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REPORT OF THE COMMISSION TO SURVEY THE EDUCATIONAL SYSTEM OF VIRGINIA

LETTER OF TRANSMITTAL

Richmond, Va., December 15, 1927.

To the Members-Elect of the General Assembly of Virginia:

The Commission to Survey the Educational System of Virginia, appointed in pursuance of an act of the special session of the General Assembly of 1927, submits its report in three parts:

Part I—Elementary and Secondary Education.

Part II—Higher Education.

Part III—Public Education in Virginia.

Parts I and II constitute the report of the commission; Part III contains the report of the experienced educators, not residents of Virginia, who have made an extensive and intensive survey of all departments of the educational system. This part will be printed in a separate volume.

The statements and recommendations contained in Parts I and II, constituting the report of the commission, are based upon Part III, the report of the survey staff, and upon observations and studies made by members of the commission. In its report the commission has endeavored to present in brief and concise form its conclusions and recommendations relating to courses, methods of teaching and administration which, the commission believes, will provide an economical and modern system of education best suited to the needs of Virginia. The commission has not attempted to present details of administration by which

changes of courses and methods of teaching must be put into effect, as these details, together with tabular data and statements in support of the conclusions reached by the commission and survey staff, are fully set forth in the staff report. Nor has the commission included in its report all of the recommendations made by the survey staff. The wisdom of most of the recommendations not included, as well as of those included herein, will be apparent to every one who reads the staff report, and that many of them will be put in practice is the hope and belief of the commission.

The commission desires here to acknowledge the co-operation and assistance rendered by every educator in the State. The commission also desires especially to acknowledge the co-operation received from the office of the Superintendent of Public Instruction.

The State of Virginia is indebted to Dr. M. V. O'Shea, the director of the survey staff, and his associates, for their deep and sincere interest in Virginia's educational problems and for the comprehensive and thorough survey they have made.

Respectfully,

ROBERT T. BARTON, JR.,
Chairman.

ASHTON DOVELL,
Secretary.

JAMES S. BARRON,
W. W. BIRD,
W. H. EAST,
W. MONCURE GRAVATT,
META GLASS,
T. N. HAAS,
J. C. HASSINGER,
R. L. GORDON,
CHARLES J. SMITH.

PART I

ELEMENTARY AND SECONDARY EDUCATION

The Public Free School System: Its Receipts and Expenditures

The magnitude of the Virginia educational system and of her educational problems is apparent from a brief statement of the organization of the public schools and the annual expenditures made in their support.

The State Department of Education, the State Board of Education, the Superintendent of Public Instruction and his assistants and administrative staff, have general supervision of rural, elementary, and secondary education in Virginia. The Board of Education has divided the State into one hundred and twenty-two (122) school divisions, each embracing a city or one or more counties. In each division there is a superintendent who is now appointed by the State Board and whose salary is paid in part by this board from a State appropriation.

The supervision of the schools in each county and city is vested in a school board composed of trustees elected by the school trustee electoral board in the counties and by the councils in the cities. These school boards are responsible for school funds, determine teachers' salaries, and erect all buildings, the cost of which is borne by the counties, districts, or cities in which they are situated. Teachers' salaries and general operating expenses are paid by local levies and State appropriations. The board of supervisors of the counties and the councils of the cities fix the amount of local levies for school purposes after consultation with the school boards.

Appropriations to elementary and secondary education for the year ending June 30, 1927, were as follows:

Appropriated by the State.....	\$ 5,337,084.00
Appropriated by the cities.....	6,360,358.00
Appropriated by the counties and districts	7,644,815.00
Total appropriations	\$19,342,257.00

In addition to these State and local appropriations, the school system received income from other sources:

Interest on the Literary Fund.....	\$ 194,169.00
Tuition fees, chiefly from high school students	458,084.00
Income from local trust funds and donations	337,412.00
Proceeds from sale of assets, etc. . .	244,711.00
Federal aid	251,833.00
Total	\$ 1,486,209.00
Borrowings chiefly used in erecting and improving schoolhouses.....	2,781,347.00

Receipts from all sources for public schools\$23,609,813.00

In 1915 the receipts from all sources for the public school system, as reported by the State Board of Education, were \$7,776,-775.00, from which it will be seen that the total receipts have more than tripled in twelve (12) years.

The school enrollment in 1915 was 474,210, and in 1927, 559,317; the school attendance in 1915 was 317,140, and in 1927, 429,161.

The number of teachers in 1915 was 12,507 as compared with 17,051 in 1927.

Of the total State contribution to the schools for 1926-1927, \$5,415,361.97 was apportioned to the counties and teachers for distribution by the local school officials, and \$164,135.00 was apportioned to the Board of Education for the payment of the salaries of the division superintendents and for administration expenses.

The distribution to the counties and cities is shown on page three.

THE STATE DEPARTMENT OF EDUCATION

Is There Waste and Extravagance in the Use of School Funds?

The State Department of Education has little or no control over the great bulk of school expenditures and much of the criticism it has received is unfounded and un-

<i>Item</i>	<i>Purpose</i>	<i>Amount</i>
General appropriation (distributed on the basis of school population).....	Salaries of teachers.....	\$4,536,572.30
High school fund.....	Salaries of teachers.....	193,423.91
Vocational education	Salaries of teachers.....	199,448.04
Vocational equipment	Equipment	36,373.41
Rural elementary schools.....	Salaries of teachers.....	361,200.00
Rural supervision	Salaries of supervisors.....	50,000.00
Rural vocations schools.....	Salaries of teachers.....	17,000.00
Physical education	Salaries of directors.....	21,344.31
Total State appropriation.....		\$5,415,361.97

just. While its accounts and records are based on cash receipts and disbursements, and transfers, refunds, and other non-revenue items are included in both the income and expenditures, so that analysis is difficult, the department is, on the whole, economically and efficiently operated.

The commission recommends that the department install a modern system of accounting.

COUNTY AND CITY SCHOOL FUNDS

The first inquiry of the commission and the survey staff was directed to the effectiveness of the State's educational expenditures in the counties and cities. The commission desired to know to what extent the taxpayer is receiving value for the money expended upon free education. Such an inquiry involved an examination and analysis of the county and city school expenses, which neither the commission nor the survey staff has been able to make because of the varying and thoroughly inadequate forms of financing and accounting existing among the boards of supervisors and the school boards of the counties and to a much less extent among those charged with handling school funds in the cities. The reports of the division superintendents were most unsatisfactory, the result of the unsatisfactory condition of the local records and the form of the reports.

The present school accounting practices

have sufficed in the past when school expenditures were small and every expenditure was closely scrutinized, but such accounting practices are not adapted to modern needs and vastly increased receipts.

The existence of such an incomplete and unsatisfactory system of accounting in a governmental organization expending \$24,000,000.00 annually is in itself ample ground for complaint and criticism. Waste and extravagance are the inevitable result of loose accounting methods. The commission is satisfied that there is abundant room for sounder business management in the schools, many economies can be put into immediate effect, and sound business principles and policies must be inaugurated. Until these things are done it is impossible to discover to what extent the taxpayer is receiving value for the money expended on education.

The commission recommends that the Department of Education, in conjunction with the State Comptroller, establish and require an uniform, modern system of accounting for all school funds, local and State, and that monthly statements be rendered by the custodians of these funds to the school boards and the Board of Education. The new system of accounting should be such as to present at all times an accurate statement and analysis of school finances.

LARGE COUNTY AND CITY SCHOOL INDEBTEDNESS

The indebtedness of the school divisions aggregates \$11,000,000.00. This indebtedness is carried in sundry ways: a part by loans from the Literary Fund, a part by county and district bonds of varying interest rates, and a part by local banks. The interest and principal payments are not promptly met by many localities. The commission believes that wise financial counsel can be of assistance in lowering the interest burden and curtailing the indebtedness.

The commission recommends that the State Board of Education, in conjunction with the State Treasurer and Comptroller, study the problem of county and city school indebtedness and recommend to the Governor a plan for placing such indebtedness on a better basis.

NO EXPENDITURES IN EXCESS OF THE BUDGET

The law now forbids the expenditure of school funds in excess of the annual budget without the approval of the Board of Supervisors, but the commission is informed that a number of school boards have violated this provision.

The committee recommends that stringent measures be enacted to stop this unsound practice.

RURAL SCHOOLS MUST BE STRENGTHENED

The school system is weakest in the rural sections. As Virginia is predominantly a rural State, rural education is of the first importance, and the first duty of the State should be to improve the school facilities, equipment, and teacher personnel in the rural districts, at the same time adapting education to the situations and problems with which the rural population must deal in their everyday life. It is believed that many of the complaints made as to the conditions in the rural school are well founded. The old and experienced teacher is dying out and his place is being taken by younger and less competent teachers who

often teach only a brief time. The first step in rural educational progress is the improvement of the quality of the teacher.

CITY SCHOOLS SUPERIOR TO RURAL SCHOOLS

The city schools are generally much superior to the rural schools. Their receipts are larger, their buildings better, and their teacher personnel higher than in the rural districts. But there is much to be done in improving the character of courses and methods of teaching.

SUBJECTS AND METHODS OF TEACHING NOT ADAPTED TO PRESENT NEEDS

The subjects and methods of teaching in all schools, but especially in the rural schools, are not adapted to modern needs. The classical and cultural emphasis placed upon the curricula requirements in the common school system heretofore and continued to a great extent today, has served a splendid purpose in giving the people of Virginia a cultural background not enjoyed by the citizens of some of her sister States. This emphasis has been successful in training Virginians for the so-called learned professions and for political leadership of unusual distinction, but at the same time it has failed to be sufficiently elastic to prepare for that leadership in the field of industrial and material development which today calls for the best of Virginia's energies. A cultural background should not be neglected, but it should not be so emphasized that the school children are educated away from and not towards their probable vocations.

As only a small proportion of students enter college, the curricula in all schools should not be directed alone to the preparation for entrance into college, but to an increasing extent pupils should be prepared, both by the courses offered and the methods of teaching, for entrance into agriculture, industry, trades, and vocations, including home making. In the high schools, courses in applied sciences, adjusted to local conditions as far as feasible, should be empha-

sized. In such schools of less than four teachers, no foreign languages should be offered unless a majority of the pupils demand it. Foreign languages are usually poorly taught and the student has small use for the little he learns. Mental discipline can be as effectively obtained in more practical subjects than foreign languages. The higher institutions should admit pupils without penalty who have not completed courses in the foreign languages in the high schools.

The work in many of the high schools is superficial in that the pupils are permitted to pursue too many courses in order to obtain a diploma or qualify for entrance into college in a shorter time and before any course has been thoroughly mastered.

The methods of teaching in all of the public schools should be such as will develop in pupils *initiative* and *resourcefulness* and an eagerness to meet and deal with the problems of everyday life.

Changes in courses and methods of teaching are not subjects for legislative action, but must be brought about by the school authorities in conjunction with the authorities in the teacher training institutions.

The commission recommends that the school authorities hasten their efforts to adapt the courses and methods of teaching in the schools to the needs of the pupils of today.

BETTER TEACHERS ARE NEEDED

The greatest waste in the school system is in the employment of incompetent teachers. Much of the salary paid an incompetent teacher is a waste of the taxpayer's money and much of the time spent under such a teacher represents an irreparable loss to the pupils. The undeveloped abilities of every child are a loss to the State. Young men and young women who leave Virginia to seek better educational opportunities elsewhere and never return are a further loss to the State. Virginia today needs to develop to the fullest extent the

abilities and energies of her school population and to retain these young people for the development of her material resources.

There is a surplus of teachers holding the present high school certificates, but there is not a surplus of competent high school teachers or of competent rural and elementary teachers. "As is the teacher, so is the school," is an adage as applicable today as in the past. The commission approves the action of the State Board of Education in gradually increasing the certification requirements of all teachers, but before the rural and elementary schools, which are in the greatest need of competent teachers, can benefit by the increased certification requirements, it is necessary that rural and elementary teaching be made more attractive, and that there be trained an adequate number of rural and elementary teachers holding higher grade certificates.

An arbitrary increase in all salaries without an increase in teacher qualifications cannot be justified in Virginia rural and elementary schools at the present time. The salaries of such teachers should not be increased except to secure competent teachers in the place of the incompetent ones or to enable incompetent teachers to become competent and competent teachers to become more competent.

The survey shows that the most competent graduates of the teachers colleges take positions outside of Virginia, largely on account of greater salary inducements. The survey also shows that better salaries and advantages attract a better class of teachers to the urban schools. While it is true that the rural schools will always suffer in competition with the urban schools, much can be done to attract more competent teachers to the rural sections.

The Commission recommends that a portion of the increased appropriation to be received from the State in the biennium 1928-1930 be applied by the local school authorities to paying better teachers better salaries.

PUPILS NEED GUIDANCE IN THE SELECTION OF COURSES

Because of the varying native talents and abilities of all children, pupils in the elementary and high schools should be advised to take courses they are best qualified to pursue. All children cannot be put through the same educational hopper, but the amount and character of education given to each child must be carefully studied. Every child should be given an abundant opportunity to acquire a maximum of education, but no pupil should be subjected to the embarrassment and ignominy of striving unsuccessfully for an education not suited to his talents. No pupil should be allowed to remain in high school after he has ceased to derive advantages from high school studies and no student should be permitted to enter a college who is not fitted by mental qualifications and adequate preparation to pursue successfully the courses in the higher institution of learning.

The policy of classifying and grading pupils according to their ability to accomplish work should be continued and enlarged in order that backward pupils will not retard the progress of their brighter companions.

The Commission recommends that the school authorities take such steps as may be necessary to hasten adequate pupil guidance and grading in all schools.

CHANGES IN TEXTBOOKS

Changes in textbooks are expensive and must be kept to the minimum, but it is more expensive both to pupils and State to teach from obsolete books such as geographies with maps drafted before the World War, or to teach an obsolete system of penmanship.

The Commission recommends that beginning immediately, and continuing until the next textbook adoption in 1930, the Board of Education, in conjunction with representative groups of teachers in all schools, study the textbook situation in order that

the books next adopted may be suited to the needs of the school children of a progressive State.

BETTER SUPERVISION NECESSARY

Competent and intelligent supervision is needed in all schools and more so in the rural and elementary schools where teachers are less experienced and more scattered than in the city schools. By supervision is not meant mere inspection, but real guidance and assistance.

The Commission recommends that the number of competent supervisors be increased as funds permit; that no one be appointed a supervisor or a school principal who is not thoroughly qualified for the position by training and experience.

COMPULSORY SCHOOL LAWS SHOULD BE STRENGTHENED

The last school census shows that 14,000 Virginia children of school age are illiterate. An illiterate child is a handicap to himself, to his neighbor, and to the State. Virginia must continue the process to a greater and more effective extent of eradicating illiteracy by strengthening her compulsory school laws and seeing that they are enforced so that all the children of the State will receive at least an elementary education.

The Commission recommends that the compulsory attendance laws be amended:

a. *So as to provide for the compulsory attendance of children who have reached the seventh birthday and have not passed the fifteenth birthday (the present ages are eight and fourteen);*

b. *So as to establish a minimum school term of one hundred and sixty days;*

c. *So as to provide for compulsory attendance throughout the school term;*

d. *So as to abolish exemption on the basis of the ability to read and write;*

e. *So as to provide that exemption for physical or mental disability shall be granted by the county or city board.*

THE STATE BOARD OF EDUCATION

No member of the State Board of Education should be professionally connected with the educational system of the State.

The commission, therefore, approves the pending amendment to the Constitution providing for the appointment of the State Board of Education by the Governor subject to confirmation by the General Assembly.

SUPERINTENDENT OF PUBLIC INSTRUCTION

The commission approves the pending amendment to the Constitution providing for the appointment of the Superintendent of Public Instruction by the Governor subject to confirmation by the General Assembly and providing further that the General Assembly shall have power after January 1, 1932, to provide for the election or appointment of the Superintendent of Public Instruction as it may prescribe.

ADMINISTRATION AND SUPERVISION SHOULD BE DECENTRALIZED

The administration of education in Virginia is highly centralized because of the present provisions of the Constitution and laws of the State relating to the appointment of school superintendents and school boards. School authority should be decentralized so that the different communities in Virginia may take the initiative to a considerable extent in discussing and determining educational objectives, materials, and methods of instruction.

DIVISION SUPERINTENDENTS SHOULD BE APPOINTED BY SCHOOL BOARDS

Division school superintendents are now elected by the State Board of Education. The local school boards should be empowered to select the superintendents who will administer school affairs under their direction.

The commission approves the pending amendment to the Constitution transferring the power to appoint division superintend-

ents from the State Board of Education to the county and city school boards.

COUNTY SCHOOL BOARDS SHOULD BE ELECTED BY THE PEOPLE

At the present time the school trustee electoral board, appointed by the circuit judge, appoints one trustee from each magisterial district to the county school board. It also hears appeals from the action of the county board which it appoints. This system of school organization gives the people but little voice in the fundamental matters of education. There is every reason why the power to select school boards in the counties should now be lodged with the people as is now lodged the power to select the boards of supervisors.

The commission recommends that the school trustee electoral board be abolished and hereafter the school trustees be elected by the people; that appeals by aggrieved citizens from the action of the county school board go directly to the State Board of Education, which shall establish the necessary procedure for hearing such appeals in the locality from which they arise.

STATE DEPARTMENT OF EDUCATION

The State Department of Education is well organized and efficiently conducted from an administrative standpoint, but, in the opinion of the commission, it is still placing too much emphasis upon supervision and inspection. Its supervising staff is too small to make more than the most cursory inspections of the many school units in the State even if such inspections are desirable.

The commission recommends that the State Department of Education stimulate and encourage local supervisory activities, local curricula revisions, research and experimental work, the improvement of instruction in local supervisory units, and center its attention upon elevating the importance of the local school boards and school officials.

WISE CONSOLIDATION OF SCHOOLS SHOULD BE CONTINUED

The commission approves in principle the consolidation of smaller schools if made after thorough investigation both as to the actual need for consolidation and the location of the consolidated school.

The commission recommends more and more wise consolidation as good roads increase.

NEGRO EDUCATION SHOULD BE IMPROVED

Virginia's Negro population is an important factor in the State's economic problem. An illiterate Negro population retards the development of the State and is a menace to the prosperity of the white as well as the Negro race.

The commission recommends that the facilities for the education of the Negroes be increased and the Negroes required to utilize these facilities; that Negro education be adapted to the chief needs of the Negro in the social and industrial areas in which he will live and labor.

ADDITIONAL SCHOOL APPROPRIATIONS

The commission does not believe it advisable or practicable to recommend any increase in the State school appropriation for the biennium 1928-1930 over the increase of \$1,250,000.00 announced by the Governor. The budget has been prepared and printed. A tax program based upon the budget has been announced and any increase in appropriations will disturb this program.

The commission expresses the hope that in the future the State income will permit increased appropriations to be used in many of the ways wisely recommended in the staff report.

POOR COUNTIES NEED STATE ASSISTANCE

The commission believes that it is incumbent upon the State to assist financially the poor counties in order that their school population may have opportunities approaching the opportunities in the more

prosperous counties. Unless the State does this, the poor sections will become poorer and a greater burden on the rich sections. The State should create a fund to assist those school divisions which cannot further help themselves. This fund should not be paid out as a bonus for educational advancement, but should be distributed among the school divisions according to their actual needs. The fund should be used to close school-gaps somewhat after the manner in which the road-gap fund is now utilized.

The commission recommends that a sum not exceeding \$200,000.00 of the increase in the next biennial appropriation to free schools be apportioned by the State Board of Education to the payment of salaries of teachers in rural districts where there is the greatest actual need.

THE POOR MAGISTERIAL DISTRICT SHOULD BE ASSISTED BY THE COUNTY

Just as it is the duty of the State to assist the weaker divisions so it is the duty of the counties to assist the weaker magisterial districts in order to equalize educational opportunity within their own borders.

The commission recommends that the district levy for school maintenance be discontinued in favor of a county levy, but the district levy be retained to meet existing district indebtedness and future capital outlay.

FREE HIGH SCHOOLS

Tuition is charged in a great number of the high schools of the State. The commission believes that high school education should be free to all children who apply and who have given evidence of sufficient aptitude to pursue it.

The commission recommends that the State Department of Education study the problem of free high school education and propose measures which will offer equal opportunity in every community to all children qualified for high school work.

LITERARY FUND

The Literary Fund established by section 133 of the Constitution has served a splendid purpose. For years before education supported by public taxation became an accepted policy of the State, the Literary Fund was public education's almost sole source of revenue. The principal of the fund now amounts to approximately \$6,000,000.00. Its annual income is approximately \$200,000.00 and constitutes less than one per cent of the total receipts of the schools. Three million dollars of the principal is used as a revolving loan fund to the school divisions for the construction of schoolhouses. Two million dollars has been or will be loaned to the higher institutions for the construction of dormitories. The commission believes that the present principal of the fund is adequate for all the purposes for which it is used and that the annual increments can be directed to better advantage into current educational receipts. If the annual increment of \$200,000.00 is so directed, the annual school receipts will be increased in that amount instead of in the sum of \$8,000.00, which will be the maximum interest on the annual increment if it is added to the principal of the fund.

The commission recommends that section 143 of the Constitution be amended so that the existing principal of the Literary Fund will be preserved and the interest thereon utilized as at present, but future increments will be directed into current public free school receipts.

LIBRARY FACILITIES SHOULD BE EXTENDED

A library is a means of continuing education for all the people. Its value is everywhere well recognized. A public library is especially valuable in the rural districts where books are fewer and the means of communication more difficult than in the urban sections.

The commission recommends that begin-

ning with the biennium 1928-1930 the sum of \$50,000.00 be apportioned from the educational appropriation to be expended under the direction of the Board of Education for the purchase of books for libraries in the rural districts if and when such libraries are established and their maintenance assured by the several counties.

The State Library is by character and by law a part of the educational system. The Board of Education appoints the library board. The library extension department and the school library division seek to perform nearly corresponding services to the people of the State. One or the other should perform these services, not both. It is thought the Department of Education is best equipped to do this work, as the libraries will usually be lodged in the schoolhouses under the care and supervision of the school authorities.

The commission recommends that the library extension department of the State Library and the library department of the State Board of Education be merged and lodged in the State Department of Education.

TEACHERS' RETIREMENT FUND LAW

According to a recent report by competent authorities the present teachers' retirement fund law is fundamentally unsound. Neither the survey staff nor the commission has been able to devise a practical law because of lack of information and time.

The commission recommends that the State Board of Education, after conferring with the Virginia Education Association, draft a sound and practicable law, and make report to the 1930 session of the General Assembly.

AUXILIARY EDUCATIONAL AGENCIES

It has come to the knowledge of the commission that in some localities the Co-operative Education Association and the Congress of Parents and Teachers have en-

gaged in rivalry or competition harmful to the educational interests of these communities.

The commission recommends that if the General Assembly continues the appropriations to the Co-operative Education Association and the Congress of Parents and Teachers, such appropriations shall be expended only upon the approval of the Superintendent of Public Instruction, and only then provided he is satisfied that these organizations are not engaging in rivalry or competition harmful to the educational interests of the communities in which they are operating.

SCHOOL LAWS

The school laws have been amended at various times and there has been superimposed upon them the county unit act. This act has operated successfully and satisfactorily, and now should be written into the school laws in the place of the district provisions where appropriate. The school laws are scattered and full of inconsistencies.

The commission recommends that the school laws be codified; that in the codification, the county unit be written into the laws in place of the district where appropriate; and that the amendments recommended in this report be included in the codification.

In conclusion, the commission recommends that every educator in the State make a thorough study of the survey staff report in order that he or she may become fully conversant with the educational situation in Virginia and the recommendations made by the staff.

THREE STAGES OF DISCIPLINE

All the theories in the world are useless if you can't inculcate in a boy a certain pride in being kept in order, and later in keeping himself in order, and later still in keeping others in order. Those are the progressive stages through which our manhood must pass.

"IAN HAY" BEITH

SOME PSYCHOLOGICAL ASPECTS OF JUVENILE FEARS

CRITICAL studies, scientific investigations, and random observations show that fear is one of the major and compelling forces of life. The older psychologists placed fear in the list of instincts. The "behaviorists," admitting three fundamental emotions in infants, list them as fear, rage, and love. This classification, developed from studies of infancy by Watson and Watson, subdivides fundamental fear into two parts, "sudden removal of support" and fear of "loud sounds."¹

Dr. W. H. Maxwell says that fear, "and particularly repressed fear, is the curse of the modern civilized child. If the reader will but hark back to his own childhood, and by means of the numerous illustrative cases of other children he has known and had opportunities of observing more or less closely, he will find that this thread of fear is woven more or less into the pattern of every childhood."²

That fear is deeply rooted in all life is shown further by Sands and Blanchard: "In the social history of mankind, fear has probably been a more influential motive than anger. The taboo control of primitive groups was based almost entirely upon fear. Religion, in its earliest stages, had its genesis in this emotion. Primitive man had a spiritistic interpretation of all phenomena which he did not understand, and his desire to propitiate these spirit forces was born of terror. The laws and religious beliefs which grow out of primitive taboos and superstitions were no less free from this element. Modern society still depends to a large extent upon fear for control."³

¹John Broadus Watson and Rosalie Raynor Watson, *Studies in Infant Psychology*, *Scientific Monthly*, XIII (1921), 505-14.

²G. F. Morton, *Childhood's Fears* (Macmillan), Preface, p. 11.

³Irving J. Sands and Phyllis Blanchard, *Abnormal Behavior*, p. 8. (Moffat, Yard and Co., 1923).