare 20 percent of its youth of secondary-school age for entrance upon desirable skilled occupations; and that the high school will continue to prepare 20 percent of its students for entrance to college. We do not believe that the remaining 60 percent of our youth of secondary-school age will receive the life adjustment training they need and to which they are entitled as American citizens—unless and until the administrators of public education with the assistance of the vocational education leaders formulate a comparable program for this group.

We, therefore, request the United States Commissioner of Education and the Assistant Commissioner for Vocational Education to call at some early date a conference or a series of regional conferences between an equal number of representatives of general and of vocational education—to consider this problem and to take such initial steps as may be found advisable for its solution.

The resolution was adopted and transmitted to the United States Commissioner of Education, who instructed the Divisions of Vocational Education and of Secondary Education to collaborate in the preparation of plans to carry into effect the Prosser resolution. As a result a 2-day pilot conference was held at the call of the Commissioner, in New York City, April 11 and 12, for the purpose of discussing and giving counsel relative to the agenda for regional conferences, the kind and number of such conferences that should be held, and the techniques and practices to be employed in conducting them.

The personnel of the conference was composed of leaders in general and vocational education from nearby States and of representatives of the Office. An agenda was approved for use at regional conferences, topics that should receive consideration were pointed out, and recommendations made as to the number of regional conferences that should be held and what regions should be included. A regional conference was held in Chicago on June 10 and 11, 1946. Twenty outstanding educators from both the public schools and universities in nearby States attended on invitation of the Commissioner. The conference gave strong endorsement of the proposal to stimulate consideration of better programs and expanded educational opportunities for the group of youth with whom the Prosser resolution deals. The present plan is for three more regional conferences to be followed by a national conference for making recommendations.

School Organization and Supervision

Organization

The Section on School Organization and Supervision was organized as a separate unit with the appointment in November 1945 of the Office specialist in secondary education as chief, and three other professional persons. All the members of this section were assigned from present personnel in the Office. Consequently the section came into existence with a going program of projects. As these were completed, others were outlined and approved, with due regard to the assigned functions of the section.

Veteran Education

The end of the war, coming within the fiscal year, profoundly affected the emphasis in activities under way and gave direction to many of the new undertakings. The education of veterans is a case in point. The significant service given to veteran education by the high schools of the Nation has largely gone unheralded. Still in some of the larger cities the enrollment of veterans runs to 4 or 5 percent, even as high as 8 percent, of the total enrollment in day and evening high schools. In several smaller systems the education of veterans has the characteristics of a major undertaking.

The division is endeavoring to keep abreast of this development both by studying its extent and by making special studies of those veteran programs which appear to have especial merit. A study of status was completed and published during the year and an investigation of outstanding veteran programs is in progress as the year closes.

Evaluation of High-School Credit

The return of veterans to high schools has brought with it many problems relative to granting of credit, issuance of high-school diplo-

mas, and the like. While the most urgent need for evaluation of credit concerns the returning veteran, the entire concept of granting credit for out-of-school as well as for in-school experiences has far-reaching significance which will be with our schools long after the veteran has departed.

State departments generally have established regulations or recommendations for procedures in evaluating training and experience gained in ways other than spending 120 clock-hours in a high-school classroom. Some of those procedures refer only to veterans; others are broader in their application. Some of the evaluations are accomplished through comparing certified descriptions of courses or experiences in the armed forces while others are made on the basis of examinations in specific subjects or in the general educational development tests—tests designed to measure mental maturity in several fields.

During the year a study of the use of examinations and out-of-school experiences for high-school credit was made. This study brings together the new provisions which States have developed recently on this subject. It is especially timely because of the number of veterans who desire high-school credits and diplomas in order to enter college. However, the study also reopens the whole question of what constitutes high-school credit and training.

Aptitude Tests

Just as the experiences with testing during World War I had important effects upon intelligence testing, so the widespread use of aptitude tests in World War II may have significant contributions to make to testing programs in the schools. The possible uses of some of these tests are being explored in a few high schools cooperating with the Office for that purpose. It is expected that reports on this project will become available during the coming school year. The project is a study of the new emphasis and direction for testing in secondary schools brought about by the research activities in measurement in the War Department.

Broadening the Services in Small High Schools

In the small schools, also, procedures are being tried out looking toward expanded services and new ways of providing effective education for youth in small towns and rural areas. One of the researches begun during the year has for its purpose the identification and study of small schools which have developed noteworthy extensions of their curriculum and other services.

In connection with this project, letters have been sent to 95 leaders in secondary and rural education in an effort (1) to determine the major factors which limit the services of small high schools to rural

youth, (2) to ascertain the most effective internal plans or procedures which have been devised for broadening such services, and (3) to secure lists and make studies of small high schools which have been exceptionally successful in providing effective services to their communities. The data supplied are being supplemented through documentary research. The plan is to report the findings of this study in one or more bulletins.

Public Relations for Rural and Village Teachers

One of the chief reasons why rural schools as a group inadequately serve their communities is that neither the teachers nor their supervisors have given much attention to the problem of explaining these schools to the people or of planning with the patrons the school's activities and organization.

In 1945 the Commissioner appointed a committee of outstanding rural-school and public-relations specialists, headed by Otis A. Crosby of Detroit, president of the School Public Relations Association, to consider this situation and to prepare an authoritative report on the subject. The result was a document published by the Office of Education (Bulletin 1946, No. 17). It is written in a popular style, addressed directly to the rural teachers. It also contains many suggestions on good public relations helpful to rural-school administrators and to those charged with the preparation of teachers for these schools.

School-Work Programs

During and after the war there has been a great deal of work performed in industry and business by high-school students who have entered on part-time employment while they were still enrolled in school. From a condition under which many young persons were unable to secure employment of any kind, youth of high-school age were by wartime demands suddenly catapulted into a situation in which their assistance was solicited by employers. So insistent were the urges of good wages and of doing their bit that many boys and girls were tempted to drop out of school and go to work full time.

Faced by this condition, many high schools developed plans under which pupils might be released from school during part of the day in order that they might accept part-time employment. A study of such combined school and work programs undertaken jointly by the Office of Education and the Children's Bureau of the Department of Labor was nearing completion at the end of the year.

School Census, Compulsory Education, and Child Labor

Somewhat related to problems encountered in programs involving attendance in school coupled with part-time employment is a publica-

tion entitled "School Census, Compulsory Education and Child Labor" (Bulletin 1945, No. 1). This study is a State-by-State account of the State laws on the school census, compulsory education, and child labor. The account is useful as background material for the reorientation necessary for a national reconsideration of school attendance problems.

Industrial Arts

Industrial arts departments in the public secondary schools are suffering an especially severe handicap as a result of war conditions. Teachers in this phase of work were in such demand as instructors in programs for the training of workers for war industries and as skilled and technical workers in such industries that their ranks were very much depleted. A comparatively large number of vacancies could not be filled and many others were filled only by waiving desirable standards for teachers. Furthermore, during and since the war, equipment and other facilities for instruction have been available only to a very limited degree. As a consequence, there exists a problem relative to providing adequate instruction in this area of education. As an aid to the solution of this problem, the Committee on Standards of Attainment of the American Vocational Association, on which the Office is represented, revised in accordance with present-day needs a previous publication and issued it during the present year as a bulletin entitled, "Improving Instruction in Industrial Arts."

School Lunch Legislation

For more than 10 years now Federal funds in varying amounts and under varying plans have been used to help State and local school districts to provide lunch services for their children at school. This fact, plus the growing distances between home and school, the employment of many mothers, and other developments in our economic and social life, has brought about rapid increases in the number of schools which have school lunch programs and the children participating in them.

Statistics on these developments indicate that about 55,000 schools, or about one of every four, now provide school lunches and that approximately 7,500,000 children, or about one of every three, participate in such lunches. The statistics also show that slightly more than half of the schools having lunch programs, and two-thirds of the children participating in them, do so with the assistance of Government funds. This means that despite the recent rapid growth of this movement only one of every eight of all of the schools in the United States, and only two of every nine of all of the children attending school, now receive noon lunches with the aid of the Federal Government.

During this year efforts were made by this Office (1) to study existing legislation relating to Federal school-lunch grants, (2) to cooperate with other Government agencies, with State and other school authorities, and with various organizations, in developing principles and plans for sound programs, (3) to compile necessary statistical and other factual data, (4) to analyze and assess outcomes of projected proposals, (5) to supply the most authentic information available on school-lunch developments to the press and to other information outlets, and (6) to assist in every way possible to put school lunch grants upon the soundest possible basis.

On June 4, 1946, Public Law 396 was finally enacted. This law achieves the following results: (1) Federal school-lunch subsidies are now placed upon a permanent basis, thus giving the schools definite assurance as to the financial assistance they can count on from the Government; (2) it provides financial assistance in equipping lunchrooms, thus making it possible for the smaller schools in the poorer school districts to install a lunch program; and (3) it places the responsibility for administering these funds jointly upon the United States Department of Agriculture and the State educational authorities. However, Law 396 does not provide help to enable the latter to do their work effectively, neither does it provide for the development and employment of a professionally trained personnel.

Statistics of Public High Schools

During the war years the high schools of the United States have shown decreasing enrollments, partly because the lower birth rate of the early 1930's was making itself felt, partly because of other factors, many of them related to wartime conditions. There are evidences through reports coming in from individual schools and school systems that this decline in the high-school enrollment curve is being arrested. Some school systems are even showing a slight rise in the curve, although it is yet too early to predict that this is the beginning of a reversal in trend.

The Office has through the years supplied basic statistics which have shown the trends in the numbers of schools, pupils, graduates, and teachers in the high schools of the Nation. A recurring publication giving such information has been a chapter in the Biennial Survey of Education entitled "Statistics of Public High Schools." With the coming on of the war the assembling of this information was interrupted. During the school year 1945-46 there was launched jointly by the Division of Secondary Education and the Research and Statistical Service a study which will bring up to date and on a comparable basis the fundamental facts regarding the statistical position of public secondary education in the United States.

Cooperation With Educational Organizations and Government Agencies

Inevitably the staff members of the Section on Organization and Supervision are called upon to serve as committee officers, committee members, or consultants for a variety of organizations and agencies both outside and within the Government. Frequently these cooperative arrangements involve program appearances; often they call for preparation of manuscript in the form of committee reports or memoranda; generally they result in magazine articles; always they require attendance at meetings or conferences. Among the more important such responsibilities discharged during the year were the following:

The National Child Labor Committee completed a field study of work-school programs in a small number of large cities. For this purpose, there was created a special advisory committee which aided in planning the program of study, reviewed the report, and gave approval of the manuscript for publication. The Office of Education cooperated in this undertaking by assigning, on request, one of its staff as a member of the advisory committee.

The Office continued to completion during the year its cooperation with the National Society for the Study of Education in the preparation of a manuscript on Industrial Arts. A staff member was chairman of the Committee selected for this purpose. The manuscript has now been published as a chapter in the yearbook of that society.

A member of the staff served as secretary-treasurer of the American Educational Research Association and as member of a committee of this agency on researches in education carried on in the armed forces.

Another staff member was secretary of the National Committee on Coordination in Secondary Education.

The Joint Committee on Rural Sanitation, a committee composed of representatives of various Government agencies, established a subcommittee for the development of a bulletin on Rural Food Sanitation. A member of the division is chairman of this subcommittee.

The Inter-Agency Committee on Migrant Labor selected a member of the division to be chairman of a work group to develop recommendations on how to provide educational opportunities for the children of migrant workers.

The Cooperative Study of Secondary School Standards has been building up its funds in anticipation of a major revision of its evaluative criteria and procedures which were released in 1940 and have been used by thousands of high schools since that time. The division continued assignment of one of its members as secretary-treasurer of this organization.

The division continued cooperation with the American Dental Association by designating one of its members as consultant to the Committee on Dental Health for Children and Youth. During the

year the committee prepared a manual on dental programs for young people in which schools cooperate.

Other cooperations in which members of the section on organization and supervision served were:

Consultant to the research committee of Phi Delta Kappa.

Membership on the Inter-Agency Committee on Educational Allowances.

Membership on a committee on teacher exchanges established jointly by the Department of State and the Office of Education of the Federal Security Agency.

Services on two committees of the American Vocational Association—one on industrial arts policy and planning committee, the other a committee on standards of attainment in industrial arts.

Service with the Rural Service Division of the National Education Association in developing an effective program for meeting postwar agricultural and economic problems of the Cotton Belt.

Instructional Problems

Organization

The Section on Instructional Problems became a reality in the latter part of the 1946 fiscal year with the appointment of a Chief, a Specialist for Social Sciences and Geography, and a Specialist for Science.

The Specialist for Health Instruction, Physical Education, and Athletics had been assigned to this section at the time the Division of Secondary Education was established. The Specialist for Social Sciences and Geography and the Specialist for Science began their duties on February 15, 1946; and the chief of the section entered upon his duties April 24, 1946.

On March 28, 1946, an Inter-Divisional Committee on Education in the Natural Sciences was appointed "to insure careful consideration throughout the Office of a program of studies and services by the Office of Education in the field of natural science." The Specialist for Science was named chairman of the inter-departmental committee. On April 22, 1946, an Inter-Divisional Committee on School and College Health Services: Health Instruction, Physical Education, and Athletics was established. The Specialist for Health Instruction, Physical Education, and Athletics was appointed chairman of this committee.

The fiscal year closed with four professional workers. The projected plans for the section call for specialists in each of the broad fields of learning, working as a unified team in assisting school districts and State systems to improve instruction in the secondary schools of the Nation.

Studies

The Specialist for Health Instruction, Physical Education, and Athletics conducted an informal study to determine the *Cooperative*

Arrangements Between Departments of Health and Education in the Various States. The results of the study were made available to State departments of health and State departments of education and other interested groups. There is also in process a study of the *Functional Status of State Health and Physical Education Programs.* The many changes in legal and other requirements regarding instruction in health and physical education in the various States have caused schools to develop significant improvements in their programs. This study will reveal the actual status of these developments. It is expected that the study will be published by the Office during the 1947 fiscal year.

A bibliography of secondary school science courses of study was published in *SCHOOL LIFE*, November 1945. It consisted of a review of 43 annotated bibliographical citations for the secondary school level. There is under way an exploratory study to secure information from the various States and territories regarding in-service training programs provided for science teachers. This information will be of value to the many science departments which, due to war conditions, are staffed with teachers who possess but limited training and experience for their work.

The Specialist for Social Sciences and Geography made preliminary plans for a study to consist of an inquiry into the teaching of United States history. The inquiry, as planned, will reveal important characteristics of the nature and extent of these courses. The question has been raised as to whether or not American youth have proper and adequate opportunities to learn the history of their country. This study represents an effort to secure the facts. A preliminary schedule of information to be secured was prepared in the fiscal year 1946 and plans were developed for securing the cooperation of State departments of education in conducting the study.

The periodic report, issued by this Office, on subject enrollment in public high schools was interrupted by the war. Such studies reveal trends and developments in curricular offerings and are of much value not only to those working with curriculum development in this Office but also to curriculum planners in secondary schools, teacher training institutions, and State departments of education. In order to secure current data and to provide comparisons with previous years, there is under way, in cooperation with the section on Research and Statistics, plans for making a study to cover such data for the year 1946-47.

Consultative Services

The Specialist for Health Instruction, Physical Education, and Athletics served as the officially appointed consultant in health educa-

tion to the Health Education Section of the United States Public Health Service. He also provided leadership and consultative services in connection with a total of 6 workshops and 28 conferences through which hundreds of school workers in all parts of the Nation in the field of health, physical education, and athletics received opportunities to become more skillful and competent in their work. This specialist assisted a group of non-Federal agencies to develop effective programs of health services for employed groups. He provided consultative service for the Southern States Work Conference on Educational Problems covering 14 States. This conference prepared a document entitled *Suggestions for State and Local Studies of Health and Physical Education in the Southern Region*. He served as a consultant to the State department of education and the faculties of seven universities in California in the improvement of teacher training programs; and he worked with the State department of education and the State universities in North Carolina in the development of improved State health programs. He worked with the Midwest Physical Education Association and a number of State health and physical education associations in planning their programs of action.

The Specialist for Science served as a consultant to committees of teachers working for the improvement of science instruction in the States of North Carolina, South Carolina, and Georgia. He also served as chairman and consultant for the Western Area Science Leadership Training Institute held at Oakland, Calif. He consulted with leaders in State departments and public schools in Salt Lake City, Utah, Denver, Colo., Lincoln, Nebr., and Columbus, Ohio.

The Specialist for Social Sciences and Geography and the Specialist for Science served as members of the staff making the survey of the public schools of Delaware. After spending a week in school visitation, they prepared reports containing their findings and recommendations and submitted them to the chairman of the survey. The Specialist for Social Sciences served as a consultant to the committee working on social science courses for the agricultural and technical institutes of New York State. He acted as consultant to social studies curriculum committees in Cleveland, Milwaukee, Indianapolis, Cincinnati, as well as to similar committees from several communities in the State of Washington. He was a consultant to the Committee on World Relations in State Education Programs which had been appointed by the chief State school officers for the purpose of preparing a document to aid the States in this important work. This specialist acted as consultant to the Cooperative Test Service of the American Council on Education in the preparation of specifications for a new series of achievement examinations in history, and assisted with the preparation of specifications for a new history section on the graduate record examination test, American Council on Education.

The Chief of Instructional Problems served as consultant to the Bureau of Educational Research, College of Education, University of Alabama, in connection with the survey of the Mobile, Ala., public schools. A written report of the findings and recommendations resulting from this visitation and consultation was prepared for the use of the survey staff. He served as a consultant in the Maryland State Department of Education sponsored curriculum workshops at Towson State Teachers College and at Bowie State Teachers College for Negroes. Since the principal purpose of the workshops was to produce resource units for use in the rapidly developing junior high schools of the State, the personnel of the 11 working committees at each workshop represented careful selections from among the most able teachers and administrators in Maryland. During the 2-week period, 10 complete resource units and a manual for teachers were prepared.

Cooperative Services

The Specialist for Health Instruction, Physical Education, and Athletics served as chairman of an inter-agency committee which did the research for, prepared, and published a statement of the "Health Needs of School-Age Children and Recommendations for Implementation" (SCHOOL LIFE, vol. 28, No. 2). He was a member of a national committee on school health policies as well as several other important national committees working in the field of health, physical education, and athletics. Participation in the activities of these numerous committees involved the preparation of many bulletins and reports. This specialist assisted with the preparation of a yearbook to be published by the Department of Rural Education, National Education Association, dealing with health and physical education for rural schools. He also worked with a committee of the National Congress of Parents and Teachers in making plans for the national meeting of that organization in which emphasis was given to the health needs of school-age children. He represented the Office of Education on the National Conference for Cooperation in Health Education in connection with the work of preparing handbooks for school administrators, school physicians, and school nurses. In April 1946 he was named vice president of the American Association for Health, Physical Education, and Recreation, of the National Education Association.

Members of the section participated in the conferences of many State and national organizations of which the following are illustrative: American Association of School Administrators; American Political Science Association; National Education Association; American Association for Health, Physical Education, and Recreation; Association for Supervision and Curriculum Development; National Council for the Social Studies; National Science Teachers Association;

American Association for the Advancement of Science; Society of State Directors of Health and Physical Education; American Public Health Association; National Recreation Association; and various associations of the National Education Association.

Even though three of the four members of this section entered upon their duties late in the fiscal year, over 50 invitations to make public addresses were accepted. These addresses were made before audiences ranging in size from 50 persons to 600 persons and located in 26 States and the District of Columbia. They met extensive correspondence dealing with inquiries from teachers, administrators, and others seeking information on professional and related aspects of instruction in not only the subject matter fields represented by the existing specialists but also in all other fields at the secondary school level. Responses to such inquiries coming from every State in the Union have gone forward from this section in numbers averaging over 300 per month.

The Specialist for Science served as president of the National Science Teachers Association in which connection he worked with several committees of the association, some of which worked jointly with other organizations, such as the American Association for the Advancement of Science, the Department of State, the Consumer Education Study of the National Association of Secondary-School Principals, the National Better Business Bureau, the American Association of Teachers Colleges, the United States Soil Conservation Service, the United States Forestry Service, and the Bureau of Naval Personnel. Among the accomplishments of these committees were: (1) The preparation of a report on Science Course Content and Teaching Apparatus Used in Schools and Colleges of the United States, (2) the preparation of a report on Specifications for Commercial Supplementary Teaching Materials for Science, (3) planning a report on minimum standards for science laboratories as a basis for accrediting training institutions for teachers, and (4) planning a report on the Preparation of High School Science and Mathematics Teachers.

Among services rendered to committees and organizations by the Specialist for Social Sciences and Geography were the following: (1) Member of a planning committee for the Institute on the Position of the United States in World Affairs, jointly sponsored by the Civic Education Press and American University, (2) representative of the National Council for the Social Studies on the Committee on International Relations appointed by the National Education Association, (3) membership on a committee appointed by the National Council for the Social Studies to cooperate with the Treasury Department in preparing a bulletin on inflation, (4) membership on an Office of Education committee to cooperate with the Department of Justice in planning a Conference on Juvenile Delinquency, (5) assistance to the

Navy Department by rating the National contest essays of high school students on the subject, "What the United States Navy Means to Me," and by reading for historical accuracy the manuscript on the United States Navy for use in the indoctrination program for enlisted men, and (6) cooperation with the National Education Association in the preparation of a bibliography for use by educational workers in Korea.

In addition to those already referred to, members of the section prepared the following articles: (1) A section on the metric system in science teaching for the current yearbook of the National Council for Teachers of Mathematics; (2) an article on cooperative efforts for the improvement of science teaching in secondary schools (this paper was read at the meeting of the Society for the Promotion of Engineering Education held in St. Louis, June 1946. The paper will be printed in a forthcoming issue of the journal of that society); and (3) co-authorship of chapter V, "The Measurement of Understanding in the Social Studies," 45th Yearbook of the National Society for the Study of Education, 1946.

VOCATIONAL EDUCATION

In addition to the responsibilities for administering the federally aided program of vocational education, the Vocational Division was concerned with three major activities during the fiscal year, namely: (1) closing of wartime interests and activities with the necessary adjustments thereto; (2) salvaging useful assets growing out of specific war training programs administered in cooperation with the States by the Vocational Division; and (3) helping the States to accomplish the objectives set up in the bulletin entitled "Vocational Education in the Years Ahead." This bulletin, published during the year, was the report of a committee appointed to study vocational training problems in the postwar years.

Enrollments in vocational classes for the fiscal years 1945 and 1946 are shown in table 1, by type of program. Figures for 1945 are the latest for which complete reports are available. Figures for 1946 are based upon preliminary reports from the States and may be revised.

TABLE 1.—*Enrollment in federally aided vocational classes by the type of program, fiscal years 1944-45 and 1945-46*

Type of program	Enrollment	
	1944-45	1945-46 ¹
Total.....	2, 012, 931	2, 205, 397
Agriculture.....	446, 953	494, 182
Distributive occupations.....	152, 781	173, 475
Home economics.....	890, 464	911, 592
Trade and industry.....	522, 733	626, 148

¹ Provisional figures, subject to final review of State reports.

Federal, State, and local funds expended for vocational education during the fiscal years 1945 and 1946 are shown in table 2 by type of program. Expenditures given for 1945 are the latest for which complete reports are available, while the expenditures reported for 1946 are based upon preliminary reports from the States.

Agricultural Education

At the beginning of the school year the total number of teachers of vocational agriculture was 6,547, which represented a loss of about 400 from the previous year. Although final figures are not yet available,

it is known that many teachers returned during the year from their war activities and that the total number of vocational agriculture teachers will likely be about the same as in 1945.

TABLE 2.—*Expenditure of Federal, State, and local funds for vocational education by type of program, fiscal years 1944-45 and 1945-46*

Source of funds	Expenditure by type of program				
	All programs	Agriculture	Distributive	Home economics	Trade and industry
1	2	3	4	5	6
<i>1944-45</i>					
Total	\$65,638,689.84	\$19,151,605.90	\$1,932,776.62	\$18,217,859.30	\$26,336,448.02
Federal	20,004,573.38	7,137,391.95	941,836.13	5,097,062.60	6,828,282.70
State	15,344,815.44	4,423,239.37	562,281.68	4,396,867.48	5,962,426.91
Local	30,289,301.02	7,590,974.58	428,658.81	8,723,929.22	13,545,738.41
<i>1945-46¹</i>					
Total	\$67,747,985.38	\$19,785,998.11	\$2,213,907.38	\$18,656,047.95	\$27,092,031.94
Federal	18,561,448.11	6,618,216.25	961,224.06	4,425,185.27	6,556,822.53
State	16,451,118.45	4,540,336.55	642,997.75	4,833,166.94	6,434,617.21
Local	32,735,418.82	8,627,445.31	609,685.57	9,397,695.74	14,100,592.20

¹ Provisional figures, subject to final audit of State reports.

Source: Digest of Annual Reports of State Boards for Vocational Education.

Special Programs

A special grant program in food preservation continued during the year until the end of December. In this program 429,061 persons were enrolled in approximately 3,200 food preservation centers. The number of quarts of fruits, vegetables, and meat canned amounted to 29,554,059, not including dehydrated and frozen food.

Just before the end of the fiscal year Congress appropriated \$1,337,000 for a food conservation program extending from June 10, 1946, to June 30, 1947.

Program Planning

The central theme of regional conferences and presentations made by representatives of the Office before meetings and in consultations was pointed specifically to developments in agricultural education that appear desirable in the years ahead. Among the more striking features to receive consideration in the transition from war to peace are the establishment of area schools in several States where this form of expansion appears desirable in rendering more effective service to farm people, rebuilding and strengthening the basic features of the Future Farmers and New Farmers of America through resumption of many activities curtailed during the war period, and added emphasis to in-service training of employed teachers of voca-

tional agriculture for upgrading poorly qualified war emergency teachers and to enable former teachers, following prolonged service in the armed forces, to adapt new program features.

Typical of the need for emphasis directed to in-service training of employed teachers is the report of teacher turn-over in one State, revealing that 85 different teachers were employed in 17 positions during the 4 war years. Other postwar developments to receive emphasis are: The reopening of many hundreds of departments closed during the war due to a lack of teachers; special measures to acquaint school officials with the purposes of vocational agriculture in the public schools; the establishment of local advisory councils for agricultural education in many States; the systematic follow-up of all-day students to full establishment in farming through young farmer and adult farmer classes; the elimination of prorated teachers of vocational agriculture; the expansion of the program to many new centers to attain greater accessibility for instruction in agriculture; added emphasis on the preparation of teachers in the field of farm mechanics and agricultural engineering in order to meet the demands of an increasingly more highly mechanized agriculture; and in preemployment teacher training programs to increase the amount of time devoted to directed teaching and observation and to expand the participating experience of trainees to include all aspects of a complete program in agricultural education. Improving the program of vocational agriculture so as to more effectively serve all farm people is the goal in the years ahead.

Veterans' Training

Veterans' training in agriculture is organized and uniformly operated by the Veterans' Administration in cooperation with the United States Office of Education.

After the passage of Public Law 346, the Veterans' Administration took the position that the Agricultural Education Service of the United States Office of Education, through the same services in the various States, was in the best position to provide the type of farm training needed by veterans who expected to farm.

The representatives of the Veterans' Administration in Washington and the Veterans' Administration in the several States met in regional conferences with the regional agents in agricultural education for the purpose of developing uniform policies relating to the operation of the training program. Following these conferences, the agent in agricultural education, the State Veterans' Administration, and the State staffs in agricultural education met in conferences within the States for the purpose of developing a State plan for veterans' training in agriculture which represented the contract between the

State Veterans' Administration and the State Board for Vocational Education. Whenever the plan included the training of veterans under Public Law 16, the Veterans' Administration in Washington also approved the State plan.

After the training program had been under way in the States for several months, the Retraining and Reemployment Administration representatives met with representatives of the United States Office of Education for the purpose of determining the policies relative to farm training for veterans from the standpoint of on-the-job training and self-proprietorship training. The RRA, as a result of these conferences, assumed jurisdiction over the on-the-job farm training, and left the responsibility for institutional-on-farm training to the Agricultural Education Service. A document entitled "Recommended Criteria for Schools Offering Institutional-on-Farm Training of Less Than College Grade for Veterans" was issued for use in the States.

Teacher Training

The effects of the war on agriculture and the program of agricultural education, the training needs to be met, and the basic features of the program in vocational agriculture all need to be taken into account in redeveloping and improving the program of agricultural teacher training. Features which have been promoted in agricultural teacher training during the year through the medium of regional meetings, publications, cooperative surveys and conferences represent a continuation of the work of the preceding year.

In addition, a comprehensive study was initiated relating to the character of training provided beginning teachers of vocational agriculture in the field of farm mechanics and agricultural engineering. This study is being carried out in cooperation with the American Society of Agricultural Engineers. The A. S. A. E. national committee, in projecting its program for the improvement of training for teachers, held one session to initiate the formulation of course material designed to achieve the objectives of the first report of the committee. Two regional meetings of State supervisors and agricultural engineers have been held to forward the purposes and objectives stated in the report of the national committee of representatives of vocational agriculture and the American Society of Agricultural Engineers which was designed to improve the training of teachers in vocational agriculture. Corresponding meetings have been held in many of the States.

Negro Housing Project

Negro teacher trainers in agriculture and home economics prepared a bulletin entitled, "An Educational Program for Improving Housing

Conditions of Negro Farm Families," which was issued in mimeographed form and used experimentally in 98 centers in 17 States during the year.

Farm Youth Organizations

The Future Farmers of America and the New Farmers of America, integral parts of the vocational agriculture program, have continued to provide valuable training and experience to students of vocational agriculture. Both the FFA and NFA held a national convention in 1945. Although attendance was limited, plans were made to redirect the activities of these organizations so they can be of most service in our reconversion effort. One of the major war emergency achievements last year by these organizations was the production and canning of approximately 1,000,000 cans of food for war relief. Membership in both of these farm boy organizations increased during the year and there was also an increase in the number of local chapters.

Research

The major project this year was the completion of the report of the Committee on Standards for Vocational Education in Agriculture. This report is based on an evaluation of 400 local programs and the findings have an important bearing on the forthcoming revision of the policy bulletin and the State plans.

Subject Matter

The service resumed its subject matter activities during the year. An agent in the service has been assigned to consult with specialists in the United States Department of Agriculture so that supervisors and teachers may be kept informed about new and other appropriate subject matter.

Business Education

In making the adjustment from a wartime to a peacetime program, constructive help was given to States in rebuilding supervisory staffs, expanding teacher-training programs, building long-term occupational training programs, developing cooperative relations with trade, professional, and educational associations, and planning cooperative programs of research.

Supervision

During the war there was a 95 percent turn-over of State supervisors. At the beginning of the fiscal year 16 States were without the services of a State supervisor for the distributive phase of business education and approximately 30 of the States did not employ a supervisor who was responsible for both the office training and distrib-

utive phases of business education. In accordance with the recommendation in Vocational Division Bulletin No. 234, *Vocational Education in the Years Ahead*, the Service has encouraged the employment of qualified head supervisors of business education who would give leadership and direction to all phases of business education.

Teacher Training

The inevitable de-emphasis of preservice teacher training during the war, particularly as it related to the training of teachers and coordinators of the distributive phase of business education; the serious shortage of qualified teachers, coordinators, and supervisors in every phase of business education; the rapid turn-over of teaching and supervisory personnel; and the need for greatly expanded local programs for youth and adults made it necessary that major emphasis be given to the rebuilding and expansion of teacher-training programs on both a preservice and in-service basis.

Assistance was given by professional staff members to the States and teacher-training institutions in developing adequate preservice teacher-training programs. The service promoted the organization of such preservice training on a cooperative basis in which adequate technical and professional training supplements occupational experience.

During the year the service in cooperation with a representative group of supervisors, teacher-trainers, and businessmen began the development of an in-service or graduate course in business teacher-training that combines work-experience, job analysis, and curriculum building to insure a proper balance and integration of technical training, professional training, and business experience; and to provide for the continuous improvement of teachers and supervisors by keeping their training and business experience current and adjusted to constantly changing needs.

Staff members conducted or participated in area and State conferences of supervisors, teachers, and coordinators. Assistance was given in local program planning and in the improvement of methods of promoting, organizing, and conducting classes for employed adults. Staff members also conducted institutes for the training of conference leaders and teachers of the supervisory courses in job-instruction training, human-relations training, and job-methods training. The demand for supervisory courses comes from department heads, supervisors, junior executives, personnel directors, training directors, and managers in a great variety of business establishments and organizations.

Cooperation With Government and Non-Government Agencies

The service extended its cooperative relations with the United States Department of Commerce, various trade associations in the fields of

distribution and office management, and with professional and educational associations. Cooperative relations were maintained with these agencies in the interest of mutual understanding, cooperative research and planning, and for the development of instructional materials and Nation-wide training programs.

Program Planning

As the war-born emergencies affecting both personnel and training programs began to disappear, it became possible to rebuild and enlarge the program on State and local levels. Emphasis was placed during the year on helping the States to determine and identify training needs and in planning a well-balanced, comprehensive, and long-range training program to meet these needs. Assistance was given in developing a program which would include such elements as appropriate training for youth and adults; supervisory training for managers, department heads, and other supervisory personnel in business establishments; courses for the training and upgrading of owners and managers of small businesses; veteran training programs for the business occupations; and collegiate technical training in business administration, particularly distribution.

Research Activities

The service assisted teachers and supervisors, students of education, and professional organizations in planning and conducting studies and investigations dealing with or having a direct bearing on specific problems involved in establishing and operating classes and programs for various business occupations.

For returning servicemen and others wishing to establish or reopen small businesses of their own, an instructor's manual was developed for a course in the principles of selecting, organizing, and managing small business enterprises. The content of the manual was based on results of a study carried on in cooperation with trade-association executives, wholesalers, retailers, representatives of State boards for vocational education, and the Department of Commerce. The manual was made available to boards of education and other agencies carrying on training programs for persons starting small business enterprises and for owners and managers of small businesses already in operation.

A comprehensive study of practical and successful methods of organizing, supervising, and teaching business education was continued during the year with the assistance of a special advisory committee of educators, trade and professional association representatives, and businessmen.

Initial steps were taken in the development of a series of suggested research studies in cooperation with Delta Pi Epsilon, national

honorary research fraternity in business education. The purpose of this project is to determine and report the areas of business education for which findings of studies and investigations are inadequate or nonexistent though urgently needed. In this connection a conference of representative businessmen, educators, and research specialists was held in Washington for the purpose of sharing with the staff their experiences with reference to needed research.

Research activities also include the completion of a series of job analyses carried on in cooperation with the personnel group of the National Retail Dry Goods Association and the education committee of the National Restaurant Association. The purpose of these studies was to determine specific subject matter content, to indicate the relative importance of instructional topics, to establish profiles of various jobs in retail organizations, and to provide a scientific approach to the selection of students for cooperative part-time retailing classes.

Initial steps were taken in planning and coordinating a series of State conferences of teacher trainers, local school administrators, and State school officials to consider what research is most urgently needed in teacher training and how teacher-training institutions can contribute to the improvement of research. The first of this series of conferences was held in Kentucky.

Cooperative research relations were initiated with New York University, whereby the business-teacher-training department of that institution made available to this Office, without cost, a member of its staff for a period of time for the purpose of assisting the Business Education Service in carrying on a research project.

Home Economics Education

During the war, home economics education workers at Federal and State levels and teachers throughout the country assisted with (1) the national nutrition program, including nutrition education and school lunches; (2) the war food production and conservation programs; (3) the food-rationing and price-control program; (4) homemaking and family relationship problems in housing developments and in industrial centers; (5) the planned spending and saving campaigns of the Treasury and the Office of War Information; and (6) the work of the American Red Cross in home nursing, first aid, nutrition, and sewing.

For home economists in education there can be no definite closing of interests and activities affecting homes and families because of the transition from a wartime to a peacetime basis. Nutrition education; conservation of food, clothing, household furnishings and equipment; management of the home and constructive use of all resources avail-

able; home care of the sick; and child care and human relationships are equally important in peacetime and continue to be stressed in all home economics instruction.

Assistance to the States

In program planning—Perhaps the most important contribution made to the program planning by the staff during the year was the preparation of the chapter on Homemaking Education in the bulletin, *Vocational Education in the Years Ahead*.

The central theme of the four regional conferences held during the spring of 1946 was program planning. The Central Regional Conference dealt entirely with homemaking education for adults as a part of program planning. In these conferences a total of 461 home economics education workers—State and city supervisors, teacher trainers, and heads of college home economics departments—considered together problems involved in regional and State planning.

The consultant for family life education visited three of the four experimental centers and gave consultant service in planning community-wide programs of family life education in nine other centers. With the assistance of a regional agent she also gave consultant services in the initiating of a city-wide program of homemaking education for adults.

In the North Atlantic region a working conference for city supervisors of home economics was attended by 56 persons—city supervisors, State supervisors, and conference consultants. Emphasis was on plans for the development in cities of expanded programs of home economics and for space and equipment.

A member of the staff served as school lunch consultant for the Southern States Work Conference at Daytona Beach, participated in the workshop for school lunch supervisors and managers at Teachers College, Columbia University, and helped to prepare lists of equipment for school lunches for the Surplus Property Board. A publication, *Planning and Equipping School Lunches*, was prepared in cooperation with the Inter-Departmental Cooperating Committee on School Lunches.

A bulletin, *Opportunities in Home Economics for Girls—A Guidance Aid*, was prepared for use by school administrators, counselors, and teachers in advising high-school pupils on the place of homemaking education in their program of studies.

Planning space and equipment for homemaking instruction is one phase of State and local program planning. Revision of the bulletin on *Space and Equipment for Homemaking Instruction* progressed. Two staff members worked in five States on recommendations for space and equipment for the teaching of child development and in nine other States on equipment for home economics.

In curriculum study and revision.—Staff members worked with home economics faculties on curricula in 27 of the 106 reimbursed teacher-training institutions. The length of time given to concentrated work at institutions with one exception ranged from 1 to 10 days. One staff member spent three weeks in Hawaii giving special assistance in the study of the curriculum at the university.

A staff member carried a large share of the responsibility for (1) a conference on evaluation of textiles and clothing work which was attended by 50 representatives from colleges and universities in the Central region—a follow-up of the textiles and clothing conference held in 1944, and (2) a conference on teacher-training and curriculum. Two staff members directed a 2-week workshop of college teachers of family relationships from 14 institutions.

Regional agents worked with entire State supervisory and teacher-training staffs in six States on problems of adjustments in curricula and revision of study guides and courses of study. Cooperative studies of city programs of home economics education were made in two cities, and follow-ups were made of cooperative studies in two other cities. In two city systems, assistance was given to supervisors in planning changes in curricula for junior and senior high schools. Consultant service was given in a State conference of city supervisors of home economics in which problems of curriculum in home economics in city schools were considered.

One regional agent worked with representatives of a State teachers college in planning a workshop for supervisors and school administrators on the organization and administration of homemaking education programs for adults. Another assisted directly in the planning of workshops for teachers in three States.

In the in-service training of supervisors and teachers.—A conference in the Pacific region on State supervision, led by a staff member, was attended by 18 State and assistant State supervisors from 11 States. Other staff members participated in workshops or State conferences for teachers in five States.

The regional agents for the Southern and North Atlantic regions conducted the annual interregional home economics teacher-training conference for Negroes. The main theme was planning ahead in education for home and family living.

A staff member worked with supervisors and teachers in five States on problems in connection with the teaching of child development at the secondary-school level.

In stimulating and making studies and investigations.—A staff member served as consultant to the home economics research committee of the American Vocational Association in drawing up plans for and carrying on a national study of factors affecting the supply of home economics teachers; made a compilation of abstracts of dis-

sertations and professional studies in home economics since 1942; and worked in five States with persons directing or engaged in home economics education research.

In the development of two national youth organizations—The staff gave assistance to the national adviser and to State supervisors and State advisers in the further development of the Future Homemakers of America and the New Homemakers of America, both of which were organized in 1945.

At the end of the fiscal year the Future Homemakers of America had 168,057 members in 4,332 chapters in 45 States, Puerto Rico, and Hawaii, and the New Homemakers of America had 19,762 members in 579 chapters in 15 States, representing a gain for the former of over 73,000 members and for the latter of over 9,800 members during the year.

In interpreting the homemaking education program of the schools.—A staff member interviewed all persons from other countries who came to the Office for advice on home economics programs, provided them with home economics teaching materials and bibliographies, helped plan their itineraries, made necessary contacts with State personnel to assure the visitors an opportunity of seeing the type programs in which they were most interested, and advised on selection of college departments in which to study.

Homemaking Education in the Secondary Schools, a bulletin designed to answer requests from agencies, national organizations, and visitors from other countries for information on how the homemaking education program is organized, what it includes, and the methods of teaching used, was completed.

Cooperative Work With Other Agencies and Organizations

The staff worked with other divisions and sections within the Office on practical nursing education, better housing for Negro farm families, and services to visitors from other countries who were interested in home economics education. Assistance was given to 14 national organizations on various problems and projects related to home and family living; and cooperative work was done with 13 divisions of five Government agencies.

Trade and Industrial Education

The termination of the war production training program did not necessarily mean that either the representatives of the United States Office of Education or State authorities in trade and industrial education were involved in radical reconversion problems. Most States have continued their regular Smith-Hughes and George-Deen programs through the war period. The representatives of the United

States Office of Education had consistently followed the policy, beginning with the national defense training program in 1940, of advising State boards for vocational education not only to continue the regular program but to maintain standards as well.

Some of the contributions which the war production training program made to the regular program in trade and industrial education follow:

1. The widespread cooperation between the school authorities and private governmental agencies and groups during the war established trade and industrial education on a more solid basis.
2. The speed with which it was necessary to train military personnel and war workers necessitated the development of highly effective teaching methods. This experience has resulted in a greater effort on the part of teachers and supervisors in trade and industrial education to improve instructional materials and teaching methods.
3. The large amount of equipment purchased for the war production training program has reverted to the States for peacetime use.
4. Many trade-training programs established in new areas during the war are being continued on a permanent basis.

An especial effort was made during 1946 to cooperate with the States in the improvement of instruction in trade and industrial education. In pursuance of this purpose, the Office of Education assigned the four regional agents to study the work being done in the development of instructional materials and teaching methods in the industrial educational curriculum center for New York City and environs. After completing this task the agents immediately visited certain selected States to encourage and assist in the organization of similar projects.

The representatives of the Office cooperated with several groups during the year, as follows:

1. The National Association of State Supervisors and Teacher Trainers in making a study of the functions required in the operation of a local program of trade and industrial education, with special emphasis on the problems of instructional methods and content.
2. The National Safety Council in preparing a school shop safe practice pamphlet and in revising their bulletin entitled, "Safety in School Shops."
3. The National Safety Council Committee in devising methods for the improvement of safety education in schools and colleges.
4. The Army and Navy in providing basic information regarding instructional materials for job training.
5. The National Housing Authority in formulating plans for apprentice training in the building trades.
6. The representatives of the New York Central, the Union Pacific railroads, State officials in trade and industrial education and the Apprentice Training Service in planning and organizing a program of training for apprentices in six trades for the railroad industries.
7. State officials in trade and industrial education in numerous States in training teachers, coordinators, local supervisors, and directors, and

in developing instructional materials particularly for the building trades.

The study entitled *Vocational Education in the Years Ahead* contributed to the progress in trade and industrial education during the year in many ways. Probably the most immediate and direct value growing out of the work on the publication resulted from the numerous conferences held with State officials throughout the Nation. Post-war problems received serious and extended consideration at these meetings in so far as it was possible to determine them. The bulletin proved particularly useful as supplementary material for conferences and summer-school courses. Part I, which deals with the broader aspects of the social and economic problems affecting the Nation, has been a source of information for State boards for vocational education in their efforts to plan training programs for the future.

One of the most significant outcomes of the meetings conducted to determine the content of the bulletin grew out of the fact that the discussions emphasized the inadequacy of the public schools in meeting the major needs of all youth. In light of available data, the members of the conference were of the opinion that the college preparatory and vocational programs were probably serving with a reasonable degree of effectiveness not more than 40 percent of young people in so far as occupational needs are concerned. Therefore, almost two-thirds of the youths are not provided a comparative opportunity. A committee representing both general and vocational education was appointed to deal with this problem. A number of meetings were held during the year for the purpose of determining the chief factors involved as a basis for recommendations regarding the type of program that should be organized to meet the needs of these young people.

Aid was given foreign school representatives who were seeking information concerning the program of trade and industrial education in the United States. These persons were not only given advice and counsel regarding the organization and administration of trade and industrial education, but were provided bulletins dealing with training methods and content materials. In some instances itineraries were planned to enable them to study trade and industrial educational programs in operation.

Employee-Employer Relations

Improved relations and a clearer understanding of vocational education on the part of organized, interested groups, including labor and management, have resulted from the wartime vocational training activities. Many of the States and local communities are continuing the use of representative advisory committees set up for the war training programs in order to maintain labor and management coopera-

tive participation in the transition from wartime activities to the regular long-term vocational education programs. Counsel and advice from such committees has been especially helpful in veterans' training programs conducted by the public schools.

In addition to his work of promoting better employee-employer relations, the employee-employer relations consultant, at the request of the Governor of the Panama Canal Zone, assisted in the conduct of a survey of training needs and in making a report which included recommendations for the improvement and further development of the vocational education program in the Panama Canal Zone.

Public Service Training

With the close of World War II and the gradual shift of emphasis back to the regular program of vocational education, more attention has been given to improving the efficiency of publicly employed personnel.

The public service training consultant assisted representatives of State boards for vocational education in connection with plans for organizing, maintaining and improving programs of training for public servants; conducted demonstration instructor-training courses and conferences to increase teaching personnel in States; appeared on national and State fire-training programs; prepared instructional materials; maintained working relationships with the various agencies and organizations concerned with improving the efficiency of public employees such as the American Municipal Association and the Federal Bureau of Investigation; and also served as chairman of the National Fire Protection Association's Committee on Firemen's Training.

Continued from the previous fiscal year was a project carried out with the Office of the Chief of Engineers, Army Service Forces, War Department, in which the consultant served as coinstructor in a series of three 30-hour fire instructor training schools held at Denver, Colo., Memphis, Tenn., and New York City. Some 75 men of designated service commands received instructor training.

Occupational Information and Guidance

Forty-two States are now providing specific supervision in occupational information and guidance. To serve these at the Federal level, the Occupational Information and Guidance Service during the year has been engaged in stimulating an understanding of technical skills; developing clear patterns of administrative relationships from State supervision to a program in a small school; developing the analysis of the knowledges and skills involved which require training not now available in many areas; and promoting and suggesting patterns for

this training, both pre-service and in-service; serving as liaison among national public and private agencies, organizations, and institutions which are engaged in guidance work. Another activity has been that of serving as a central agency to answer those requests related to guidance work which any student, professional person, or citizen may make.

Program Developments

The staff of the Occupational Information and Guidance Service assisted in many phases of program developments. The field specialist visited 27 States, 56 cities, and 17 colleges. He participated in 1 national conference, 2 regional conferences, and 12 State conferences. Other members of the staff rendered field service in areas of work in keeping with their special assignments. The following are representative types of assistance given to States in program planning:

Training activities.—The pre-service and in-service training of counselors has been accepted as a major responsibility by most States. Much of the work of the Service this year was in the nature of a follow-up of two regional conferences held in April 1945 of colleges and universities engaged in the professional preparation of guidance workers in an effort to encourage them to develop and improve facilities for providing training in guidance work for teachers and counselors. Developing plans for the organization of in-service training was carried on in such work conferences as those held by Nebraska and other States. Michigan, West Virginia, Georgia, and other States were given assistance through their State staffs or colleges in their in-service training work, usually organized on a local or county basis.

Promotional work.—Some of the common types of promotional work occupying the attention of the States in which staff members of this Service have rendered assistance are as follows:

1. Visiting, with State officials, local schools and participating in conferences arranged for guidance workers, and in many instances for the entire staff.
2. Issuing publications, and other material at the national level; stimulating research, and the preparation of bulletins and other sorts of publications at the State level; acting as a reviewing agent for State material.
3. Participation of staff members in the States with State personnel in meetings of professional organizations.

Cooperation with other services of the Vocational Division.—Another phase of program building has been the cooperation of the Service with other units of the Vocational Division and the State Supervisors of Occupational Information and Guidance in developing material, practices, and procedures useful to vocational teachers and students. Some of the activities were the results of follow-up on practices and techniques outlined in the bulletin entitled "Selection

of Students for Vocational Training." Professional assistance has been rendered to many States in the development and publication of bibliographies for counseling with vocational students. These revealed sources, kinds, and uses of occupational information. Directories of training opportunities with particular reference to training opportunities available for veterans and adults were included. State school officials were aided both by this Service and their own State supervisors in the supplying of needed information in the curriculum studies. Two staff members from this Service worked in the State-wide survey of vocational education in one State.

Research projects.—The Occupational Information and Guidance Service, in cooperation with the Division of Higher Education, made a Nation-wide study of the offerings in the fields of guidance and personnel work in colleges and universities, which is useful to personnel workers, administrators, teachers, counselors, and college staffs. Another research project at the national level was determining the number of schools providing organized instruction in a course in occupational information, whether or not it was prescribed, and at what grade or achievement level. Stimulation and assistance to the States have been offered in the making of surveys of guidance practices in the States, the number of personnel assigned to specific phases of guidance work, and the amount and content of the training which guidance workers had.

Development of basic concepts through various types of conferences.—Program planning with the States included the development of certain basic concepts, such as the understanding that guidance is a responsibility of the school and that each staff member has a contribution to make. Much time and effort have gone into this type of work through field visits, correspondence, national and regional conferences. The instigation of studies and the preparation of material at the State level were encouraged. Local conferences to which school administrators were invited were a common means of work.

A national conference of State supervisors of occupational information and guidance was held in Denver, Colo., to consider problems of program development and administration. Fifty State supervisors of occupational information and guidance, counselor trainers, and State school officials from 33 States devoted an entire week to a working conference. Such problems as State administration, local administration, in-service training and local supervision, techniques, occupational information, and services from the Federal office were on the agenda. Eight working committees previously set up gave specific reports on the following topics: In-service training, the certification of guidance workers, occupational information, evaluation of guidance programs, administrative provisions for guidance programs in small schools, school-leaving record, and terminology. The reports of these

committees have been distributed. Some of the reports are significant of new trends in guidance work and should develop into further exploration. Standing committees with an expanded membership have been organized for each topic and it is expected that the work of these committees will result in further reports at a later date.

Service as a national resource in the guidance field.—In spite of the handicap of being short two staff members, considerable assistance was given to agencies which have guidance-related projects. Active cooperation has taken place with the following agencies: The Department of Labor, National Vocational Guidance Association, Public Health Service, National League of Nursing Education, the Retraining and Reemployment Administration, the Southern States Work Conference, professional associations requiring editorial or writing services on occupational briefs, the Council of Guidance and Personnel Association, the Council of Social Agencies, the American Vocational Association, and others. Cooperative ventures have or will eventuate in joint publications and should be useful to students, guidance workers, and school officials.

Miscellaneous activities.—Members of the staff participated in various conferences and workshops interested in problems related to guidance work. Particular significance is attached to participation in group work involving public school and college administrators. Problems included patterns of guidance services for different types of administrative units, surveying the best practices for establishing on-campus guidance programs, and extension of training opportunities for guidance workers. Continuing close cooperation between the United States Employment Service and this Service eventually will affect publications of both agencies and result in relationships beneficial to students at time of entering permanent employment. Staff members have supplied many articles to magazines and professional journals. Several manuscripts are awaiting printing. Many short mimeographed releases have been prepared.

TABLE 3.—*Funds available for allotment to States from Smith-Hughes and George-Deen Acts, fiscal year ending June 30, 1946*

Purpose	Smith-Hughes Act	George-Deen Act
Total.....	¹ \$7,285,122.03	² \$14,483,000.00
Agricultural education.....	3,058,452.99	4,066,465.00
Trade and industrial education.....	³ 3,111,913.15	4,056,857.50
Home economics education.....		4,051,677.50
Distributive occupations.....		1,254,000.00
Teacher training.....	1,114,755.89	1,054,000.00

¹ Includes appropriation for Hawaii and Puerto Rico under separate authorizing acts. Total appropriation Smith-Hughes Act, \$7,167,000; Hawaii, \$30,000; Puerto Rico, \$105,000.

² Allotments to the States are made on the basis of this amount as authorized in the act. Actual appropriation for fiscal year 1946, \$14,200,000.

³ Allotment for home economics included in trade and industrial allotment, not to exceed 20 percent for home economics.

HIGHER EDUCATION

The transition period of war demobilization and reconversion brought demands for peacetime services by institutions of higher education that are probably unprecedented in the history of America.

During 1946, national leadership in higher education was in constant demand and that demand continues to increase. Gigantic war training and production programs have been discontinued, and their lessons for the future should be interpreted and recorded before they are forgotten. Perhaps the greatest peacetime educational undertaking of any national Government in all history was initiated in the passage of the Servicemen's Readjustment Act of 1944 and related legislation, which provided higher, secondary, and vocational education for veterans. The shortage of teachers and prospective teachers has continued undiminished in both colleges and schools. Accompanying a marked shortage of qualified staff members in higher education was a serious shortage of college housing and other plant facilities. These shortages have developed at a time when more than a half million veterans and a backed-up flow of tens of thousands of young war workers are returning to the schools.

During the year, there was renewed interest in the field of curriculum and course revision. Such interest is intensified by the growing consciousness of the new role of America in international affairs, of the need for more effective civic instruction, of new applications of the physical sciences, and of new developments in health, transportation, construction, and other fields. Important new instructional elements are insistently demanded in the entire postwar pattern of knowledge, ideas, and attitudes which constitute the subject matter of higher education.

Changes in personnel during the year included the retirement of the Director, Dr. Fred J. Kelly, at the end of 15 years of distinguished service, and the appointment of Dr. John Dale Russell as his successor. A specialist in engineering education was added to the staff of the division, the Office's specialist in Negro education was transferred to it, and the specialist in the education of school administrators, who had returned from Army service, was transferred to another division of the Office.

Study of Vocational Education of College Grade

The investigation of vocational education of college grade which was initiated during the previous year was completed. The report was

prepared through cooperative action of the staff and it is titled, Bulletin 1946, No. 18, Vocational Education of College Grade. The report describes the evolving program of intermediate education covering the indeterminate area between the work of the trade school and the professional school. Such intermediate work, including certain essential elements of general subject matter necessary to meet broad educational objectives in addition to purely vocational instruction, is increasingly in demand by veterans and others who desire college training that will prepare them for life and a job in less than 4 years. This and related types of college preparation, customarily given in community colleges, technical institutes, college lower division terminal curriculums, and similar institutions and units, are assuming an importance which must increasingly be taken into account by school men, Government authorities, and the general public.

Teacher Shortage and Its Remedies

The shortage of teachers, which was one of the most serious of all wartime problems in education, continued through the year with little or no improvement either in the schools or in the colleges. The number of emergency permits issued to public school teachers increased from 79,000 to 108,000, and many colleges reported unfilled vacancies on their staffs. Enrollments in teacher-preparation institutions continued to lag, amounting in October 1945 to less than two-thirds of the enrollments in 1940-41.

To meet the nationally recognized need for more and better qualified teachers, the specialist for teacher education devoted considerable time to the preparation and dissemination of materials useful in the placement, recruitment, certification, and employment of teachers. Divisional staff members participated in national conferences on teacher personnel problems, the most important being the National Emergency Conference on Teacher Preparation and Supply, which was organized by the National Education Association, and attended by approximately 300 representatives from practically all States.

Progress during the year in the improvement of teachers' salaries and working conditions was continuous, although rather slow. To regain the quality and extent even of prewar educational services may require from 2 to 5 years. Progress during the coming year will depend to a considerable extent upon the effectiveness of current efforts to inform the public accurately and fully concerning the nature and extent of current public school and college teacher shortages and the means required to remedy them.

Services in Preservice Teacher Education

An example of staff participation in national conferences devoted to the improvement of teacher education is afforded by the work of a

staff member in the Third School for Executives, held at Chautauqua Lake, New York, June 17 to 27. This work conference on teacher-preparation problems was sponsored by the American Association of Teachers Colleges and affiliated groups. It was attended by approximately 175 presidents, deans, and other executives and staff members of teachers colleges and of colleges, as well as representatives of various schools, school systems, and educational organizations.

Most of the States were represented. Eight major and a few minor working groups were organized to discuss problems proposed by those attending, several addresses by prominent educators and others were delivered, and a number of processed reports were prepared on current educational areas of interest. Since the problems studied were decided upon by vote of the widely diversified membership of the group, the subject matter of the reports indicate some of the aspects of teacher education that were of greatest interest in the country during 1946: Teacher recruitment and selection; leading the professional growth of faculties; faculty organization and administration; general education; child development and improvement of direct experience of prospective teachers; regional general college work; college self-evaluation; and development of international understanding.

The nature of the problems in teacher education to which the staff gave attention in 1946 is further illustrated by the fields of inquiry of primary concern in the meeting of the Eastern States Association of Professional Schools for Teachers in New York City, which was attended by more than 1,000 students and faculty members, and in which the divisional staff was represented. These topics included: Revision of teacher-preparation curricula to meet the needs of the postwar world, teachers and international understandings, real life appraisal of teacher-education problems, needs and interests of students, improvement of teacher certification, and development of students in the power to think through the solutions to educational problems on their own initiative.

Staff members of the Office completed their work in a State-wide investigation of teacher education in State supported institutions, as a part of the Mississippi Study of Higher Education, initiated the preceding year.

Periodical Publication

The periodical, *HIGHER EDUCATION*, publication of which began in January 1945, was continued. Volume 2 was started with the issue of September 1, 1945, and closed with the issue of May 15, 1946. Eighteen issues were published.

In accordance with basic purposes of the Office of Education, the publication includes information concerning Federal policies and activities related to higher education, reports of studies made by staff

members of the Office, and materials from colleges, universities, and educational organizations and associations. The purpose is to aid the people of the Nation, and particularly those who formulate and execute policies for higher education, in establishing and maintaining efficient schools, colleges, and universities. The periodical is also a means whereby people of other nations may learn about higher education in the United States.

HIGHER EDUCATION is sent free to college and university presidents, deans of most of the schools in higher institutions, and a limited number of other officials, and to a number of public libraries. Others may receive it, at a subscription rate of 75 cents a year, from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Land-Grant Colleges and Universities

The Office carried on the usual reporting and certification activities relating to the land-grant colleges and universities. During the year 1944-45 these 69 institutions enrolled 154,425 civilian and 38,890 military students in residence, a total of 193,315. This number was smaller than the enrollment in 1940-41 by 79,077. A total of 25,952 degrees were conferred, of which number 3,151 were graduate degrees.

The income of the land-grant colleges and universities for general and educational purposes for the year 1944-45 was \$278,121,756, of which \$115,429,772, or 42 percent, was from Federal sources. An additional amount of \$5,920,933 was received for physical plant and \$11,643,441 for additions to endowment. These figures may be compared with similar data for 1940-41, in which year the total income for educational and general purposes was \$172,186,672, about 18 percent of it from Federal sources. The amount received by the land-grant colleges and universities for the year 1944-45 in accordance with the Second Morrill Act, the Nelson amendment, and the Bankhead-Jones Act (title II, sec. 22) was \$5,030,000.

Visits of 1 to 3 days' duration were made to 3 land-grant colleges and universities for the purpose of studying their programs and learning about new developments in their organization and activities. A member of the staff attended the annual meeting of the Association of Land-Grant Colleges and Universities.

During the fiscal year 1946 the Division, in cooperation with a committee appointed by the executive committee of the Association of Land-Grant Colleges and Universities, began a study of curricula of less than degree length in the land-grant colleges and universities. Such curricula have been offered for years in these institutions. Currently there is a renewed interest in them. The study is being made to provide some guidance for institutions now offering or planning to offer curricula of this type.

Howard University

During the fiscal year 1946, the seventy-ninth in the history of Howard University, the institution operated 12 schools and colleges, enrolled approximately 5,130 students, and employed a teaching staff of 334 persons—209 on a full-time basis and 125 on a part-time basis. The total expenditures for the year, exclusive of auxiliary enterprises and scholarships, was approximately \$1,779,100, of which amount \$1,117,527 was from the Federal Government.

During the year Dr. George A. Works conducted an educational survey of Howard University under the auspices of the Administrator, Federal Security Agency. The Division of Higher Education served as staff headquarters for the survey. Two members of the staff rendered extensive professional service to the project; one made a study of certain factors which influence the demand for graduate and professional instruction of Negroes, and the other made a study of the educational program of the University. The survey was aimed at making an evaluation of certain programs and needs of the University, and it was intended particularly to consider the relationship of the Federal Government to the institution.

Dental Education and Research

The Office maintains a cooperative relationship with dental education and research, which is carried on by a member of the Division. He serves as: (1) the chairman of the standing Committee on Teaching of the American Association of Dental Schools; (2) a member of the Committee on Research of the American College of Dentists; and (3) a member of the Committee on Research in Examinations of the National Association of Dental Examiners.

The Committee on Teaching of the American Association of Dental Schools is engaged in a project to improve dental teaching. During the fiscal year 1946 two committees of dental teachers—one for histology and one for oral diagnosis—appointed by the Committee on Teaching made reports which were published in the *Journal of Dental Education* and considered in some detail at the annual meeting of the Association. Committees have been appointed for physiological chemistry, orthodontics, and radiography, and they are now preparing reports on these subjects.

The Committee on Research of the American College of Dentists awards grants-in-aid for research on dental problems, most of which is carried on in dental schools.

The Committee on Research in Examinations of the National Association of Dental Examiners is undertaking to prepare extensive lists of examination questions for use by boards of dental examiners.

Post-War Reconversion in Higher Education

Colleges and universities have been engaged in the task of adjusting staffs, programs, and physical facilities to meet the demands for education that have followed in the wake of World War II. As a continuation of activities reported in the 1944 and 1945 Annual Reports, the staff of the Division has devoted a major portion of its time in responding to requests from college officials for counsel and assistance on the immediate tasks of taking action on postwar plans that had been devised to provide education for veterans and others. These postwar plans did not call for a mere reconversion to prewar college practices; they were calculated to meet the life needs of the much larger number and greater variety of our population that was expected to be in college through the provisions of the Servicemen's Readjustment Act.

Due to heavy enrollment of veterans most colleges and universities have an acute shortage of residence and instructional housing and equipment. The staff of the Division has provided information and services to institutions on how to qualify and secure from government surplus the facilities for which they have or expect an acute shortage. These activities included cooperation with the program for providing student housing for veterans through the Federal Public Housing Authority; the formulation of criteria for the use of the Civilian Production Administration in granting priorities to colleges for the use of scarce construction materials, and the screening for certification of cases that did not clearly meet the criteria adopted by CPA; and the evaluation of requests by colleges to the Federal Housing Agency for priority materials for the construction of faculty housing.

As the fiscal year 1946 came to a close the Division was delegated the responsibility placed on the Commissioner of Education by Public Law 697 of making a finding of need for educational facilities, other than residence housing, which are to be supplied by the Federal Works Agency from Government surplus.

Staff members of the Division assisted in developing plans for the operation of a clearing house through which individuals and agencies responsible for referring veterans for admission to college could direct prospective students to institutions where vacancies in desired programs existed. This service was operated by the Division of Central Services. In connection with this project, the Division of Higher Education cooperated with the Veterans' Administration, the Office of War Mobilization and Reconversion, and two voluntary organizations in the field of higher education in making studies of the actual and potential impact of veterans on college programs, and on the extent to which veterans were likely to overcrowd or fail to make

full use of schools of technology, liberal arts colleges, teachers colleges, junior colleges, and other types of colleges and universities.

Recruiting and securing the return of former college teachers to active duty was another area of college administration in which the Division assisted colleges. Through service on the Interagency Committee on Manpower Shortages of the Office of War Mobilization and Reconversion a staff member of the Division helped to formulate criteria by which the War and Navy Departments agreed to release members of the armed services for duty as college teachers, when they had been certified as eligible by the United States Office of Education. More than 800 requests for evaluation have been made by college officials and in excess of 500 men and women have been certified as eligible for release from military duty to help colleges provide instruction for the rapidly increasing enrollment of veterans. As the year comes to a close the Office has been authorized by the National Selective Service System to provide a related service to colleges through certifying for deferment college teachers deemed essential to the provision of education for veterans and others.

Graduate Study

The Division has continued a program for stimulating and giving direction to graduate study in American universities. In addition to giving addresses before general meetings of three associations of graduate school officials and working with their committees which are developing plans for accrediting graduate study, one member of the staff had published by the American Council on Education a study, *Toward Improving Ph. D. Programs*, which had been prepared for the Council's Commission on Teacher Education. He also served during the year as a consultant to numerous graduate school officials.

State Surveys of Higher Education

Three members of the staff participated as consultants in studies or surveys of the tax-supported colleges of Arizona and of South Carolina. It was expected that these surveys would provide a plan of articulation and coordination whereby unnecessary duplication and gaps in the program would be reduced, to the end that the several colleges would operate more largely as a unified State-wide system of higher education.

Educational Directory

The annual directory of institutions of higher education (part III of the 1945-46 Educational Directory) was published. In addition to listing the 1,700 institutions, the directory classifies them according to type of work offered; gives an outline of the organization of each

institution, with the names of the officers currently in charge of the main divisions; and indicates the control, the accredited status, and the type of student body—whether composed of men, or women, or both. It also lists the names of the institutions added to, and those dropped from the lists because of having closed, merged, or discontinued college work.

The service to various Government agencies, to institutions of higher education, and to students, in providing information on the accredited status of colleges and universities continued. In addition to furnishing information on the accreditation of institutions by means of the Educational Directory, answers are made daily to a large number of inquiries concerning the accreditation of individual institutions. The expanded relations between the Government and the colleges and universities existing over the past 5 years have resulted in a constant and ever-increasing flow of these inquiries.

Inquiries from Individual College Staff Members and the General Public

An important part of the work of the Division is to supply information on a wide variety of topics in higher education to individual inquirers through correspondence, wire service, office or field conferences, and other means. Thousands of such inquiries are handled annually. In 1946, the number increased markedly. They came from practically every State, and from many foreign countries. Many letters on educational topics were referred to the Office from other Federal agencies.

Education of Negroes

In addition to the general services rendered to Negroes by each of the units of the Division of Higher Education, special services have been rendered through the following projects:

Problems involved in improving the postwar education of Negroes and in assisting educational institutions to prepare to meet the needs of returning veterans were considered at a conference held in the Office last year, and reported in a bulletin published this year entitled *Postwar Education of Negroes: Educational Implications of Army Data and Experiences of Negro Veterans and War Workers*. The Julius Rosenwald Fund financed the first two printings of the bulletin. The third printing was financed and distributed by the National Association for the Advancement of Colored People and the United Service Organization. The demand for this publication still exists although the supply has been exhausted for months. Articles based on the findings reported in this bulletin appeared in *Higher Education* and in *Occupations*.

An annotated list of sources of instructional materials on Negroes, originally issued as a mimeographed leaflet by the Office, was revised and printed through the cooperation of the Commission for the Defense of Democracy through Education and the Joint Committee of the National Education Association and the American Teachers Association. From the increasing number of requests received this pamphlet seems to be meeting a growing need for materials on intercultural and intergroup relationships. In order to meet this growing need, the agencies mentioned above also ordered a reprinting of Office of Education Bulletin 1944, No. 2, Education of Teachers for Improving Majority-Minority Relationships.

In order to answer a growing number of requests about the manner in which the Federal Government promotes the education of Negroes, an article, published in *School Life* under the caption, *A Decade and a Half of Progress in Negro Education*, discussed the special programs and activities of the Office of Education in behalf of Negroes during the period from 1930 to 1945. This article supplemented a previous one which discussed the same subject covering the period from 1867 to 1930 and another one which treated special services during the period of World War II.

As a part of a survey of Howard University sponsored by the Federal Security Agency, a section was prepared on *Certain Factors Conditioning the Demand for Graduate and Professional Instruction of Negroes*.

Adult education of Negroes.—A conference held in the Office during December 1944 brought out and discussed the problem of functional illiteracy among Negroes. It was shown that 41 percent or two out of every five Negroes in the United States had not advanced beyond the fourth grade, and that proportionately eight times as many Negro selectees as whites were placed in classes IV and V (functionally illiterate). After a consideration of these and other facts reported in *Postwar Education of Negroes*, in other publications, and by Army and Selective Service officials, the Office invited the cooperation of the American Association for Adult Education, the National Conference on Adult Education and the Negro, and the Carnegie Corporation of New York in sponsoring a comprehensive project to prepare teachers and materials for adult illiterates.

The project has five phases. The first was a conference held in the Office of Education for the purpose of defining the problem, indicating the way it had been attacked or is now being attacked, both by civilian agencies and the Armed Forces; and suggesting implications for future action. Participants in the conference comprised 61 persons representing colleges in four selected areas, governmental agen-

cies, city and State departments of education, and educational, civic, and social welfare organizations. The second phase of the project, which was planned this year, is an adult education institute, the purposes of which are to (1) prepare personnel for the training and supervision of teachers of adults in the tool subjects; (2) demonstrate the effectiveness for civilian use of certain educational techniques developed by the armed forces; (3) collect, consider, and evaluate resource materials for the teaching of adults; (4) identify and classify the major problems of Negroes that are amenable to adult education on the elementary level; and (5) formulate a tentative instructional guide, work books, and readers for the teaching of adult illiterates.

The third and fourth phases of the project will be concerned with testing, appraising, revising, and publishing the materials produced in the Institute; and the fifth phase comprises a series of regional institutes in selected areas during the summer of 1947. It is expected that at the close of this special demonstration project sufficient progress will have been made in the preparation of teachers and materials to begin a general attack on illiteracy throughout the country.

Consultative and advisory services.—Consultative and advisory services were continued as in previous years, the following organizations, agencies, or institutions being typical of those served: American Teachers Association; Association for the Study of Negro Life and History; Bureau for Intercultural Education; Conference of Presidents of Negro Land-Grant Colleges; Southern Education Foundation; United Negro College Fund; Lincoln University; Miner Teachers College; Hampton Institute; Wilberforce University; High School Principals Association of Maryland; National Conference on Adult Education and the Negro; National Council of Negro Women; National Study of Business and Business Education Among Negroes; Howard University conference on The Postwar Outlook for Negroes in Small Business, the Engineering Professions, and Technical Vocations; United States Public Health Service; and the National Education Association's Steering Committee on Education in the Cotton Belt.

In addition to the services indicated above, numerous conferences were held with individuals and thousands of letters and pieces of literature were sent out upon requests.

New Services in Engineering Education

Late in the year the services of a graduate engineer were made regularly available to the Division for the first time. The desirability of such services to more than 150 engineering colleges and nearly 130,000 engineering students has been increasingly indicated by war-

time and postwar demands for engineering information and personnel, and by the interest of veterans and other students in the field.

The operation of the ESMWT program from 1940 to 1945 established cordial relations between the Office of Education and the engineering colleges, and led to a realization of the value of the services which might be rendered by the Office to these colleges, and through them to the scientific and technological development of the Nation. Both of the ESMWT advisory committees recommended that permanent staff members be added to the Office of Education for this purpose. Many specific services have been suggested by presidents and deans of engineering colleges.

Near the close of the fiscal year 1945-46 the former field coordinator of the ESMWT program was retained on the staff of the Division of Higher Education as a specialist in engineering education, to be a liaison officer between the Office and the engineering colleges, serving the colleges and governmental agencies in a spirit of mutual helpfulness, without infringing in any way on the responsibility or authority of any institution. Most of the colleges have designated a staff member (generally the dean of engineering) to serve as the liaison officer between the institution and the Office of Education, thus establishing a definite channel for the two-way flow of information. The new service will be continued during 1946-47 and subsequent years.

The specialist in engineering education will be concerned, among other activities, with planning and conducting studies and investigations of a professional character in the field of engineering education, either independently or in cooperation with colleges and other organizations, and preparing studies for publication. One example is a study in which he aided the Society for the Promotion of Engineering Education during the spring of 1946. Under consideration are a study of the trends in engineering college enrollments and their implications for engineering education, a study of admission requirements and scholastic regulations in engineering colleges, a digest of Federal laws and regulations of special interest and importance to engineering and scientific educators, a description of the organization and activities of Federal agencies whose activities most directly affect engineering and scientific education, a study of salaries and teaching loads in engineering colleges, a bibliography on engineering education, a study of cooperative engineering education, and others.

The specialist is concerned with establishing and maintaining cooperative working relationships with engineering college administrators, industrial executives, government officials, professional organizations of engineers and of engineering educators, and lay organizations

interested in the development of engineering education, by participation in meetings of such organizations and cooperation with their officers. For example the specialist during the spring of 1946 addressed a regional meeting of the Society for the Promotion of Engineering Education (which in June 1946 changed its name to the American Society for Engineering Education). He served as a member of a national committee of this society which prepared a report entitled "A Study of the Supply of and Demand for Engineering Graduates," which was published by the society and has attracted wide attention. He participated in the national meeting of the society, serving as chairman of the society's committee on secondary schools. He also served as a member of the National Academy of Sciences Advisory Committee on Surplus Property and as a member of the Office of Education's Advisory Committee on Surplus Property.

The specialist is establishing and will maintain a national clearing house for information of value to industrialists, governmental officials, engineering educators, and prospective engineering students. An engineering college directory is being developed to include lists of all engineering curricula, with information as to accreditation and full information concerning the facilities of the engineering colleges.

It is believed that this new service will prove of distinct value to the engineering colleges and to engineering education in general.

Engineering, Science, and Management War Training

The Engineering, Science, and Management War Training program was liquidated during the year, an appropriation for that purpose having been made in Public Law 124, Seventy-ninth Congress, first session. A small staff was maintained in the Office to expedite the work of preparation, examination, and approval of final reports from the participating institutions and to prepare the official records of the program for permanent filing with the Archives of the United States.

One staff member prepared a bulletin entitled "ESMWT—A Final Report," being published as a bulletin of the Office of Education. This report consists of two main parts and a bibliography: Part I is a narrative account of the program; part II is a technical section setting forth in greater detail the authorizations of Congress, the organization established to operate the program, and the general methods of administration employed, and outlining the principal appraisals made of the program during its life.

For the benefit of any who may be interested in still further details of the program, there is assembled in the office a comprehensive

historical collection of forms, manuals, organization charts and other administrative documents, minutes of meetings of advisory groups, releases from the Washington office, detailed statistical reports, appraisals of the program, and testimonial letters from industries served by the program.

The ESMWT program was operated during 5 fiscal years, the first classes starting on December 7, 1940, and the last classes closing on June 30, 1945. Five successive acts of Congress appropriated \$88,500,000 "for the cost of short courses of college grade . . . designed to meet the shortage of engineers, chemists,¹ physicists,¹ and production supervisors¹ in fields essential to the National Defense . . . not to exceed 20 per centum² of the amount allotted to any school shall be allotted to it for expenditure for purchase or rental of additional equipment and leasing of additional space found by the Commissioner necessary for carrying out its approved plan."

Total enrollments in courses conducted under this program were 1,795,716. The total cost to the government was \$59,967,065, an average of \$33.40 per trainee. The high percentage of appropriated funds which was not used was due to the small administrative appropriations for developing the program and to the care which was exercised by the Washington staff and by the participating institutions throughout the program to insure strict economy in its operation. The contact hours per trainee varied from about 20 to 600 or more, the average for all courses being about 100 contact hours. The cost per trainee hour, therefore, averaged about 33 cents for the entire program.

The total cost of the program was distributed as follows: general administration, 24.2 percent; instruction, 67.5 percent; maintenance and operation of the plant, 8.3 percent.

Summary of entire ESMWT program.—Table 4 sets forth the 10 specific types of courses in which the greatest ESMWT enrollments were reported over the entire 5-year period. Similar tables for each successive fiscal year have been included in earlier issues of the Annual Report. Comparisons of these tables with each other and with Table 4 illustrate graphically the changing requirements of the war production program and the flexibility with which ESMWT was able to meet them.

Table 5 presents a brief statistical summary of the entire 5-year program of college-level defense training courses which were conducted under the auspices of the Office of Education. All enrollments are based on final enrollment reports from participating institutions, all of which had been received when this table was prepared.

¹ This field was not included in the program during 1940-41.

² Changed to 12½ per centum for the fiscal year 1944-45.

TABLE 4.—Cumulative enrollment by specific type of course from Oct. 9, 1940, through June 30, 1945

Type of course	Enrollment	Percent of total
Engineering-Drawing and Descriptive Geometry.....	169,313	9.4
Communications.....	125,996	7.0
Personnel Administration and Labor.....	121,281	6.7
Accounting.....	102,753	5.7
Industrial Organization and Management.....	95,489	5.3
Mathematics.....	88,764	4.9
Production Engineering.....	87,115	4.8
Safety.....	66,441	3.7
Electronics.....	59,995	3.4
Aeronautical Structural Engineering.....	55,756	3.1
All other courses.....	822,813	46.0
Total.....	1,795,716	100.0

TABLE 5.—Enrollment in EDT, ESMDT, ESMWT I, ESMWT II, and ESMWT III courses from Oct. 9, 1940, through June 30, 1945

Item	EDT, ¹ 1940-1941	ESMDT, 1941-1942	ESMWT I, 1942-1943	ESMWT II, 1943-1944	ESMWT III, 1944-1945	All programs, 1940-1945
1	2	3	4	5	6	7
Institutions which participated in program.....	143	194	214	195	172	(2)
Courses operated in:						
All fields.....	2,182	7,598	12,740	11,547	8,501	42,568
Engineering.....	2,182	6,174	9,527	7,859	5,723	31,465
Chemistry.....		220	480	437	296	1,433
Physics.....		132	231	270	238	871
Production supervision.....		1,072	2,502	2,981	2,244	8,799
Enrollment in:						
All fields.....	120,802	438,503	596,134	402,684	237,593	1,795,716
Engineering.....	120,802	350,564	443,938	265,366	156,555	1,337,225
Chemistry.....		7,914	13,929	10,664	6,331	38,838
Physics.....		5,813	11,998	8,620	5,984	32,415
Production supervision.....		74,212	126,269	118,034	68,723	387,238
Full-time courses.....	18,607	22,021	47,305	14,379	3,942	106,254
Enrollment of:						
Females.....	811	38,341	130,245	79,612	33,226	282,235
Negroes.....	849	3,265	10,539	7,574	2,931	25,158
Veterans.....				6,094	8,221	14,315

¹ Instruction began Dec. 9, 1940.² 227 institutions participated in at least one of the five programs.

Student War Loans Program

The Student War Loans Program was authorized by Public Law 647, Seventy-seventh Congress, second session, approved July 2, 1942, and Public Law 135, Seventy-eighth Congress, first session, approved July 12, 1943, to provide Federal loans to students in various professional fields for the purpose of enabling them to complete their education.

Loans were made in this program to 11,081 students in 286 colleges and universities, amounting to a total of \$3,327,836.32.

The law provides for repayment of the loans in four equal annual payments of principal, with accrued interest, beginning 1 year after graduation or separation for other purposes. Further provisions are

made for cancellation of the unpaid balance of the loan when the borrower is inducted into the military services, before graduation, through the Selective Training and Service Act, and for deferment of interest payments and repayments of principal during military service of the borrower. The work of the program, since June 30, 1944, has been concerned with the administration of these two provisions, and with the fiscal services related to collections. These duties have occupied the full time of three staff members and part of the time of a fourth.

Although most of the borrowers have been in the military services, with their payments deferred, collections amounted to \$777,524.19, as of June 30, 1946, and about 17 percent of all loans had been paid in full.

A brief history of this program has been written and is being published as a bulletin of the Office under the title "Student War Loans Program—Final Report." The report outlines the origin of the program, its principal operating characteristics, and the results attained. Tables are included in it showing the distribution of loans by institutions and by fields of specialization of the borrowers.

CENTRAL SERVICES

The Central Services Division, as the name implies, brings together in one division those services that are necessary to facilitate the operations of the Office of Education as a whole. Reports of the units follow:

Research and Statistical Service

In the past year, an initial step was taken in the organization of a Research and Statistical Service by establishing a position of Chief of the Research and Statistical Service, and transferring to this new Service the functions of the former Statistical Division. The former division became the reports and analysis subdivision of the Service, continuing its former responsibilities for the preparation of basic periodic statistics on education.

The biennial survey projects for 1944 were carried through and completed after redesigning techniques and procedures.

As a means of reviewing the entire statistical function of the Office, a conference of educators and technicians was held in October 1945. The result of this conference have been published in a bulletin, and represent a policy guide or charter for the development of the statistical program of the Office.

A plan was developed for the coordination of the research and statistical functions of the Office of Education. This was achieved through the establishment of an Inter-Divisional Committee on Research and Statistics, the development of operating relationship of various staffs of the Office, and the introduction of a plan of review and clearance of all plans and forms for securing information.

The 1946 biennial statistical surveys were redesigned to make fullest possible use of machine tabulation equipment to produce reports at an earlier date and at less cost. Following recommendations emphasized in the conference on the Office of Education research and statistical program, scientific sampling was experimentally introduced by the Service in the work of the Office: (a) In a sample survey made in the fall of 1945 of higher education statistics, and (b) in a survey of school-age population conducted at the request of the Office of Education as a part of the Bureau of the Census Monthly Report on the Labor Force.

Another development was an experimental attempt to follow through a recommendation of the conference that Office of Education

materials be presented in graphic form for use of nontechnical consumers.

The Service assisted in the development of emergency programs of the Office. It established and conducted the research and statistical aspects of planning and reporting for the Surplus Property Utilization Program, and developed, at the request of the Veterans' Administration, an operating plan for the establishment of State centers for the collections and dissemination of information on educational opportunities for veterans.

Members of the staff of the Service contributed further to the achievement of its functions by serving on interagency committees involving various other agencies of Government working on special problems, by the preparation of articles published in professional journals, by providing technical advisory service to a congressional committee and others on problems of grants-in-aid to education, and assisting States, on request, in research and survey problems, and in revising State statistical accounting systems.

Information and Publications Service

General Function

In promoting the cause of education throughout the country, the Office is charged with the responsibility of disseminating information and aiding the people of the United States in the establishment and maintenance of efficient school systems. This charge of responsibility requires within the Office a corps of educational specialists, each of whom serves as a channel of communication to professional and lay groups. To facilitate the effectiveness and to expand the range of such communication, the Information and Publications Section has been designated as the chief instrument through which the Office develops a comprehensive information and publications program.

The Section performs the customary services of publishing the professional findings of specialists in official bulletins and of translating such findings into suitable form for dissemination through all media of communication, especially newspapers, magazines, and radio. In addition, the Section provides professional leadership in the whole field of educational journalism, including the organizing of programs of public information about education, methods of graphic presentation and appropriate writing techniques. Within the Office, the Section reviews and confers with responsible officials on the public-relations effect of the total program of the Office of Education. In April a newly appointed Chief assumed responsibility for directing the work of the Information and Publications Section.

A Study of Educational Public Relations

The Section convened a national advisory group of experts in educational public relations to discuss and make recommendations looking toward a long-time public relations program for the Office. Professional problems in the public relations field were discussed by the Chief at the national conference of the American College Public Relations Association and the workshop of the Educational Press Association. The Chief served as a public relations consultant to one State department of education in the development of its program. At the request of the Educational Director, Public Information Division of the United Nations, the Chief arranged a conference of key editors of educational publications which was held in the office of the Secretary-General of the United Nations, to develop a program for presenting factual information about the United Nations to students and teachers in schools and colleges throughout the United States.

Utilization of Office Materials

Information on educational problems was provided writers from leading national magazines. Two articles by the Commissioner attracted wide attention and during the course of the follow-up permitted the dissemination of information on educational matters. Assistance was rendered President Truman's Famine Emergency Committee through liaison with nongovernmental educational organizations, publication of material in *SCHOOL LIFE*, and arranging for student listening throughout the country to a Nationwide radio program in which Commissioner Studebaker participated. The Section collaborated with a number of government agencies in an important "back to school" drive during the fall of 1945. Approximately 50 news releases relating to Office of Education publications and activities were prepared and issued.

Distribution of Information and Publications

During the year 196 separate jobs of printing and processing were distributed to carefully selected mailing lists. Approximately 23,000 incoming mail requests were answered and responses made to 9,000 telephone inquiries.

Graphics

The total number of assignments completed by the Graphics Unit follows: Illustrations and lay-out format for 269 publications, 29 exhibits and posters, 541 charts and maps, miscellaneous, 63. Reviewing, organizing and classifying the 4,600 educational photographs comprising the office photographic library improved the effectiveness of their use in publications throughout the country.

Editorial

This unit handled a total of approximately 1,000 different items including 192 separate printing jobs. The editorial work varied in complexity and size from a 373-page manuscript to the preparation of a three-fold leaflet. A total of almost 4,000 separate printed pages were edited. The titles include 30 bulletins, 10 issues of *SCHOOL LIFE*, 18 issues of *HIGHER EDUCATION*, 2 pamphlets, 3 leaflets, 80 forms and 55 miscellaneous items.

In addition to the foregoing and as a special responsibility of the section, part IV of the Educational Directory, Educational Associations and Directories, was prepared and edited.

The complete list of publications which came off the press during the 1946 fiscal year is as follows:

*Publications Off the Press During 1946 Fiscal Year**Bulletins, Pamphlets, Leaflets, etc.*

- School Census, Compulsory Education, and Child Labor. (Bulletin 1945, No. 1.)
- More Firepower for Health Education. (Bulletin 1945, No. 2.)
- Education in Training Schools for Delinquent Youth. (Bulletin 1945, No. 5.)
- The Place of Visiting Teacher Services in the School Program. (Bulletin 1945, No. 6.)
- Introducing the Peoples of the Far East. (Bulletin 1945, No. 7.)
- Higher Education Looks Ahead. (Bulletin 1945, No. 8.)
- The Use of Training Aids in the Armed Services. (Bulletin 1945, No. 9.)
- Education in Chile. (Bulletin 1945, No. 10.)
- Report on the Cultural Missions of Mexico. (Bulletin 1945, No. 11.)
- Curriculum Adjustments for Gifted Children. (Bulletin 1946, No. 1.)
- Proposals Relating to Statistical Functions of the United States Office of Education. (Bulletin 1946, No. 2.)
- Offerings in the Field of Guidance and Personnel Work in Colleges and Universities, Summer 1946. (Misc. No. 3162.) (Rev.)
- What Every Teacher Should Know About the Physical Condition of Her Pupils. (Pamphlet No. 68.) (Rev.)
- Residence and Migration of College Students. (Pamphlet No. 98.)
- State Plans for Financing Pupil Transportation. (Pamphlet No. 99.)
- School Bus Drivers—Current Practices in Selection and Training. (Pamphlet No. 100.)
- Good References—School Finance. (Bibliography No. 75.)
- Good References—The Local Board of Education. (Bibliography No. 76.)
- Federal Government Funds for Education 1942-43 and 1943-44. (Leaflet No. 76.)

Biennial Survey of Education

Statistics of Public School Libraries, 1941-42. (Vol. II, Ch. VIII.)

Educational Directory, 1945-46

- Federal, State, and County Education Officers. (Part I.)
- City School Officers. (Part II.)
- Colleges and Universities. (Part III.)
- Educational Associations and Directories. (Part IV.)

Miscellaneous

Annual Report of the United States Office of Education, 1945.

Expenditures Per Pupil in City Schools 1943-44. (Statistical Circular SRS-12.2-026.)

Job Instruction Training for Supervisory Personnel in Sales Merchandising Organization.

Open Doors to Children—Extended School Services.

Radio Bibliography, 1945.

Family Contributions to War and Postwar Morale Series:

(Nos. 1, 2, and 3 of this series were published the previous year.)

We Carry On. (No. 4.)

First Days at Home. (No. 5.)

Catching up With the Children. (No. 6.)

Vocational Education

Fitting and Selling Shoes, Business Education Series No. 16. (Vocational Division Bulletin No. 230.)

Selection of Students for Vocational Training. Occupational Information and Guidance Series No. 13. (Vocational Division Bulletin No. 232.)

Training School Bus Drivers, Trade and Industrial Series, No. 61. (Vocational Division Bulletin No. 233.)

Vocational Education in the Years Ahead, General Series No. 7. (Vocational Division Bulletin No. 234.)

Proceedings of Sixth National Conference of State Supervisors of Occupational Information and Guidance, Occupational Information and Guidance Series No. 14. (Vocational Division Bulletin No. 235.)

Training Restaurant Sales Personnel, Business Education Series No. 15. (Vocational Division Bulletin No. 222.) (Rerun.)

History of Agricultural Education of Less Than College Grade in the United States, Agricultural Education Series No. 55. (Vocational Division Bulletin No. 217.) (Rerun.)

Periodicals

SCHOOL LIFE (10 issues—October 1945–July 1946, inclusive).

HIGHER EDUCATION (18 issues—September 1, 1945–May 15, 1946, inclusive).

Reprints

Reprints from SCHOOL LIFE:

A Supplement to 500 Books for Children (October 1945).

Pan American Club News No. 6 (October 1945).

That Civilization May Survive (October 1945).

Health Needs of School-Age Children and Recommendations (November 1945).

International Exchange of Teachers, Legal Aspects (December 1945).

Interest Measurement—Questions and Answers (December 1945).

Disposal of Surplus Property to Educational Institutions (January 1946).

Educational Systems of the Netherlands East Indies (January 1946).

Services to Negroes (January 1946).

China—Selected References for Teachers (February 1946).

UNESCO—Design for Waging Peace (February 1946).

Recreation and Leisure Time Activities in the School Program (March 1946).

Teaching Aids Available from Federal Government Departments and Agencies (April 1946).

National Council of Chief State School Officers (April and May 1946).

Reprints from EDUCATION FOR VICTORY:

The Netherlands East Indies (May 3, 1945).

Federal Cooperation Rather than Federal Control Should be the Means Used to Improve Education in the States (May 3, 1945).

Union of Soviet Socialist Republics—Selected References (May 21, 1945).

Why Education for Inter-American Understanding (June 4, 1945).

Appraisal of the Food Production War Training Program (June 4, 1945).

War Training Program Brought to Close (June 20, 1945).

Reprints from HIGHER EDUCATION:

Salaries in Institutions for Higher Education, 1941-42 (November 15, 1945).

Regulation for Surplus Property Disposal to Educational Institutions December 1, 1945).

State Educational Agencies for Surplus Property (January 1946).

Office of Education Library

The library continued to serve its usual clientele of Office specialists, research workers, and personnel of other Government agencies. However, the nature of the requests received reflected a transition from the war-centered activities of the past few years. Although numerous requests continued to come in from the War and Navy Departments, expansion of such agencies as the Veterans' Administration brought additional calls from members of their staffs or from persons referred by them. Increased enrollments in graduate schools brought additional requests for information on theses completed in various subject fields. College catalogs and other references on institutions of higher education were consulted by both prospective students and prospective members of the faculties, while the representation of new fields of specialization in the Office brought new demands for materials and service. The year was also marked by the development of a plan of organization and other activities, administrative in character, designed to facilitate the program and services of the Office of Education.

Operations of the Library

Acquisitions.—During the past year 8,000 separate publications were added to the collections, increasing the holdings of the library to approximately 325,000 items. Publications were received by purchase, gift, and exchange, and represented books in education and related fields, periodical titles, textbooks, school reports, courses of study, theses, university and college catalogs.

Selection of books to be ordered, requested on exchange, or as gifts to the library required careful and continuous checking of the regular

trade and subject bibliographies. Progress on the acquisition of needed foreign educational literature was made during the year particularly through the services of the State Department, which requested copies of reports and year books of Ministers of Education and catalogs and other publications of institutions of higher education throughout the world.

Cataloging and processing.—A total of 6,261 volumes were cataloged during the year, involving the preparation and filling of 26,000 cards. With the additional help available during the fourth quarter it was possible to make some progress on the arrears of uncataloged material, particularly in the foreign collection. However, this represented only a small fraction of the work still to be done.

The cataloging department continued to furnish original copy in certain categories of materials for cards to be printed by the Library of Congress, supplying information for approximately 200 titles during the year.

Reference and loan services.—Continued publication of the bi-monthly New Book List served to bring to the attention of specialists the materials added to the library which were relevant to their work. With additional clerical help available during the last quarter, some progress was made in eliminating arrears of work on shelving and rearranging of the collections which have accumulated through the years.

The statistics below indicate the extent to which facilities of the library were used during the year.

Persons using facilities of the library.....	9,310
Circulation of books outside the library.....	6,721
Books used in the reading room.....	25,399
Telephone reference calls.....	7,864
Answers to reference inquiries received by mail.....	1,200
Interlibrary loans (included in 2 above).....	2,216
Books borrowed from other libraries.....	112

Bibliographical service.—The end of the war and the expansion of the United State Office of Education were reflected in the increased number and in the type of requests for bibliographical service in 1945-46. The interest in educational reconstruction abroad and the return of students to the study of education in the United States led to many inquiries on specialized topics and to requests for lists of references in varied areas of education.

The bibliographical service of the library aims to relate the resources of the library to the work of the specialists in the Office and to maintain a constant flow of pertinent literature to members of the

professional staff and to furnish information and bibliographical assistance as needed. In addition to serving the Office of Education, bibliographical assistance was given to many others in the field of education, who referred questions to the library. These questions, concerning historical records or current problems, frequently require extensive bibliographical research. Approximately 250 letters were answered with information on special subjects and lists of references.

An annotated list of new books and pamphlets was prepared monthly for publication in *School Life*. A selected list of reference books for a teachers college in Korea was compiled under the following subjects: Encyclopedias, dictionaries, literature, science and technology, general science, law, agriculture and gardening, transportation and communication. The library continued to cooperate with the Library of Congress by furnishing a quarterly annotated bibliography for inclusion in *Post War Problems: A Current List of U. S. Government Publications*.

Bibliographical service on theses and courses of study.—Although it was not possible to publish the *Bibliography of Research Studies in Education* because of the lack of printing funds, the library continued to collect and tabulate information on theses in education completed at colleges, universities, and professional schools during the year. The files now contain unpublished data on approximately 15,000 theses completed since 1940. Because this information is available only in the Office of Education Library, it is necessary for graduate students and research workers in education to write or come to the library for lists of studies completed in various fields. Approximately 200 requests of this kind were filled during the year.

A total of 320 theses were received increasing the library's collection to 6,794 volumes representing 76 institutions. Receipt of approximately 700 additional courses of study added considerably to the strength of the library's collections in this area. Information on theses and courses of study was made available through the publication of selective lists in *School Life*. Typewritten lists were prepared in answer to specific requests received by mail.

Administration of the Library

Reorganization of the library.—In order to be sure that personnel decisions which had been pending appointment of a librarian would be in line with future requirements, the development of a plan of organization for the library commensurate with the total program of the Office was begun.

This plan, completed in February 1946 and incorporated into the organization chart for the Office provides for a library staff of 21 professional and 19 clerical and subprofessional positions. Present

status of the library in relation to this plan is indicated by the fact that appropriations for 1945-46 provided for 10 professional positions and 1 clerical position.

Following approval of the tentative organization plan, job descriptions for the professional positions were prepared and submitted to the Civil Service Commission for allocation. Requests for allocations of the clerical and subprofessional positions will be made during 1946-47.

Changes in the professional staff involved the resignation of a reference librarian and a cataloger, both to accept other positions, and the appointment of the chief librarian and reference librarian.

Survey of acquisitions.—A survey of current production of books and other materials in education and related fields was undertaken as a basis for developing a plan for determining the library and bibliographical needs of the Office. The survey, completed in June 1946, contains comprehensive and detailed estimates of the quantity of material of various kinds which would be of possible use in the program of the Office, recommendations as to the number or percent which should be acquired currently, and the estimated number which would have permanent research value. The study revealed, for example, that it would be necessary for the library to acquire approximately 28,000 items annually to provide complete support to all phases of Office of Education operations. Of this number, approximately 19,000 should be incorporated into the collections as permanent acquisitions. During the year 1946-47 it is expected that further discussion of the problem with the library committee and with specialists in the Office will lead to the establishment of an acquisition policy for the library which will meet the needs of the Office and provide a basis for determining budget requirements. Data presented in the study will be useful also in working out cooperative agreements with other research libraries for the acquisition of various categories of materials.

Relations with other libraries.—During the year arrangements were completed with the Library of Congress whereby the Office library will receive publications as follows: From their duplicate and unprocessed collections, textbooks and other materials which are within the scope of the Office of Education's activities; of second copyright copies, all elementary and secondary textbooks, and materials in the fields of religious education, school administration, and teaching of various subjects; and when not needed in their reference collections, second copyright copies of college textbooks and texts in the fields of educational psychology and philosophy of education. (These arrangements are described in the following references: Library of Con-

gress General Order No. 1257 of June 25, 1945; Commissioner's letter to the Librarian of Congress dated December 28, 1945; and letter of January 14, 1946, from the Librarian of Congress to the Commissioner.)

Administrative Management and Services Section

During the year the Administrative Management and Services Section supplied staff assistance to the Commissioner, division heads, and specialists in the following fields of activity.

- A. Budget preparation and planning.
- B. Fiscal services, including procurement and property.
- C. Personnel.
- D. Mails and files.

Within the limits of available staff the section has successfully made some important contributions to the operations of the Office. These included the following activities:

1. Development of a plan for programming the work of the Office was initiated last spring. Many preliminary discussions were held and a general plan was agreed to in the last fiscal year. The plan will be developed further, however, in the next fiscal year.

Briefly, the plan contemplates a submission from each division head on the manner in which the divisional program will be undertaken during the fiscal year 1947 as well as a projected plan of the divisional program for the fiscal year 1948. While the initial steps in this program have been completed, much remains to be done in making further refinement to provide the Commissioner with a means of bringing about effective administration and coordination of the work of the Office.

2. Early in the fiscal year 1946 a program was started to classify all positions in the Office to bring them into conformity with the organizational plan of the Office. The classification pattern was fully developed during the past year and the positions have been allocated in accordance with the plan of organization.

Members of the staff worked closely with the Civil Service Commission in the development of registers from which candidates for positions in the Office were to be selected and assisted in the preparation of qualification standards to be followed when changes in regulations permitted the Office to select and make appointments pending the establishment of registers.

3. At the close of the fiscal year a review of the mails and file practices in use by the Office was initiated and data were obtained that will be helpful in developing uniform procedures. Pursuant to an agency-

wide program, a records inventory and appraisal survey was conducted and the results were reported to the agency. This survey involved a review of the records located in all offices throughout the Office and information indicating the number of copies, approximate linear footage involved, dates, frequency of use, and recommended manner of disposition was obtained.

4. The staff has spent considerable time during the past year in assisting professional staff members engaged in special programs such as surplus property, veterans' education, etc. The nature of these programs involved constant changes in plans. Organization arrangements and operations presented unusual difficulties and required more than the normal time expected of the staff working on regular Office programs.

INTERNATIONAL EDUCATIONAL RELATIONS

The International Educational Relations Division carries on the work of the former Division of Comparative Education and of Inter-American Educational Relations. Its objectives are the development of better international understanding and the furtherance of more effective international cooperation. It seeks to attain these objectives by services to schools and teachers of the United States and of other countries through the following programs.

Exchange of Educational Personnel

The Exchange of Educational Personnel Program includes the exchanges of fellows and professors under the Buenos Aires Convention for the Promotion of Inter-American Cultural Relations, teacher trainees from the other American Republics, language teachers, the provision of information on teaching positions in the other American Republics, and the interchange of teachers between Great Britain and the United States.

A total of 30 graduate students from 12 of the other American Republics were in the United States under provisions of the Buenos Aires Convention. These students were enrolled in 22 universities and pursued programs of study in 27 different fields of specialization. Activities of the division included assisting in the selection of candidates from the other American Republics, recommending appropriate personal adjustments to a foreign country, assisting in registration and housing, providing continuous counsel and evaluation of progress, and making arrangements for paying monthly allowances to the students and teacher trainees.

In cooperation with the Department of State, the Division also assisted in the selection of United States graduate students for study in the other American Republics. Nine awards were made and four alternates were chosen.

A program was inaugurated in August 1944, in cooperation with the interdepartmental committee of the Department of State for the education in the United States of teachers from the other American Republics. Five teachers from four of the other American Republics have come to this country to pursue study in a particular field of education at an appropriate educational institution, to observe in our schools, and to confer with specialists in their field of learning.

The division again carried on the selection and notification of 96 teachers of Spanish from our schools who attended the Spanish Language Institute in Mexico City. Sixteen teachers of English from 7 of the other republics were invited to this country. Each teacher became an active participant in the Spanish teaching of a United States school or college, served as interpreter of the culture of his country before community groups, visited a number of schools en route, and attended a special course in the teaching of English at an outstanding institution of higher education.

The division maintained an active file of persons interested in securing teaching positions in other areas of the world. Panels of applicants for positions have been selected for the Inter-American Schools Services of the American Council on Education, the Department of State, and others. Assistance was also given the Department of State in securing professors to go to universities in other countries.

The Division was responsible for the administration of the program for the interchange of teachers between Great Britain and the United States. Under this program, 74 teachers from the United States changed places with 74 teachers from Great Britain.

Basic Studies of Education in Other Countries

During the year, the preparation of studies of educational systems in Central and South America, under the sponsorship of the Interdepartmental Committee on Scientific and Cultural Cooperation was continued. Final reports were completed for Colombia, Chile, Ecuador, El Salvador, Guatemala, Haiti, Nicaragua, and Peru. Field work was done in Panama and Venezuela. Preparation of a report on Brazil was continued.

Preparing Instructional Materials

Requests from teachers in the field as well as from the lay public for curriculum materials relating to countries outside the United States, UNESCO, United Nations, and international relations generally, continued to be exceptionally heavy during the past year. In an effort to meet these demands the loan packets service on Latin-American countries was revised and enlarged. At present packets for 20 subject fields, such as instructional materials, social studies, club organization, and higher education have been developed. Last year about 3,000 of these packets were sent to teachers free upon request, except for return postage. Similar packets on Far Eastern countries were revised but have not yet been circulated. Annotated lists of references on all Far Eastern countries were prepared and mailed free of charge upon request.

About 600 books, charts, and other pieces of instructional material were selected and prepared for use in the Department of State's cul-

tural centers situated in 10 Latin-American cities. The books selected were largely descriptive of United States history, geography, literature, and the teaching of English as a foreign language.

Through the Radio and Transcription Exchange of the Office a number of sets of 16-inch transcription recordings dealing with various foreign countries were supplied on a loan basis to schools and other agencies which requested such service.

A large number of educators from all parts of the world came to the Division for information and help on educational problems.

Consultant Services

Consultant services developed significantly during the past year. Ten members of the division staff served as speakers, resource leaders, and consultants to more than 100 university, college, and professional meetings, institutes, conferences, and work shops in the United States. In connection with international educational organizations, various members of the staff performed such services as the following:

1. Technical expert, United States delegation to United Nations, Educational, Scientific, and Cultural Organization, London, November 1945.
2. United States representative on Education Committee, UNESCO, London, May 1946.
3. United States delegate, Ninth International Congress on Public Education, Geneva, Switzerland, March 1946.
4. Member of Education Mission to Japan, February-March 1946.
5. Consultant to War Department, United States Military Government, Germany, June 1946.
6. Consultant to War Department on selection of educational personnel in occupied areas.
7. Consultant services to Korean Educational Mission sent to the United States by the United States Military Government in Korea. The Near and Far Eastern section of this division prepared a list of suggestions on educational recommendation and development of Korea for the Korean Educational Mission, the United States Department of State, and the United States Military Government in Korea.
8. Services as observer-advisers to the World Conference of the Teaching Profession at Endicott, N. Y., August 1946.
9. Consultation services to more than 1,000 educators of other countries by correspondence, and to more than 400 who came to the Division in person for information and help on educational problems.

Evaluation of Credentials

The number of requests for the evaluation of foreign academic credentials reflects an increasing utilization of our educational resources by foreign students as well as the expanding influence of our schools. In the four fiscal years ending June 30, 1943, 1944, 1945, and 1946, the total number of requests made of the Office of Education for evaluation of credentials was respectively 687, 813, 909, and 1,466. An additional indication of this increase in requests for interpretation of foreign academic credentials is found in a comparison of the statistics for the months of June, July, and August of 1945 and 1946. The number of requests for these 2 years were respectively, for June, 50 and 153; for July, 62 and 183; and for August, 83 and 156. Thus in the summer period of 1946 there were three times as many requests as in the corresponding period of 1945.

In the fiscal year ending in June 1946, there was no significant change in the number of credentials coming from Latin America. From the British Empire and Europe the number was double that of the previous year, and for the Near and Far East the number was about three times that of the preceding year.

Quite naturally these requests have a wider distribution among our educational institutions. The number of institutions making requests for evaluations in the fiscal year ending in June 30, 1944, was 128; the following year the number was 178; and in the fiscal year ending in June 1946, the number reached 275.

Credentials submitted for evaluation were in more than 30 different languages, for the translation of some of which it was necessary to seek the aid of other agencies and in a few cases of private individuals. The credentials of a given student varied from a few lines to many pages. In some of the cases the evaluation involved but a few minutes and in other cases it called for many hours of research.

The Language Program

Assistance to teachers of English, Spanish, Portuguese, and French has been continued through projects stressing international understanding and cooperation. The important role of language study in interpreting American civilization to other nations as well as other cultures to our own people has been emphasized.

During the year approximately 250 instructors and supervisors of English, both national and foreign, visited the Office, where they consulted with staff members and received the specialized publications prepared and distributed by the Division. Written requests for information and counsel from more than 300 additional persons received attention.

About 200 new texts for the teaching of English as a foreign language were acquired for the use of Office of Education personnel, visiting teachers, and persons from other Government agencies. An additional collection of 600 books dealing with outstanding aspects of American life and culture and the teaching of the English language was assembled and turned over to the Department of State for use in the cultural institutes it maintains in Latin America.

Throughout the year the Division acted as technical advisor for the District of Columbia Public Schools Orientation Center for Foreign Students and Trainees. Under a loan arrangement with the Inter-American Educational Foundation, one specialist spent several months in South America lecturing and teaching in summer English institutes for Brazilian teachers of the language. Staff members participated in conferences on the preparation of textbooks and tests for foreign students of English. The manuscripts of three new English texts for Spanish-speaking secondary school students were read critically for the Inter-American Educational Foundation; descriptive bibliographies of texts and teaching materials were prepared and articles on problems and techniques of English teaching were reprinted and widely distributed.

Services to Spanish teachers have included answering several thousand requests for information and material on a wide variety of subjects pertaining to the teaching of Spanish at all grade levels, from teachers in every State and Puerto Rico and from educators in the other American republics.

Contacts have been established with the cultural attachés of Spain and the Latin-American republics with a view to improving the linguistic and informational service of the Division. For one month, March 15 to April 15, 16 Latin-American English teachers, brought to the United States under a special program, served as teaching assistants and informants in high schools and colleges, following arrangements made by the Spanish language specialist.

Through the Division, and upon the recommendation of chief State school officers and other school administrators, 96 teachers of Spanish from 34 states and Puerto Rico were selected and registered for the Spanish Language Institute held June 25 to August 5 in Mexico, D. F. The Division furnished counsel during the planning of this course and later supplied a resident consultant for a fortnight of the 6-week session in Mexico. Service on language-teaching methodology and materials was made available to a large number of teacher-education institutions throughout the country. Articles and news notes were contributed regularly to *Hispania*, the official journal of the American Association of Teachers of Spanish and Portuguese, and to other educational reviews.

The Division provided professional advice and instructional materials on the teaching of French and Portuguese in answer to numerous requests and assisted several Brazilian teachers in finding teaching positions in the United States. Loan packets on Brazilian history, art, geography, and current periodicals were assembled and mailed to interested persons. Student correspondence between United States schools and many European and Latin-American educational institutions was facilitated.

AUXILIARY SERVICES

Service to Libraries

The function of the Service to Libraries Section of the Auxiliary Services Division is to assist State and local communities in achieving the full potentiality of service for their libraries. During the war period, the essentiality of adequate library facilities received noteworthy recognition. The armed forces, realizing the importance of an informed personnel, maintained library systems to an extent never matched before; the Department of State embarked upon an extensive program of overseas libraries to present unbiased information about the United States to the citizens of foreign countries; and the wartime State and Federal agencies found local libraries effective media for the dissemination of basic facts about current problems. In peace, libraries can play just as important a role in the education of all ages and all classes of our population, provided these institutions are adequately supported and administered; and it is to this latter task that the Service to Libraries, within the limitations of an inadequate staff and budget, has been devoting its research, bibliographical, consultative, and informational activities.

The extent of current inadequacies in library service throughout the United States is evident from the fact that:

- (1) At least an estimated 80 percent of the elementary and secondary public schools have inadequate library service or no library facilities at all.
- (2) Over 50 percent of the college libraries are operating on inadequate budgets and with insufficient staffs.
- (3) About one-third of the population has no public library facilities and another third has only inadequate service.

In its attack upon these deficiencies, Service to Libraries undertook during 1946 such activities as those which follow.

Statistics and Research

Statistics on libraries are used not only by research workers but also by administrators and governing bodies. The following inquiries answered during a short period of time give an idea of the practical uses made of the library data collected by the Office:

What are the per capita expenditures for public library purposes, the per capita circulation, and the size of library staffs in 20 large cities? (From a large municipal library for use at a budget hearing.)

What proportion of the budget is spent for books as compared for that spent for periodicals in university libraries? In liberal arts college libraries? In large public libraries? In medium-sized libraries? (From a Federal department preparing a budget for overseas libraries.)

How many professional librarians are currently employed in service libraries? In college libraries? In school libraries? (From the United States Civil Service Commission.)

What are the total book resources, the circulation, and the expenditures of the public libraries in each of the cities with populations over 100,000? (From the editor of a standard annual reference book.)

What amounts do cities with population ranging from 10,000 to 15,000, and having reasonably good library service, spend for salaries and for books? What is their expenditure per capita and how many books per capita do their public libraries contain? (From a Midwest city library for use in an appropriation hearing.)

The proved usefulness of Office of Education library statistics is found in the planning publication of the American Library Association, *College and University Libraries and Librarianship*, which states "The publication of *College and University Library Statistics, 1939-40*, was an event of real importance in the college library field."

Another compilation, *Statistics of Public-School Libraries, 1941-42*, distributed in the early fall of 1945, has been widely used for many purposes: For example, by State supervisors of school libraries to help raise standards of service, by school accrediting associations to assist in revision of standards for member schools, and by publishers to determine potential markets for children's library books.

In cooperation with the staff of the Research and Statistical Service, the public library specialist has had a major responsibility in a Nationwide collection of public library statistics covering the fiscal year ended in 1945. These data were intended as a basis for tabulations and interpretations to be published in the series of library statistical compilations issued periodically by the Office of Education since 1870.

In order to keep the library statistical program adjusted to the needs of the profession, the Commissioner invited a group of library specialists to Washington early in March to discuss problems and make recommendations. These conferees submitted a series of proposals covering the items to be collected, the frequency of collection, and the types of libraries: Municipal public, county public, school, college and university, government, and special.

The public library specialist, jointly with other staff members in the Service to Libraries Section, has assembled data on the legal authority, organization, administration, and activities of State library agencies, intended for publication in a manual now being prepared to assist State library authorities in plans for legislative action. The specialist for school libraries continued research in the field of lay-outs, equipment, and furnishing of school libraries. This staff member also gave consideration to the factors involved in desirable library service to children and young people.

Bibliographical Services

The bibliography, 500 Books for Children, due to urgent requests for an up-to-date, annotated list of elementary library books from such groups as the Department of Elementary School Principals, was supplemented by publication (in the October 1945 issue of *School Life*) of the completed portion of a revision which was under way during the year. Reprints of this 1939-45 Supplement to 500 Books were available for wide distribution.

Various unpublished bibliographies were prepared in the Library Service Section, such as a list of children's books for use of the Inter-American Education Foundation, a list of books on citizenship for use by the Department of State in Japan, and a list of sources of international information available for use in schools.

During the year the specialist for public libraries furnished the publishers of a standard municipal reference work with a list of recent professional publications on public library administration. The specialist for public libraries, as a member of the Inter-Divisional Committee on Adult Education in the Office prepared for the use of that committee, A Preliminary Working Checklist of American and British Books on the Theory and Methods of Adult Education—Published 1940-1946.

Service to Libraries was responsible for the monthly column, New Publications of Other Agencies, in *SCHOOL LIFE*, a selected list of Government documents considered to have significance for librarians and teachers. The unit also assumed the major responsibility for compiling an extensive list of books and periodicals to be used by the Korean Education Commission in stocking a teachers college library in that country.

Consultative and Informational Services

Consultative service was rendered by field trips, by office interviews, and by correspondence. The specialist for school and children's libraries participated in a State-wide library institute attended by approximately 100 school and public librarians at the University of

Alabama. This staff representative conducted daily discussions on books and reading for children and young people, and worked also in the field of library materials in the Latin-American workshops being held on the same campus.

At the Library Planning Conference of the Southern Association of Colleges and Secondary Schools held October 18-23 at Atlanta, Georgia, the specialist for school libraries served as consultant. Problems of the conference were standards for the training of librarians and standards for libraries in the member schools. The State supervisors of school libraries at the meeting asked for a discussion of: (1) In-service training of school librarians; (2) initiation of a leaflet on State school library supervision; and (3) development of a clearing house for the activities of State school library supervisors.

Another type of service was carried on in Louisiana at the request of the State Department of Education and the State Library Commission, where discussions were conducted with librarians of school, parish, and college libraries, and with teachers and school administrators. District meetings were held in New Orleans, Winnfield, Shreveport, Monroe, and Baton Rouge.

Work with teachers colleges included contributions to the first annual Eastern Pennsylvania Library Conference at Kutztown and consultative services at the newly organized school for librarianship at the Western Michigan College of Education. Similar services were rendered at an in-service workshop held in Wisconsin under the auspices of the State Free Library Commission, a discussion group on book selection sponsored by the Michigan Library Association, and a workshop for school librarians at the Indiana State Teachers College.

Service to Libraries was represented on the small Library Advisory Council of the Joint Army and Navy Committee. This group was available, upon request, for consultative service in connection with the library programs of the armed forces.

Representative of numerous consultative services of the public library specialist during the year were the following: (1) At the request of its president, a college for women in the District of Columbia was visited and recommendations were made by the public library specialist as to expansion of shelf and seating capacity; (2) jointly with other library specialists in the Office of Education, the specialist for public libraries was consulted on plans for a new site and building for the suburban public library in Maryland; (3) A local civic improvement association in New Jersey requested and was advised as to publications in library science useful in developing community library service; (4) War Department officials were assisted in the selection of reading materials for air base libraries faced with the problem of serving the civilian population; (5) the specialist for public libraries

participated in the annual Conference of Eastern College Librarians held at Columbia University in the fall of 1946 and devoted to the immediate postwar library problems of colleges and universities.

The specialist for public libraries, in cooperation with other staff members, has prepared monthly for publication in the Library Service column of *SCHOOL LIFE*, a review of significant activities of public and school libraries in various States and localities. This information has been based on official data selected for its importance as a useful pattern of library service and as library news of interest to educators.

Consultative service was given also through office conferences and by correspondence with librarians, teachers and administrators from the United States, official visitors from foreign nations, and United States appointees being sent abroad on foreign assignment. Among foreign visitors were included a representative of the newly organized Ministry of Education in Australia, and a representative of the Siamese Government, who spent several months studying the children's books assembled by the specialist for school and children's library work.

Representing Library Interests Nationally

Close cooperation was maintained with national and State library associations. The relationships with the National Relations Office of the American Library Association have been of mutual help. National meetings, governmental and nongovernmental, have been participated in, where library interests are involved and information about developments passed on to school, college, and public librarians. Unfortunately, it has not been possible to perform this service adequately because of lack of staff.

The section has engaged, however, in activities with national organizations. For instance, conferences were held with a representative of the General Federation of Women's Clubs in connection with the latter's proposed program to provide a youth library in every community. As a result of these conferences, the specialist for school and children's libraries prepared a folder on youth libraries which was given wide distribution. This specialist also cooperated with other staff members of the office in preparing a chapter for the current yearbook of the Department of Elementary School Principals. Included among the other national organizations in which the specialist represented library interests were: Association for Childhood Education; Educational Policies Commission; American Association of University Women; American Junior Red Cross, and the National Congress of Parents and Teachers.

At the request of the Illinois State Civil Service Commission, the Service to Libraries Section conducted, for the area around Washing-

ton, the examinations for library positions in Illinois. This involved the administering of the written tests and the holding of oral examinations of the applicants. It constitutes a good example of how this national agency can be of practical assistance to State library agencies.

Until the library consultant for surplus property was appointed to the staff of the division in the office responsible for that program, the unit gave considerable time to the problem of surplus army libraries, textbooks, and other materials. It meant contact with Federal officials on the one hand and with the State and local library authorities on the other.

In the light of the present deficiencies existing in our school, college, and public library systems, this function of representing library interests at the national level should be greatly strengthened. It should be performed in cooperation with the activities of other Federal libraries in some cases, but in many instances it should be the special responsibility of the Service to Libraries Section. It will mean carefully planned and executed research to produce or reemphasize guiding principles in the field of library operation and extension.

Educational Uses of Radio

The volume of requests for program materials, informational and advisory assistance, and consultation services received by the Educational Uses of Radio Section during the fiscal year ending June 30, 1946, was approximately double that of the preceding year. The bulk of this demand was directed toward obtaining informational materials and consultation services relating to the production, broadcasting, and use of radio programs and recordings designed to serve specialized educational applications. Increasing specificity in the nature of requests received, along with a noticeable emphasis on instructional methodology and diversified program-utilization techniques indicates wider appreciation and understanding of the potentialities of radio and audio aids in accelerating learning, in broadening its scope, and in promoting its retention.

Script, Transcription, and Information-Exchange Services

During the year, 70 new educational-program scripts have been put into circulation through the script exchange, and the number of recorded educational programs available to educational institutions through the Transcription Exchange has been increased by another 50 programs. These new educational-program acquisitions tend partially to off-set the number of scripts and transcriptions dealing with problems of war-time significance which have been retired from circulation because of sharply-diminished borrower interest. This has tended to keep the volume of script and transcription circulation for the past

fiscal year at approximately the same level as that of the three preceding years. It should be pointed out, however, that the demand for educational-program scripts and transcriptions dealing with cultural, scientific, and vocational topics is growing at a more rapid rate than that of new program acquisitions. This is due, in part, to the fact that more schools are beginning to use educational-program scripts and transcriptions, and, in part, to the fact that schools and colleges now in the process of developing new educational FM broadcast stations are turning to the Office radio section for these program materials.

TABLE 6.—*Services provided by the Educational Uses of Radio Section, fiscal year 1945-46*

Materials or services provided on request	Volume for 1945-46	Volume for 1944-45	Grand total to date
1	2	3	4
Supplementary (informational) materials:			
Radio Manual, Radio Glossary, Handbook of Sound Effects, and Radio-Program Production Aids (all separate publica- tions).....		1,536	57,164
Production Aids (includes above publications and replaces them).....	1,175		1,175
Radio Bibliography.....	3,096		10,661
College Radio Courses (a directory of courses for teachers).....	1,850	35	5,959
Technical Publications (loan circulation).....	134	227	6,418
FM for Education (miscellaneous No. 7).....	5,027	2,975	8,002
Standards for College Courses in Radio.....	2,000	2,200	4,200
State-wide Educational FM Broadcast-System Planning (mimeo.).....	1,015	559	1,574
Coordinated State-wide Educational FM Broadcast Planning (mimeo.).....	625		625
Information Bulletins on Educational-Station Planning (mimeo.).....	351		351
Total.....	15,273	7,532	96,129
Catalogs:			
Fourth-Edition Script Catalog and O. C. D. Script Catalog (dropped).....		499	11,290
Scripts-for-Victory Catalog.....	125	1,406	9,064
Script-Catalog Supplement.....	95	199	6,616
Transcriptions-for-Victory Catalog.....	927	1,288	8,955
Transcriptions-for-Victory Catalog Supplement.....	1,231	599	1,830
Totals.....	2,378	3,991	37,755
Miscellaneous:			
Transcription Circulation (program loans).....	2,481	2,604	13,060
Script Circulation (program loans).....	6,329	8,989	352,386
F. R. E. C. Service Bulletin (total copies).....	49,166	40,000	389,666
F. R. E. C. Program-Listing Service Bulletin.....	9,300	5,198	19,198
Requests Filled for Technical Advice or Information.....	502	493	1,891
States Given Requested FM-System Planning Assistance.....	10	14	26
Individual Requests Received for one or More Services.....	16,438	16,159	103,239
Separate Pieces of Out-Going Mail.....	37,815	39,826	Unknown.

The general trend, on the part of schools and colleges, toward developing educational FM broadcast stations has greatly accelerated the demand for information concerning administrative procedures for the planning and development of educational FM broadcasting stations and State systems, the translation of educational-program needs of listeners into scheduled program services, and techniques of educa-

tional program production and use. This is reflected in the fact that the demand, for the fiscal year just ended, for informational publications dealing with these subjects, as shown in table 6 was slightly more than double the demand for corresponding materials during the preceding year.

Federal Radio Education Committee Services

A number of changes have occurred, during the past fiscal year, in the membership of the Federal Radio Education Committee. Upon termination of term of office as president of the National Association of Broadcasters, J. Harold Ryan resigned as a member of the FREC, to be replaced by the Association's new president, the Honorable Justin Miller. Similarly, when Harrison B. Summers resigned as director of public service programs for the American Broadcasting Co., his successor, Robert Saudek, replaced him as the American Broadcasting Co. representative on the Federal Radio Education Committee. Edgar Kobak, president of the Mutual Broadcasting Co. was appointed to represent his network as a member of the FREC.

In view of the fact that American Education is presently concerned with redefining its obligations in this period of transition from a period of wartime economy, it is but natural that the membership of the Federal Radio Education Committee should undertake a thoughtful review of its past accomplishments in the light of both continuing problems in the field of education by radio and such new problems as can be anticipated at this time. To this end, the special committee to study postwar activities has unanimously recommended continuation of the FREC, and has outlined more than a dozen new research and service activities that might legitimately be undertaken by the Committee if and when funds can be found to support them. (A proposal to raise the necessary funds through one or more of the educational foundations, as well as through the National Association of Broadcasters, was under consideration at the close of the fiscal year.) Likewise, the special committee to consider possible expansion of FREC membership has suggested names of a dozen new organizations for possible membership in an effort to make the FREC more completely representative of all groups concerned with education by radio. (Action on its report was deferred for consideration until the time of the 1946 fall meeting of the Executive Committee.)

Meanwhile, established FREC services have continued during the past fiscal year. Although demands for copies of the monthly Suggested Radio Programs for Student Listening were approximately doubled those of the previous year, reduced personnel and lack of funds made it necessary to keep the mailing list to a minimum. However, toward the close of the fiscal year, arrangements were made with

the publishers of the Scholastic Teacher magazine to print the full program listings as a monthly feature. It is hoped that similar arrangements can be made with other professional educational journals in the interests of extending the circulation of the program listings still further.

Preparation of the annual Directory of College Radio Courses, suspended during the wartime years, was resumed this year in response to demands from students specializing in this field, and from representatives of the radio-broadcasting industry. Returning veterans and their counselors, as well as college student counselors, have commended the FREC for making this useful information available. The total supply of 3,000 copies that were made of the current directory already has been distributed, and new data are now being collected for the next edition. Wartime restrictions reduced the mailing list of the FREC Service Bulletin to slightly under 5,000 names.

Advisory and Consultation Services

Four general types of advisory and consultation service were provided during the past fiscal year in response to the requests received for assistance. Stated in order of amount of staff time expended in meeting these demands, these services were: (1) Assisting State departments of education, colleges and universities, and city school systems in relation to the planning of educational FM broadcast stations and the program services to be offered; (2) providing requested information or advice to individual school systems and teachers in relation to problems of educational-program selection and use, audio-equipment selection and use, and school audio-equipment requirements for specialized applications; (3) participating in meetings and projects involving various aspects of the use of radio in education; and (4) meeting with representatives of national service organizations and of broadcasters to discuss problems of producing programs to serve particular educational applications.

During the fiscal year, direct field assistance in the nature of administrative, procedural, and technical consultation was provided to State educational FM broadcast-system planning bodies in each of 10 different States—Virginia, North Carolina, South Carolina, Georgia, Alabama, Texas, Indiana, Ohio, Connecticut, and Maryland. Assistance of the same kind was also provided to planning bodies in each of four other States through consultations with individuals that were sent to Washington to meet with Radio section personnel. In addition, field service in the nature of participation in State and regional conferences to promote the use of radio in education was provided to a total of 11 different States. As of June 30, 1946, a total of 31 States

were known each to be planning the development of enough educational FM broadcast stations to insure substantially State-wide program service, while 12 of these were actively engaged in developing plans for complete State-wide educational FM broadcast systems.

Assistance provided in response to requests for assistance or advice relative to radio-education problems of individual school systems and teachers was of three general types: (1) Sending printed or mimeographed informational materials dealing with the problem specified; (2) providing the requested information or advice by letter; and (3) preparing carefully detailed information pertaining to problems of unique or highly specialized nature.

Requested participation, by members of the Radio Section's professional staff, in special meetings and projects involving the use of radio in education accounted for somewhat over 80 man-days of staff time, and included such kinds of assistance as (1) speaking before teacher groups and meetings of educational and civic organizations concerned with the use of radio in education; (2) participating actively in the work of the Joint Committee of the Office and the Radio Manufacturers Association on Standards for School Audio Equipment; (3) taking part, as discussion leaders and special-problems consultants, in the Ohio and the Wisconsin State Radio-Education Planning Workshops held during July and August of 1945; and (4) serving on the advisory committees of professional radio-education organizations such as the Institute for Democratic Education (New York City) and the School Broadcast Conference (Chicago).

Joint Study of School Audio Equipment Standards

The special committee which was created, in June 1944, under joint auspices of the Office of Education and the Radio Manufacturers Association to study problems school people encounter in the use of various kinds of radio and sound-amplifying equipment, and to develop recommendations as to design, construction, operative characteristics, and performance standards for equipment of this kind, completed an exhaustive study of central program distribution systems and related accessory equipment in the schools. This report is being published at the expense of the Radio Manufacturers Association. Scheduled for similar study during the coming fiscal year are radio receiving-sets for classroom use, together with equipment for making and playing recorded programs.

Liaison Services

Liaison relationships that have been maintained by members of the Radio Section's professional staff during the past fiscal year include the following:

1. Continuing promotion of mutual understanding (of problems, motives, and needs) between educators and broadcasters, through the medium of the Federal Radio Education Committee.
2. Direct liaison with the National Association of Broadcasters and with "key" personnel of the radio networks and independent stations, aimed at keeping commercial broadcasters continuously informed of developing trends in the use of radio in education.
3. Direct liaison with the Association for Education by Radio, the National Association of Educational Broadcasters, the National Educational Association, and other professional organizations and groups of educators concerned with the use of radio as an educational medium.
4. Direct liaison with the Federal Communications Commission aimed at keeping that body continuously informed of the status and directions of planning for noncommercial broadcasting by educational institutions and State departments of education, in an attempt to make sure that the Commission fully understands the needs, problems, and motives of existing and prospective educational-station licensees.
5. Direct liaison with the Radio Manufacturers Association and with other trade organizations representing manufacturers, distributors, and retailers in this field, aimed at promoting a clearer understanding, by the radio manufacturing industry, of specific educational applications and conditions of operation for which they will need to provide in the design, construction, and installation of equipment items they produce for the school market.
6. Direct liaison with the Institute of Radio Engineers and with professional radio consulting firms, aimed at the continuous accumulation of NEW technical information pertinent to the designing, production, and use of new communications—equipment items for educational applications.
7. Direct liaison with service, religious, and professional groups and organizations interested in the production and/or use of educational radio programs and transcriptions. (Groups of these kinds with which close working relationships have been maintained over the past fiscal year include various religious groups, educational foundations, and a variety of national organizations such as the Association of Women Directors of the National Association of Broadcasters, the Association of Junior Leagues of America, the Girl Scouts, the Intercollegiate Broadcasting System, and Town Hall, Inc.)

Visual Aids for War Training

With the end of the fiscal year, 1946, the Division of Visual Aids for War Training completed its wartime production program. The division was created in February 1941 to produce visual aids specifically designed to expedite the training of war workers.

During the 5 years of its existence the division produced a total of 457 visual-aids units, which included 457 sound motion pictures, 432 silent film strips, and 457 instructors' manuals. It was planned that the sound motion picture, silent filmstrip, and instructors' manual would be used as a unit of visual materials with each complementing and supplementing the other.

These visual aids units were produced in the basic areas of wartime training where the shortages of manpower were most critical and where visual materials could make the optimum contribution. The primary purpose was to assist in training men by providing an authoritative film demonstration which used all the unique techniques of visual presentation to present the essential facts, develop an understanding of the basic principles involved, assist in developing desirable attitudes and appreciations, and to provide a picture, which the trainee would imitate, of a skilled operator performing a job.

Extent of Production

The following table indicates the total number of visual-aid units produced in the various subject-matter areas:

<i>Subject areas</i>	<i>Total number of productions in each subject</i>	<i>Subject areas</i>	<i>Total number of productions in each subject</i>
Machine shop work-----	125	Farm work-----	18
Aircraft work-----	77	Refrigeration service-----	15
Precision wood machining-----	41	Nursing-----	14
Shipbuilding skills-----	40	Foundry practice-----	14
Electrical work-----	28	Plastics-----	10
Engineering-----	23	Optical craftsmanship-----	6
Problems in supervision-----	22	Welding-----	5
Automotive operation and maintenance-----	19	Total-----	457

Each of these general areas of subject matter included many different types of work. For example, the 125 units in machine shop work include the following:

<i>Subject areas</i>	<i>Total number of productions in each subject</i>	<i>Subject areas</i>	<i>Total number of productions in each subject</i>
Basic machines-----	4	Operations on grinding machines--	23
Precision measurement-----	8	Operations on the horizontal boring mill-----	6
Carbide tools-----	5	Operations on the vertical boring mill-----	3
Blueprint reading-----	5	Operations on the shaper-----	3
Bench work-----	10	Operations on the broaching machine-----	3
Operations on the lathe-----	17	Operations on the planer-----	2
Operations on the drill press-----	5	Operations on the gear hobber-----	5
Operations on the turret lathe-----	7		
Operations on the milling machine-----	15		
Operations on the metal cutting band saw-----	2		
The use of single point cutting tools-----	2		

Each of these series in turn consisted of film demonstrations of a graded series of specific jobs.

Each of these general subject matter areas was selected by the Office Committee after a careful study was made of the areas where manpower shortages were critical and in terms of the continuing usefulness of the material in peacetime training. These subjects were then submitted to the War Manpower Commission for approval. In the meantime, staff members prepared job break-downs and treatment synopses.

Contracts Awarded

Production was undertaken by commercial producers working under a production contract awarded on a competitive-bid basis. Altogether 35 commercial producers located in all parts of the country assisted in the production program of the division. The commercial producers were guided and assisted in their work by a team of Office specialists; one a specialist in the use of visual techniques in education and the other a specialist in the subject matter of the film under production.

The production of motion pictures in machine-shop work introduced new problems of accuracy and authenticity, for it introduced a new dimension. An operation on a machine could be completely accurate in terms of the operations and the end result, but could be quite undesirable in terms of the movements of the operator which could be awkward, or unsafe, or inefficient. To make certain that the films were completely accurate and trustworthy instructional materials, a local vocational advisory committee was established in each State to check each step in the production of each series of films at the studio or in the shop of the commercial producer.

The finished visual aids units were sold outright to all training groups interested in purchasing and using them. This policy was followed since it was believed that (1) the films would be most effectively used when they were locally available at the time they fitted best into the course of instruction, (2) the distribution of the films should be achieved at the lowest cost to the Government.

Film Distribution

Following the basic policy of utilizing existing facilities, the distribution of the films was awarded on the basis of competitive bids on a contract. For the fiscal year of 1946 they were distributed by Castle Films, Inc., of New York City.

After the division had been in operation for some time, Congress in making the annual appropriations placed the production on a liquidating basis and provided: "Copies of slides and films hereafter made shall be sold at a price sufficient to pay the whole cost of production of such slides and films." On the basis of estimated sales, it was decided that \$5.75 per sound motion picture and \$0.35 per filmstrip should be returned to the Treasury Department.

Extent of Sales

The following table indicates the number of prints sold and the moneys returned to the Treasury Department during the fiscal year 1946:

TABLE 7.—Sales for the fiscal year 1945-46

Date	Number of—		Money received
	Motion pictures	Film strips	
1945			
July	880	413	\$5,181.55
August	526	431	3,175.35
September	651	1,556	4,287.85
October	564	449	3,367.75
November	770	676	4,664.10
December	74	28	435.30
1946			
January	1,113	1,085	6,779.50
February	304	611	1,961.85
March	557	644	3,428.15
April	605	750	3,741.25
May	254	515	1,586.75
June	632	504	3,810.40
Total	6,990	7,662	42,420.50

A summary of the sales during the previous years follows:

Fiscal year	Number of prints sold		Sums returned to the Treasury
	Motion pictures	Film strips	
1941-42-43.....	28,112	0	0
1944.....	3,038	1,250	\$12,951.75
1945.....	7,542	5,907	52,380.15
1946.....	6,990	7,662	42,420.50
Total.....	45,622	14,819	107,751.85

During this same period the armed forces purchased a total of approximately 22,000 prints of the sound motion pictures. Altogether some 67,000 prints of the sound motion pictures and 15,000 prints of the filmstrips have been purchased for use in training. None of the years listed were ever free of various material shortages that tended to make the sales less than the demand.

During the war period the sales of prints (exclusive of the armed forces) were approximately 75 percent to war industries and 25 percent to vocational schools. During the fiscal year of 1946 the averages were changed considerably with approximately 70 percent to schools, 15 percent to industries, and 15 percent to foreign governments. Prints have gone to South Africa, Canada, New Zealand, Australia, China, India, Mexico, Brazil, Chile, and other nations.

In addition to the foregoing production program the division through funds provided by the Office of Inter-American Affairs provided Spanish and Portuguese versions of five of the subjects on the lathe. The division also with funds provided by the United States Public Health Service produced three sound motion pictures dealing with the pasteurization of milk and two films on the techniques of mass

radiography. All of these films are distributed within the United States through the present Office of Education distribution contract.

The division through its distribution contract has also made available to educational institutions approximately 400 additional films produced by the armed forces, the United States Public Health Service and the Civil Aeronautics Authority.

Publications

As a part of its wartime production program the division was responsible for the issuance of a catalog of Government films, which listed for the schools the films produced by the various governmental agencies and available for educational uses. The division has also directed the issuance of a complete catalog of the films distributed under its distribution contract, as well as the monthly newsletter describing the films most recently placed on sale. The final report of the wartime activities of the division was given in the Office of Education Bulletin 1946 No. 13, *Training Films for Industry: Final Report of the War Training Program of the Division of Visual Aids for War Training*. This report provides a discussion of the problems of educational film production, and suggests some of the research needed in the field. As a result of the wartime activities of the division there remains as a continuing contribution to vocational training the visual aids units. The large majority of these will continue to be as useful in peacetime training as they were in wartime. The division maintains a library of its own productions, which is available to all Government agencies and visitors for previewing and study. There also remains approximately 20,000 still pictures that represent the original negatives used in the production of the film strips. These stills are being made available to publishers of textbooks and magazines for illustrative purposes. Schools are also requesting copies of these and are using them to develop posters and other classroom aids.

The increasing interest of all types of educational institutions in the field of visual education has been manifested by a constantly increasing demand for assistance in the various phases of production, distribution, and utilization. The division, therefore, in addition to its wartime functions of film production, undertook to make the services of its staff available to consult and advise with educational institutions and industrial organizations, and other governmental agencies.

The period of the war has seen a great increase in the general understanding of the potential role that visual aids can play in education. The widespread and intensive use of visual aids in the training of the armed forces has received wide attention. Furthermore, as the members of the armed forces return to positions of influence in their

home communities they are often responsible for developing the interest of the local schools in the more effective use of these new tools of instruction.

As a result of these influences the demand for assistance has increased beyond predicted limits. Schools, business organizations, industrial concerns, governmental agencies, international agencies, and foreign governments are interested in developing a more competent understanding of the applications of visual education. Some assistance has been given on an increasing scale but it is difficult if not impossible to meet effectively the existing demand.

At the present time there exists no complete and authoritative body of statistical data in the field, the training of personnel in the field of visual education is quite inadequate, there is a dearth of good courses in the use of visual aids in the education of prospective teachers, and the general demands for knowledge far exceed the information that is now available. There is a serious need for further study and research of the problems of utilization, distribution, and production.

The war period saw great advances made in the field. It remains for peacetime study to apply the knowledge gained during the war to the problems of education and to conduct the study and research necessary for the continuing development of these new tools of instruction.

SCHOOL ADMINISTRATION

The Division of School Administration realizes that no State or local system or program of education is likely to advance far beyond the vision, the imaginative leadership, the genius for organization, or the resources of technical skill and knowledge which its chief executive officer can bring to bear upon its administration. The primary effort of the division, therefore, has been to make available technical leadership resources which can be provided most effectively at the national level to rapidly improve the quality of educational administration at local levels, and thus to contribute to national strength, security, and prosperity.

The division has been able to meet only a small fraction of the requests and demands from the field for greatly needed services. The very limited staff, however, spread its services over a wide range of important problems and over widely separated areas of the Nation. The work of the staff involved activities of which the following are typical:

1. The maintenance of current comprehensive cumulative files on problems of educational administration, and using same in conducting correspondence, interviews, and committee work.
2. Research for discovering, gathering, organizing, analyzing, and presenting information regarding all aspects of school administration with particular attention to needs, problems, trends, and successful programs of operation involving significant developments.
3. Participation in State, regional, and national conferences, workshops, committee studies, and activities, conventions, meetings, and important activities of all legitimate kinds where problems of school administration of national concern are considered.
4. Consultative services for and participation in surveys of State education systems or selected city or county systems.
5. Field visitation and services to State departments of education, colleges, and other appropriate educational administrative agencies.
6. Publication of leaflets, pamphlets, bulletins, study and survey reports, and by preparing articles for publication by professional magazines.
7. Maintenance of working relationships with, and provision of consultative services for professional and technical organizations and appropriate lay organizations whose activities have implications for school administration.

Work With Chief State School Officers

By constitutional provision in 33 States, and by State statutory law in the remaining 15 States, the chief State school officer has been

designated as the head of the public school system. Ordinarily he serves as the chief executive officer of the State board of education. He is responsible for long-range planning and for professional leadership on all matters pertaining to education within his State. He has professional, legal, and official responsibility for influencing public officials of the State in the establishment and maintenance of the State pattern of education and in setting minimum standards for the various local subdivisions.

The chief State school officer exercises his responsibilities through a professional staff known as the State department of education which, as a legally established agency of official State government, is under his general direction. The State department of education must provide broad professional leadership and expert, technical consultative services not otherwise readily available through a local school administrative unit. Probably no official or professional agency is comparable to the State department of education in potential influence for the advancement of education along sound lines.

Poorer and less favored school communities, while retaining local control of their schools, must look to this official State educational agency for a high quality of leadership beyond their local power to provide. They must also look to the State department of education for the establishment and execution of sound policies for the equitable distribution of State funds to provide more nearly equalized educational opportunities throughout the State.

The United States Office of Education maintains a constant, official, direct relationship with each chief State school officer and with each State department of education. In addition, the Division of School Administration has established definite working relationships with the National Council of Chief State School Officers, an organization to coordinate and unify the study and activities of State departments of education on problems of common concern. During 1946 the Commissioner of Education and the director of the Division of School Administration met often with the officers and the executive committee of the organization and served as consultants on most of their plans.

A division staff member was assigned to serve as secretary of the planning committee of the study commission established by the council.

Office of Education specialists from several of the divisions served as consultants to various committees on studies undertaken by the study commission.

The April and May 1946 issues of *SCHOOL LIFE* carried complete reports of the annual convention, resolutions adopted, reports to the council from committees of the study commission on a wide range of problems, and the policy statements of the National Council of Chief

State School Officers. Reprints of this special material have been made widely available.

The director of the Division of School Administration has been designated as liaison between the council and the United States Office of Education.

General Administration and Business Management Services

In the absence of staff members to be assigned on a full-time basis to give attention to a wide range of problems in general administration and business management, the director has attempted to answer correspondence and provide consultative services on many and varied problems on which there is increasing demand from the field for specialized technical service from the United States Office of Education. Such problems include the organization and functions of State, city, and county departments of education; budgeting, accounting, and reporting procedures; purchasing, handling, distributing and using of supplies and equipment; the pre-service and in-service education of school administrators; special problems of rural school administration and the reorganization of school administrative units.

Pupil Transportation Services

In pupil transportation, as in other fields, 1945-46 was a period of reconversion. During the war, State and local school systems made every effort to provide essential transportation service with minimum interference to the war effort. Bus routes were skeletonized to save tires and gasoline. Old buses were patched up, sometimes at very high cost, to make them last through the war. Bus drivers and school bus mechanics left school transportation in large numbers for activities more remunerative or more directly connected with the war. They were replaced by housewives, highschool boys and girls, and general handy men. Most of the children got to school most of the time, but often under difficult circumstances. The urgency of these problems made it necessary for the Office of Education, as well as many States and local school units, to devote increasing time and energy to the whole area of pupil transportation. In 1945-46 attention was centered on certain of the most pressing problems on which progress must be made to provide safe, economical, and efficient transportation for all children entitled to the service.

Because of the acute need for new equipment it was a foregone conclusion that tens of thousands of school buses would be purchased in the first few years after the war. To make sure that all of these new buses would be the best that the industry could build at moderate cost, there was need for a revision of the national bus standards adopted by a conference of the representatives of all the States in

1939. The Office of Education participated in planning and carrying on a conference which was held at Jackson's Mill, W. Va., in October 1945. From this conference resulted a new set of national school bus standards which are rapidly being adopted in most of the States.

Attention to the pressing problem of the selection, employment, training, and retention of competent and reliable drivers for school buses required much time and intelligent planning in 1945-46. Many States do not yet have adequate standards for school bus drivers and the standards which do exist vary widely from State to State. Less than one-third of the States now have organized programs for the training of school bus drivers. However, a large majority of the States are now actively interested in setting up adequate standards for drivers and in giving them a course of training after they are employed. Many State transportation supervisors have been asking for information on the experience of other States on these problems. To help those who are responsible for formulating programs for the selection and training of school bus drivers, the Office of Education published Pamphlet No. 100, *School Bus Drivers—Current Practices in Selection and Training*.

In 1944 the Division of School Administration initiated a comprehensive survey of pupil transportation to include studies on (1) the legal basis; (2) financing; (3) records and reports; (4) the selection and training of school bus drivers; (5) school bus standards; (6) school bus maintenance; (7) methods of purchasing buses; (8) ownership of buses; (9) insurance; and (10) State and local responsibility. Studies on these problems were scheduled to appear over a period of 3 years. The 1945 National Conference on School Bus Standards requested that the study on pupil-transportation insurance be completed as soon as possible. Since the studies on two of the other problems were in a more advanced stage and since the limited staff working in this field could not issue the study on insurance this year, the research division of the National Education Association was requested to complete the study. This they agreed to do and the Office turned over to them the incomplete data which had been collected on the insurance problem. As a result of the cooperation of the NEA, this study can be issued at least a year earlier than otherwise would have been possible. Other aspects of the study were continued by the Office of Education.

Considerable progress was made in the collection of information for a study on school bus maintenance. A great deal of material concerned with the maintenance of motor vehicles is now available, but much of it either presumes the maintenance of large fleets of vehicles on a commercial basis or the maintenance of vehicles which travel great distances in the course of a year. There is urgent need for setting up procedures which will apply to the maintenance of school

transportation facilities ranging from single vehicles to fleets of 100 or more which wear out more from deterioration than from use. Several States have had valuable experiences in setting up such programs and operating them over a period of years and this study will pool these experiences and evaluate them. In this study assistance is being given by an advisory committee composed of persons who have had extensive practical experience in the operation of school bus maintenance programs.

Because of the quick growth in pupil transportation and rapidly changing conditions, many local units which have been operating extensive programs for a period of years have been requesting their own State departments of education to conduct pupil transportation surveys. The Office assists in such surveys insofar as it can be of help to State departments of education in establishing patterns for them. Staff members cooperated this year with several State departments of education in carrying on the field work and in writing up reports for a number of county surveys of pupil transportation.

The Division of School Administration performed two continuing, direct special services designed to assist States in keeping abreast of developments in the field of pupil transportation. First, it continued the practice, begun during the war, of sending periodically to all State supervisors of pupil transportation memoranda which gave information on some late event or development. These memoranda were not sent according to any schedule, but only when it seemed that State supervisors should receive information which would be of assistance to them. Second, the division initiated a packet loan service for supplying to those interested in certain problems in pupil transportation all materials related to those problems published by State departments of education. For example, one packet contains all State laws concerned with pupil transportation and another contains all State published documents and forms relating to procedures in the purchase of school buses. Any State interested in developing procedures to be followed in the purchase of school buses may obtain all existing State publications on this topic simply by writing to the Office of Education. Packets of material related to 18 pupil transportation problems have been assembled and are loaned for periods long enough to permit the borrowers to make full use of the materials.

The division has continued to offer consultative services in the field of pupil transportation. In addition to assistance through correspondence, visits were made to several State departments of education to discuss with appropriate staff members the most pressing problems of their schools in rendering this service. A staff member served as consultant to a pupil transportation conference which was composed of representatives of 11 Midwestern States. In addition to working with the States, the Office continues to cooperate with other organi-

zations and agencies which work with problems related to pupil transportation, such as the National Safety Council, the Safety Commission of the National Education Association, the American Automobile Association, and the Automotive Safety Foundation.

School Finance Services

Reports collected and compiled by the Office of Education indicate that substantial increases were made during the year throughout the country in the amount of funds provided for the public schools. These increases were provided for principally in local school district budgets. Some of these were prepared during July and August of 1945 for the school year 1945-46 and others during the closing months of the fiscal year 1946 for the school year 1946-47. The most important item of expense for which additional funds were provided was that for salaries of teachers. These increases range from small to comparatively large amounts.

Important developments during the year regarding the financing of the public schools are the many proposals voted upon favorably for school district bond issues. School patrons generally have favored a proposal to incur school-district indebtedness, when current funds are insufficient, to improve their school building facilities. Probably in no other time in the history of the country has there been more consideration given by local school districts to school building construction needs and consequently the voting of school district indebtedness for the purpose of borrowing money to finance such construction.

Unusual activity in State and local programs to improve the financial status of schools has been accompanied by increasing requests for information, advice and technical services from the finance section of the Division, during the fiscal year.

In addition to many other important activities, the Specialist on School Finance:

1. Continued the study of State Plans for Financing Education—a State by State study. Completed the description of one additional State plan which was published in the June 1946 number of *SCHOOL LIFE*. Revised previously prepared descriptions of two other State plans.
2. Completed the work on the report of Federal Government Funds for Education, 1944-45 and 1945-46. (Leaflet No. 77.)
3. Issued Pamphlet No. 99, State Plans for Financing Pupil Transportation.
4. Continued work on the study, Essentials of a Satisfactory Plan for Financing the Public Schools.
5. Took part in several conferences in which State and other school administrators participated in study and discussion of school finances.
6. Served as a member of the Interdivisional Committee on Research and Statistics. This committee was established to:
 - Develop recommendations on the general research program of the Office and statistical reporting projects. Advise the Chief of Research and Statistical Service regarding the work of that Service.

School Legislation Services

During the fiscal year ending June 30, 1946, the Division of School Administration carried on through its section on School Legislation a number of studies on important phases of school legislation and rendered consultative services touching many current problems in school legislation. The Office was called upon more than in any previous year to render information and guidance services to interested persons concerned with Federal legislation affecting education. Probably more congressional action relative to education was in evidence than in any other single session in the history of the Congress. Information was constantly requested relative to pending educational measures. The Specialist in School Legislation attended hearings on educational bills before Congress and endeavored to keep abreast of legislative developments affecting education.

In 1945, practically all the State legislatures were in session and there was considerable State legislative action affecting education. A study of this legislation continued throughout the year. The Specialist in School Legislation visited a number of State departments of education in 1946 where important educational legislation was under consideration, deriving useful information on current State legislative developments affecting education, and was available for consultation by officials in State departments of education and representatives of State education associations.

In addition to rendering consultative services on a wide range of problems in educational legislation, the Specialist in School Legislation engaged in a number of projects, which included the following:

1. A review of 1945 State legislative action affecting important phases of education, including a summary of recent State legislation affecting Federal-State educational relations was published in *SCHOOL LIFE*, January 1946.
2. The Division continued cooperative services in connection with the National Survey of School Transportation, with special attention to State laws affecting the transportation of school children. This project involves an analysis by States of the numerous statutory provisions applicable to the operation and maintenance of State systems of pupil transportation. This study has for its object to ascertain what type of laws governing school transportation seem to produce the most satisfactory results. Satisfactory progress is being made on this important study which will be continued into the fiscal year 1947.
3. Upon invitation from the president of the Association of School Business Officials, the Specialist on School Legislation attended in Pittsburgh a 4-day convention of school business officials and served as consultant to the organization. He addressed the convention on Recent State Legislative Action Affecting the Business Management of Schools, and participated in group discussion of problems in the management of school business affairs.

4. Work has continued on the project of developing a bulletin on the Codification and Improvement of State Laws Relating to Education. This study is designed to serve as a handbook of useful information, suggestions, guiding principles, procedures, classification of subject matter, etc., designed chiefly for the use of those interested in and engaged in improving their State school laws. There is considerable awareness of the need of simplification and recodification of school laws in many States. An increasing number of State legislatures are concerned with this problem. Some of them have authorized such undertakings and have appropriated money therefor. Hence the need of leadership and services of this type from the Office of Education is increasingly in evidence.
5. The Specialist in School Legislation completed a manuscript on International Exchange of Teachers—Legal Aspects, which was printed in *SCHOOL LIFE*, December 1945. This article deals with some of the international legal involvements confronted by a teacher who endeavors to carry on his profession in a foreign country. Considerable interest has been manifested in this field.
6. Work was devoted to the compilation and classification of digests on current State legislation affecting different phases of education. The need for this information is constant and is essential to the rendering of effective consultative services in school legislation by the Office.
7. The Division of School Administration also kept up-to-date classified information on educational measures pending before Congress. A summary of legislative measures enacted by the 79th Congress, First Session, appeared in *SCHOOL LIFE*, October 1945.

Considerable attention of the Specialist on School Legislation was devoted (1) to personal interviews with State and local school officials and representatives of Federal agencies with respect to current problems and needs in educational legislation; (2) to various divisions and staff members of the Office in reference to legislative problems in their respective fields, and (3) in conducting the wide range of correspondence relative to school legislation.

School Plant Services

During the fiscal year 1945-46, the Division of School Administration worked with State and local school systems, institutions of higher learning, and professional and trade associations for the improvement of educational plant facilities, including sites, buildings, and equipment.

State and local school and college authorities are greatly concerned with their physical plant programs because of inadequate and obsolete facilities resulting from war-time restrictions, increased enrollments, educational reorganization, and the expansion of educational and community services. It will require an estimated 3 billion dollars to provide the public educational plant facilities now urgently needed and contemplated as soon as sufficient building materials and skilled

mechanics are available. State and local educational officials are looking to the United States Office of Education for guidance and leadership in this field.

The following are among the school plant services provided by the School Housing Section during the year:

1. Staff members served as chairman of the Standards Committee of the National Council on Schoolhouse Construction for the preparation of a Guide for Planning School Plants, a project which will continue through the next fiscal year.
2. Staff member served on the programs of three national school plant conferences: American Association of School Administrators, National Council on Schoolhouse Construction, and Association of School Business Officials.
3. Staff member served on the programs of four regional school plant conferences at New York City; Nashville, Tennessee; Daytona Beach, Florida; and Chicago.
4. Staff member directed or participated in State-wide school plant conferences in Maryland, Alabama, Oregon, and California.
5. Provided consultative services to State departments of education in Maryland, Florida, Georgia, Alabama, and Tennessee.
6. Staff member served as plant consultant on college and university surveys in Florida, South Carolina, Alabama, and Mississippi.
7. Provided consultative service to War Department on Air College at Maxwell Field.
8. Provided consultative services on the plant programs of 17 county and city school systems in Maryland, Ohio, California, Alabama, South Carolina, and Georgia.
9. Staff member served as plant consultant to the Interstate School Building Service of Peabody College, which serves the State departments of education in 16 southern States.
10. Staff member served on School Equipment Committee of the American Council on Education which is studying types, designs, and educational requirements of school equipment to assist manufacturers in producing more functional equipment at lower costs through simplified practices.
11. Checked and offered suggestions on several building plans brought or sent in to the Office by school superintendents and architects.
12. Answered a large volume of correspondence giving references, advice, and technical data on the planning of educational plant facilities.
13. Published six school plant articles in professional magazines, and contributed to Office bulletins and reports.

The school plant consultative services provided by the Office of Education consisted of surveys of existing facilities, studies of future plant needs, developing of State-wide school plant programs, selection of school sites, developing State and local standards for educational buildings and equipment, and methods of financing construction.

SURPLUS PROPERTY UTILIZATION

The general lack of jurisdiction of existing State educational machinery¹ to handle in a unified way a State-wide program for surplus property led the United States Commissioner of Education, with the approval of the Surplus Property Administration, late in 1945 to request the Governors and the State legislatures to designate existing State educational agencies or to create new State agencies to handle the functions that necessarily would devolve on States in carrying into effect the public benefits section of the Surplus Property Act of 1944. The first implementing of section 13 of the Act had appeared as Surplus Property Administration Regulation 14, in November of 1945.

Responsibilities Placed in U. S. Office of Education

SPA Reg. 14 placed the following responsibilities in the Federal Security Agency which delegated them to the United States Office of Education:

1. Prepare certified list of educational institutions and instrumentalities;
2. Prepare estimates and submit recommendations of property to be reserved for educational institutions and instrumentalities;
3. Develop criteria for the determination of legitimate and relative needs of educational institutions and instrumentalities;
4. Establish procedures under which applications by or for educational institutions and instrumentalities will be submitted and reviewed and providing for action to be taken on such applications following review;
5. Cooperate with disposal agencies with respect to the giving of notices of available surplus property to educational institutions and instrumentalities;
6. And such other action as may be necessary to fulfill the functions of the Federal Security Agency under Regulation 14 with respect to disposal of surplus property appropriate for school, classroom, or other educational use to educational institutions and instrumentalities.

Divisional Organization and Functions—July 1, 1945, to June 30, 1946

In order to meet these responsibilities and otherwise to promote the acquisition of surplus property and to achieve equitable distribu-

¹ A study of the jurisdiction of State boards of education over the total field of public education was made and published by the U. S. Office of Education early in 1944.

Much preliminary planning had been done in 1944-45 to assist States in acquiring and effectively utilizing surplus Government war property immediately following the passage of the Surplus Property Act of 1944.

An advisory committee had been set up by the Commissioner in March of 1944.

tion to eligible educational claimants, the Commissioner organized the Division of Surplus Property Utilization in the Office of Education, with a director in charge. The division has two branches in the Washington Office—Field Operations Branch and Plans and Programs Branch—and a field staff.

The Division's functions and activities include the following:

1. Assisting the WAA, Army, and Navy in securing an equitable distribution to educational institutions of property surplus to the needs of the Federal Government;
2. Aiding the State educational agencies in the continuous revision and adaptation of their procedures as they relate to revised WAA, Army, and Navy regulations and changing conditions in the disposition of properties involved.
3. Advising and assisting the State educational agencies in the review, approval, and summarization of Declarations of Intent and in the review and approval of requests for Army and Navy donable property from educational institutions.
4. Stimulating the development of procedures for consolidated purchases in order that educational institutions may acquire all types and kinds of available surplus property.
5. Making, upon request of WAA, field surveys of real property under negotiation for purchase by educational claimants.
6. Reviewing and certifying requests for Army and Navy donable property.
7. Maintaining close liaison with the Army and Navy for the purpose of assisting in developing expeditious and equitable methods of distributing donable property needed by schools, colleges, or universities.
8. Notifying educational institutions through State educational agencies regarding donable Army and Navy property and methods of acquisition.
9. Determining the eligibility of educational institutions for the benefits as provided under SPA Regulation 14 and keeping current a list of all eligible educational claimants for use by War Assets Administration, State educational agencies for surplus property, and field representatives.
10. Developing and maintaining harmonious and effective working relationships between WAA regional offices, educational institutions, the State educational agencies, and the Army and Navy.

Field operations branch.—The field operations branch is headed by a deputy director who is responsible to the director. This branch is responsible for the operation of the functions listed above as they affect the 130,000 potential educational claimants, the 48 State educational agencies plus those in the District of Columbia, Alaska, Hawaii, and Puerto Rico, the 33 War Assets Administration regional offices, and the Army Service Commands.

The deputy director is responsible for the supervision of operations of the branch. This includes the establishment of procedures in accordance with the regulations of WAA, the Army and the Navy, and

the coordination of the entire disposal program in the field to insure a fair and equitable distribution.

A staff of field representatives is stationed in or assists the WAA regional offices, the Army headquarters, the naval establishments, and the State educational agencies.

In order effectively to carry out the field operations the States have been divided into five regions: roughly, the Northeast and North Atlantic States; the Southeastern States; the Middle Western States; the Southwestern States; and the far Western States. A regional chief and assistant regional chief are in charge of each region and are charged with the responsibility for the entire disposal program in the region.

They are responsible for the supervision of the field representatives activities, which include liaison with WAA regional offices; the stimulation of the growth and development of the State educational agencies for surplus property; the encouragement through direction and advice of cooperative buying and central warehousing by educational institutions within a State; the allocation of available surplus and donable property among States; the supervision of reallocation of available surplus and donable property to educational institutions within States; the coordination of Navy, Army, and WAA special order programs to insure a fair and equitable distribution of like equipment among eligible claimants; and, promotion of the distribution of surplus and donable property to educational institutions.

Plans and programs branch.—The plans and programs branch is headed by a deputy director who is directly responsible to the director. This branch has the responsibility for liaison and consultative services to WAA, Army, Navy, and other governmental and private agencies. These liaison and consultative services include technical and professional advice on all phases of education as it is related to the disposal to and the acquisition by eligible educational claimants of property surplus to the needs of the Federal Government.

Specifically, such services include technical and professional advice concerning: The needs of educational claimants for all kinds of property; the usability and adaptation of real property for educational purposes; the fiscal and business procedures of school systems, colleges, and universities as they relate to the acquisition of property; the need by educational claimants for property to be offered through special orders to SPA Regulation 14; the methods and procedures necessary to insure a fair, orderly, and equitable distribution of available property.

The director was delegated authority by and is responsible to the Commissioner of Education for performing these functions and has

responsibility for effecting expeditious transfer to educational institutions of Army and Navy donable property.²

The director determines jointly with the director of the Office of War Property Distribution of the Federal Security Agency and other departments or agencies concerned, the procedures to be followed by educational claimants in acquiring surplus property by purchase and donation.

State Educational Agencies for Surplus Property

Each of the 48 States, the District of Columbia, Alaska, Hawaii, and Puerto Rico, has established a State (or territorial or District) educational agency for surplus property, with headquarters in the capital city of the State (or Territory) except in the case of Delaware (located in Wilmington) and Maryland (located in Baltimore), to keep eligible claimants and the public informed of procedures in force in the State and to answer inquiries addressed to it by interested persons.

The purpose of the State educational agencies and the functions they perform in the program are given in educational surplus property memoranda Nos. 1 and 9 which, together with other duplicated and published materials, are available from these agencies, from the division's office in Washington, D. C., and from the field representatives. These agencies assist claimants to buy surplus property at a discount and to obtain donable property for educational use.

Since a principal purpose of the program of the Division of Surplus Property Utilization is to assist WAA and eligible educational claimants to do business, and particularly to assist these claimants to get price benefits permitted under SPA Regulation 14 (and other SPA regulations) and to obtain donations for eligible educational institutions, both the departmental and field staffs of the division seek wide dissemination of information on sales and donable property. The major source of information on sales of property to priority claimants³ is the War Assets Administration, Washington, D. C., and its regional offices, since the sales are controlled by that administration.

The State educational agencies for surplus property, with assistance from the field representatives of the United States Office of Education, give information to those seeking purchases or donations of property. Requests for information should be addressed to the executive officer of the State educational agency for surplus property in the State in which the request originates.

² Delegation of authority to Office of Education in donation programs for Army and Navy are contained in SPA Regulations Nos. 4 and 19 and in War Department PR-7, par. 7-316 and Navy Department PR&D Regulation No. 1, par. 210.

³ See SPA Regulation 2.

In proportion as the State agency is adequately staffed and financed by the State, the State is in position to acquire by purchase and by donation its share of surplus and donable property. Through its own efforts the State agency can enhance the quality as well as the quantity of its acquisitions.

Six Methods of Acquiring Surplus Property

At the present time there are six different methods or procedures by which educational institutions may acquire property surplus to the needs of the Federal Government. These are: (1) WAA brochure sales at 40 percent discount under SPA Regulation 14; (2) WAA site sales at 40 percent discount under SPA Regulation 14; (3) WAA real property disposals under SPA Regulation 5; (4) WAA Special Orders under SPA Regulation 14; (5) Army donable property under SPA Regulation 19 and War Department PR 7; par. 7-316; and (6) Navy donable property under SPA Regulation 19 and Navy Department PR & D Regulation No. 1, par. 210.

There are four control points through which property is obtained under these six methods, namely: (1) the 33 Regional Offices of WAA (brochure and site sales); (2) the Washington Office of WAA (special orders and real property); (3) the Army and its various installations; and (4) the Navy and its various installations.

Participation by the Office in the Six Methods

1 *Brochure sales.*—Technical assistance to the WAA regional offices as to the kinds of surplus property needed by educational institutions at the various levels.

Technical assistance to the WAA regional offices and the State educational agencies in the adaptation of the varied and complex business procedures of educational institutions to the business methods of WAA. (This involves the stimulation of cooperative buying and central warehousing by educational institutions within a State through the State educational agency in order to permit the greatest flow of available property to educational institutions in accordance with WAA procedures.)

Technical assistance to WAA regional offices in the allocation of property available to priority IV and V claimants. (This involves presenting the needs of educational institutions to WAA when available property is allocated among the claimants of group IV and group V; the allocation of the property made available to education among the States; and insuring for WAA that property allocated to a State is reallocated by the State educational agency in a fair and equitable manner to educational institutions within the State.)

2. *Site sales.*—Technical assistance for WAA at site sales to educational institutions desiring to acquire property. (This involves screen-

ing the inventories of property available at a site sale to determine if there is any property in which educational institutions might be interested; to notify eligible claimants of such property when notices by WAA are through general newspaper advertisements; to determine, when possible, if any property of interest to educational claimants is available at a site sale at the time when group IV and V claimants are authorized to buy. This assistance has been found to eliminate needless attendance by representatives of educational institutions at site sales.)

Technical assistance to State educational agencies in promoting group purchasing by educational institutions at site sales. (This involves the only effective method by which educational institutions can acquire any appreciable amounts of property at site sales.)

3. *Real property disposals.*—Technical assistance to WAA in determining the need for and effective utilization by an educational institution of available real property. (This involves independent surveys by the United States Office of Education representatives of the real property requested by an educational claimant to determine if the facilities requested are adaptable for educational purposes and if the proposed educational use of such facilities is educationally sound and of benefit to the Nation.)

4. *Special orders to SPA Regulation 14.*—Technical assistance to WAA in the disposal of special kinds of equipment to educational claimants at a nominal price. (This involves assistance in the allocation of available property.)

5 & 6. *Army and Navy donable property.*—These two programs are basically alike in their problems but differ in details.⁴

Technical assistance to the Army and Navy in the determination of what kinds of property can be effectively utilized by educational institutions. (This involves the location, screening, and freezing of excess property for educational claimants in accordance with the needs of such claimants.)

Technical assistance to the Army, Navy, and State educational agencies in the allocation of available excess property. (This involves the formation of a cooperative plan between States and by States for the removal of excess property to central warehouses and subsequent reallocation to educational claimants; the obtaining and approving of requests for donable property on the basis of need and utilization; a fair and orderly distribution; and a coordination in the disposal of property available from Army sources and from Navy sources.)

⁴ See War Department PR-7, par. 7-316 (revised) and Navy Department PR&D Regulation No. 1, par. 210 (revised). Educational surplus property memorandum Nos. 10 and 11 giving policies and procedures applicable to these programs are available from the State agencies and the U. S. Office of Education. Forms and instructions are also available from these sources.

*How Eligible Educational Claimants Acquire Property*⁵1. *By purchase at discount from fair value from WAA*⁶

(a) *Personal property*.—Educational institutions desiring to purchase property offered by WAA on notices of offering indicate their intent to purchase certain quantities and types of property to the appropriate State educational agency for surplus property. State educational agencies will approve declarations of intent, summarize the declarations of intent of all institutions within the State which are filed against a specific notice of offering, and transmit the summary to WAA. WAA notifies the State educational agencies of the amount and type of property reserved for claimant institutions. State educational agencies will allocate the property available reserved by WAA among educational institutions within the State, and instruct them to file purchase orders with WAA for the quantities and types of property allocated to them.

(b) *Real property*.—Educational claimants may submit applications to WAA for any real property known to belong to the Federal Government which they can effectively utilize for educational purposes. Applications should be sent to War Assets Administration, Washington 25, D. C., even though the claimant does not know whether the real property has been declared surplus.

The United States Office of Education, as advisory agency to the War Assets Administration, upon request of WAA, makes independent investigations of applications from educational claimants.

On the basis of its investigations, the United States Office of Education makes recommendations as to the benefits that have accrued or may accrue to the United States by the disposition of the real property to the particular educational claimant applying for it.

2. *By donation from WAA, Army, and Navy*

(a) *Donation of property authorized under WAA Regulations 4 and 19*.—Nonprofit educational institutions may obtain property which is considered salvage (worn, damaged, deteriorated, or in incomplete condition, or which is of such a specialized nature that it has no reasonable prospect of sale as a unit) or scrap (property that has no reasonable prospect of sale except for its basic material content) by donation from disposal agencies, upon approval of the Federal Security Agency, United States Office of Education, to the end that such donations, shall, to the extent feasible, be made to those institutions which are in the greatest need of the property.

⁵ Information on WAA sales under SPA Regulations 5 and 14 is available from the WAA office in Washington, D. C.; forms and instructions on Army and Navy donations are available from the headquarters, activity, or installation at which property is located or from U. S. Office of Education, Washington, D. C., and State agencies.

⁶ Under SPA Regulations 5 and 14.

(b) *Donation by Army under PR-7, par. 7-316.*—Institutions not operated for profit (including institutions operated by States or political subdivisions thereof) may obtain certain types of machinery, mechanical equipment and tools which have been declared obsolete or excess to the needs of the Army upon presentation of a written application approved by the United States Office of Education (Federal Security Agency) and reviewed by the commanding general of the Army area, to the chief of the Technical Service Command.

The United States Office of Education representatives assist educational institutions in locating and selecting obsolete or excess Army property which may be used appropriately for the primary purpose of instruction. The applicant institution must warrant that it is not operated for profit; the property requested must be used in courses of vocational training or instruction; the institution must have a standard curriculum in the fields for which it offers training; the institution must provide a regular course of instruction which will require the use of the property; the request must be reasonable and proper in view of the training to be given and the amount of property reasonable in proportion; the institution must provide adequate facilities to maintain the property; and the applicant institution must pay all expenses necessary for packing, handling, and delivery to the carrier before property will be shipped.

(c) *Donations by Navy under P. R. & D. Reg. 1, par. 210.*—Non-profit schools, colleges, or universities may obtain certain types of machinery, mechanical equipment, tools, boats and boat equipment, and obsolete air-borne electronics and radar equipment, which has been declared excess to the needs of the Navy, upon presentation of a written application approved by the Office of Education (Federal Security Agency) to the cognizant bureau, Navy Department, Washington, D. C. The applicant institution must warrant that it is a nonprofit school, college, or university; state that the property will be used in courses of vocational training or aeronautical courses; indicate the specific method of use in such courses, and if air-borne electronics or air-borne radar is requested, certify that such property will not be used in actual flight. In addition, the applicant must agree to pay all packing, handling, and shipping charges resulting from the filing of the application.

Amount of Property Acquired

The following tables show, for the periods indicated, the fair value of property purchased by educational claimants from War Assets Administration and the acquisition cost of property donated to schools, colleges, and universities by the Army and Navy.

TABLE 8.—*Preliminary report of purchase orders and sales under SPA Regulation 14, educational institutions and instrumentalities, for period Feb. 16, 1946, through June 28, 1946*

[This preliminary tabulation is incomplete as shown by the other footnotes to the table. This explanation should also be made: Although the number of sales documents received is indicated as 48.8 percent of the purchase orders received it is known that several sales documents, in many instances, may be written against a single purchase order. Furthermore, the fair value of the property which the sales documents represent is only 28.8 percent of the total fair value of the property on the purchase orders received. This is due in part to the difficulty of obtaining sales documents immediately from WAA and in reporting complete data to the Office of Education. If all sales documents issued to the close of the period had been available the number and the fair value of property which they represented would have been considerably greater]

WAA region	Purchase orders received		Sales documents received from War Assets Administration			
	Number	Fair value	Number	Percent, column 4 of column 2	Fair value	Percent, column 6 of column 3
1	2	3	4	5	6	7
Alabama—Birmingham.....	62	\$74, 972	17	27. 4	\$8, 084	10. 8
Arkansas—Little Rock.....	31	15, 459	28	90. 3	10, 608	68. 6
California—						
San Francisco.....	1, 693	1, 136, 175	756	44. 6	275, 100	24. 2
Los Angeles.....	478	253, 479	162	33. 9	62, 077	24. 5
Colorado—Denver.....	1, 694	349, 700	920	54. 3	182, 506	52. 2
Florida—Jacksonville.....	17	12, 195	0	0	0	0
Georgia—Atlanta.....	2, 654	1, 323, 612	1, 721	64. 8	414, 287	31. 3
Illinois—Chicago.....	1, 148	923, 990	427	37. 2	162, 270	17. 6
Kentucky—Louisville ¹						
Louisiana—New Orleans.....	440	363, 083	230	52. 3	95, 684	26. 4
Massachusetts—Boston.....	1, 522	566, 380	1, 093	71. 8	227, 759	40. 2
Michigan—Detroit.....	261	107, 114	28	10. 7	² 17, 815	16. 6
Minnesota—Minneapolis.....	138	73, 320	14	10. 1	9, 684	13. 2
Missouri—						
Kansas City.....	1, 644	950, 869	725	44. 1	³ 198, 795	20. 9
St. Louis.....	65	36, 985	15	23. 1	⁴ 26, 695	72. 2
Montana—Helena.....	28	16, 644	1	3. 6	3, 623	21. 8
Nebraska—Omaha.....	86	49, 460	42	48. 8	39, 773	80. 4
New York—New York City.....	2, 498	889, 437	1, 383	55. 4	323, 134	36. 3
North Carolina—Charlotte.....	65	83, 448	10	15. 4	3, 413	4. 1
Ohio—						
Cincinnati.....	2, 275	559, 390	451	19. 8	114, 088	20. 4
Cleveland.....	238	111, 132	430	180. 7	52, 120	55. 9
Oklahoma—Oklahoma City.....	240	68, 817	4	1. 7	2, 106	3. 1
Oregon—Portland.....	139	38, 401	44	31. 6	6, 593	17. 2
Pennsylvania—Philadelphia.....	1, 101	441, 263	667	60. 6	156, 110	35. 4
Tennessee—Nashville.....	80	66, 277	68	85. 0	59, 609	89. 9
Texas—						
Dallas ¹						
Fart Worth.....	1, 256	1, 045, 871	891	70. 9	245, 664	23. 5
Houston.....	12	2, 711	0	0	0	0
San Antonio.....	11	1, 736	6	54. 5	837	48. 2
Utah—Salt Lake City.....	106	37, 310	18	17. 0	3, 520	9. 4
Virginia—Richmond.....	191	212, 031	10	5. 2	6, 367	3. 0
Washington—						
Seattle.....	1, 021	426, 437	805	78. 8	254, 252	59. 6
Spokane ¹						
Washington, D. C.—Electronic program.....	1, 297	70, 562	0	0	0	0
Total.....	22, 491	10, 308, 260	10, 966	48. 8	2, 972, 573	28. 8

¹ No reports received.

² On 26 sales documents only.

³ On 496 sales documents only.

⁴ On 13 sales documents only.

Army and Navy donation programs.—Table 9 shows donations to educational institutions by the Army Air Technical Service Command for the 12-month period ending May 31, 1946.

TABLE 9.—*Donations to educational institutions by Air Technical Service Command, Army Air Forces. Total cost price of donations and percentage donated to several types of institutions, by months*

Month	Total cost price of donations	Percent donated to—			
		Regular public elementary and secondary schools	Public technical, trade and vocational schools	Higher educational institutions	Miscellaneous
1	2	3	4	5	6
Total for 12 months.....	\$28, 640, 769				
1945					
May.....	4, 324, 113	25. 6	62. 5	11. 4	0. 5
June.....	4, 495, 269	21. 9	30. 0	47. 1	1. 0
July.....	5, 228, 540	48. 6	30. 1	19. 3	2. 0
August.....	1, 673, 726	41. 4	43. 2	15. 3	. 1
September.....	1, 645, 154	29. 5	64. 6	5. 9	. 0
October.....	1, 339, 808	35. 1	17. 3	47. 5	. 1
November.....	865, 463	54. 7	11. 7	33. 6	. 0
December.....	1, 893, 061	59. 6	24. 1	13. 8	2. 5
1946					
January.....	850, 416	28. 4	2. 8	63. 2	5. 6
February.....	1, 912, 491	41. 0	9. 2	49. 1	. 7
March.....	1, 569, 095	55. 3	15. 1	29. 6	. 0
April.....	1, 750, 201	38. 2	5. 9	49. 4	6. 5
May.....	1, 093, 432	53. 0	12. 7	26. 8	7. 5

Comparable statistics are not available for donations by the Army Service Forces and the Navy. However, figures have been provided as follows:

<i>Source of donation and period covered</i>	<i>Acquisition cost</i>
Army Air Technical Service Command, February through June, 1946.....	\$8, 168, 000
Army Service Forces, February through June 1946....	20, 697, 000
Navy, May and June 1946.....	2, 870, 000

It should be pointed out that these figures represent acquisition cost of the property donated and are not directly comparable with the fair value figures for surplus property purchased from the WAA. Furthermore, the acquisition cost of much of the property donated by some of the technical services of the armed forces is an inflated measure of the value of that property in educational programs.



