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# Teacher Participation in the Formulation of Administrative Policies in the Public Schools of New Mexico

Clarence Elvin Walter

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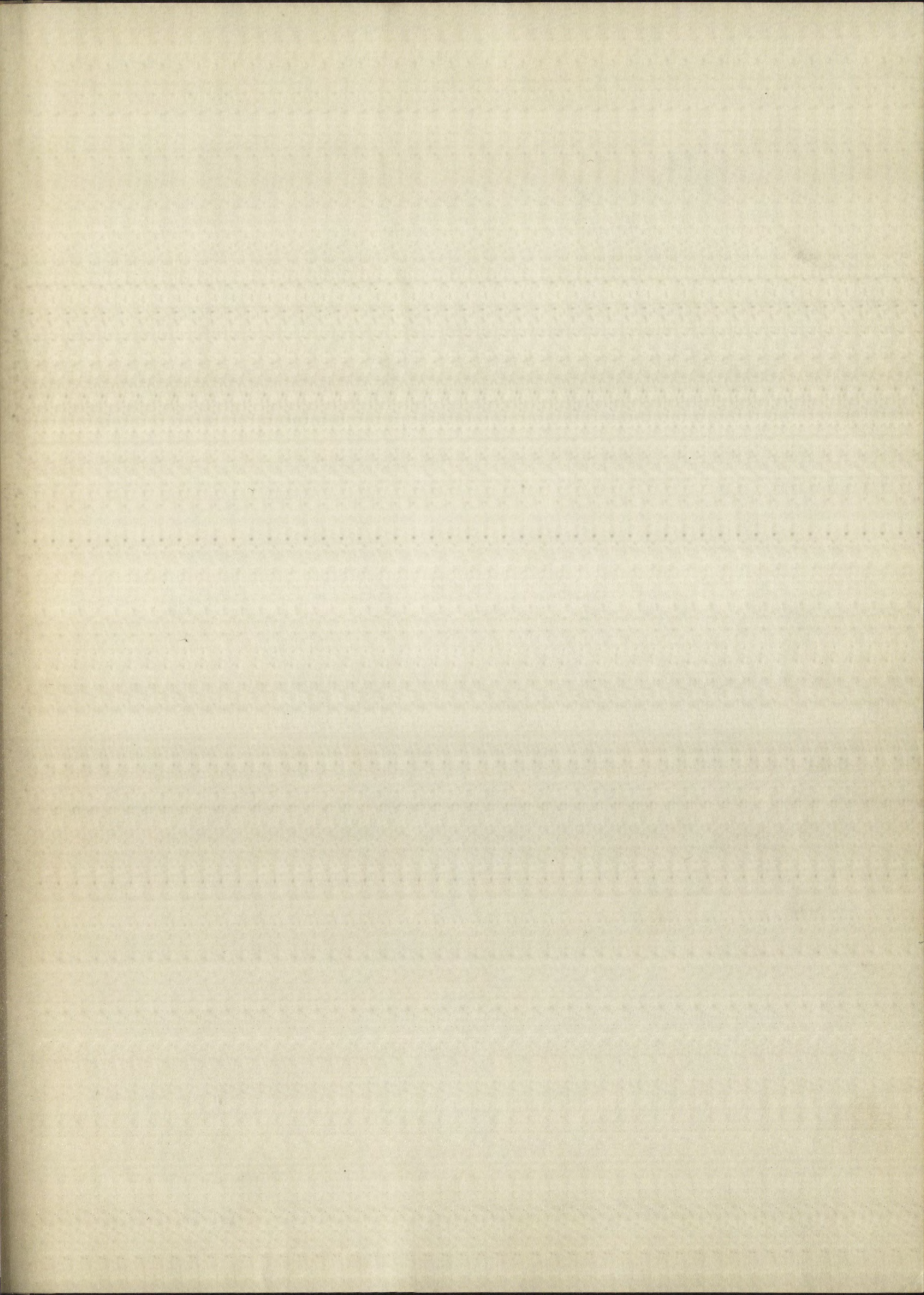
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TEACHER PARTICIPATION  
IN THE FORMULATION OF ADMINISTRATIVE POLICIES  
IN THE PUBLIC SCHOOLS OF NEW MEXICO

By  
Clarence Elvin Walter

A Thesis  
Submitted in Partial Fulfillment of the  
Requirements for the Degree of  
Master of Arts in Education

University of New Mexico

1947







This thesis, directed and approved by the candidate's committee, has been accepted by the Graduate Committee of the University of New Mexico in partial fulfillment of the requirements for the degree of

MASTER OF ARTS

Rance V. Stolen  
DEAN

May 31, 1947  
DATE

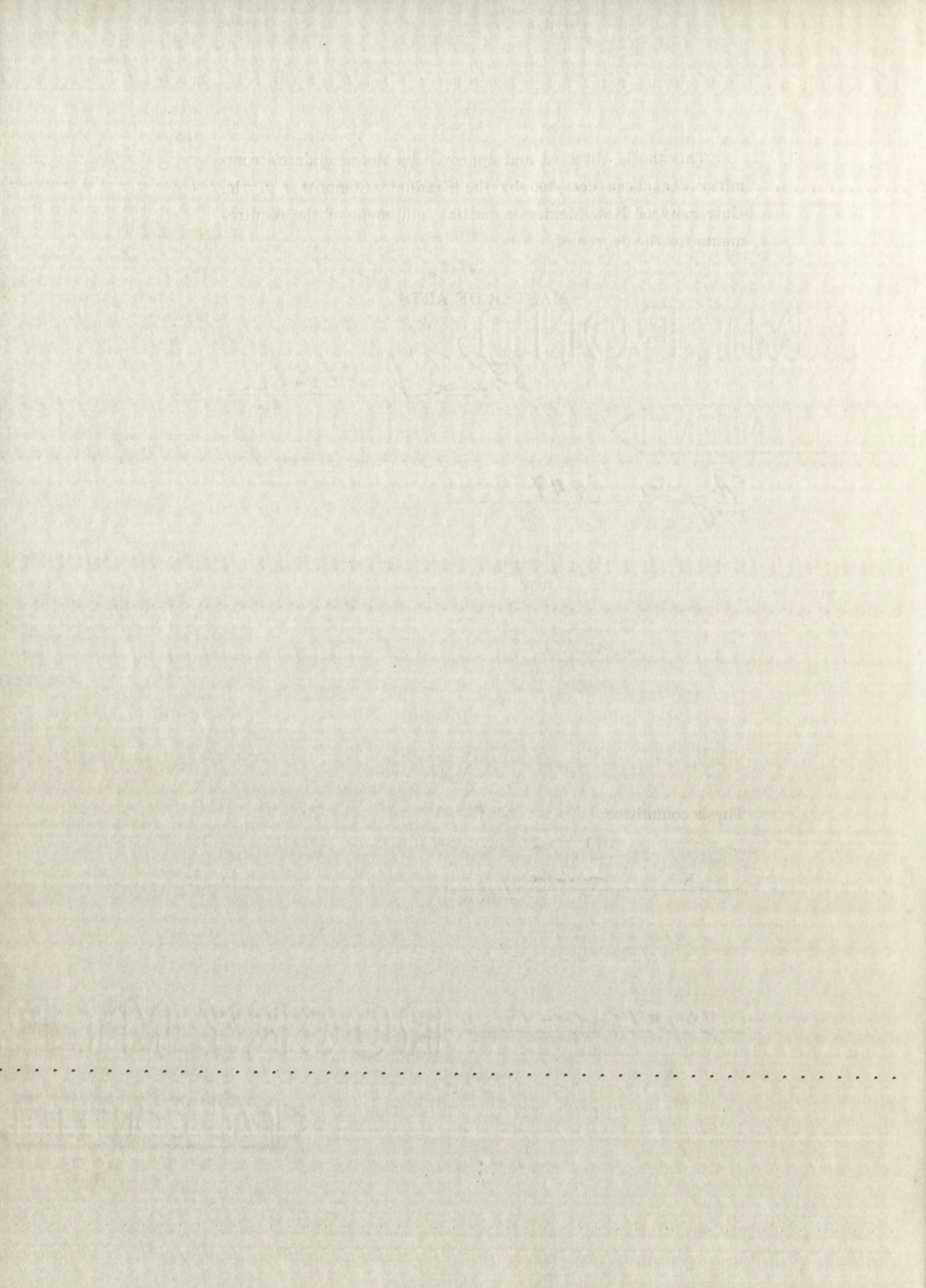
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CHAPTER

I. INTRODUCTION

The first part of the book is devoted to a general

statement of the principles which govern the

development of the human mind.

It is the purpose of this chapter to

define the terms which are used in the

title of the book.

In the second part of the book

the author discusses the

principles of psychology.

He then proceeds to a discussion of the

principles of physiology.

Finally, he discusses the

principles of pathology.

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principles of psychology.

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## CHAPTER I

### INTRODUCTION

The leaders of our nation since its formation have imbued the citizenry with the ideals of a democratic society. Regardless of the group of which he is a part, the individual has been led to believe that it is his right to have a voice in formulating the rules by which he is expected to abide. Each deserving individual strives to realize his greatest potentialities, become economically self-sufficient, and coordinate his efforts in the interest of the common good. If he is a conscientious citizen, he attempts to recognize a proper balance of individual freedom and social responsibility.<sup>1</sup>

The wisdom of carrying this democratic ideal into the field of public education in America cannot be denied. However, democracy in school administration has not always been as prominent in the minds of educators as it has been in the past few decades. In recent years recognition has been granted to a science of efficient school administration. Publications by authorities in the field have placed much emphasis on the value of a democratic approach in establishing administrative policies under which an effective

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<sup>1</sup> John Dewey, Democracy and Education (New York: The Macmillan Company, 1916), pp. 130-44.



The first of these is the fact that the  
individuals who are most likely to be  
affected by the disease are those who  
are in the most intimate contact with  
the infected individual. This is the  
case with the disease in question, and  
it is therefore essential that the  
individuals who are in contact with  
the infected individual should be  
isolated from the rest of the community.  
This is the only way in which the  
disease can be prevented from spreading.  
The second of the measures which  
should be taken is the isolation of  
the infected individual. This should  
be done as soon as the disease is  
diagnosed, and the individual should  
be kept in isolation until the disease  
has run its course. This is the only  
way in which the disease can be  
prevented from spreading to other  
individuals. The third of the  
measures which should be taken is the  
isolation of the individuals who are  
in contact with the infected individual.  
This should be done as soon as the  
disease is diagnosed, and the  
individuals should be kept in isolation  
until the disease has run its course.  
This is the only way in which the  
disease can be prevented from spreading  
to other individuals.



school system may operate. Though this may be a slower method for accomplishing a desired end, nevertheless an end so reached is more in keeping with the democratic ideal than if it had been conceived by an autocratic system or a benevolent despot.

Until the public school system is organized in such a way that every teacher has some regular and representative way in which he or she can register judgment upon matters of educational importance, with the assurance that this judgment will somehow affect the school system, the assertion that the present system is not, from the internal standpoint, democratic seems to be justified.<sup>2</sup>

Modern psychologists believe that one learns by doing; that he learns through activity. If a teacher is to be as valuable to the system as her capabilities will permit, then she must become a really integral part of it in every respect. Such participation will make her more appreciative of the actual problems of the school.

The conscientious teacher is making a concentrated effort to improve her professional preparation. As she has increased her horizon in both subject-matter and methods of presentation she has gained a knowledge of group psychology which should be of considerable value within and beyond the walls of her classroom. Her direct contact with the students enables her to gain useful information

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<sup>2</sup> John Dewey, Democracy for the Teacher (Joseph Ratner, editor; New York: G. P. Putnam's Sons, 1940), p. 62.







which an occasional visit to the classroom by a principal or superintendent would never secure. This information, if not utilized by the administration in policy-formulation, may represent a real educational loss.

## I. THE PROBLEM

Statement of the problem. The purpose of this study is to determine the degree of active teacher participation in formulating certain administrative policies in the municipal and independent rural public schools of New Mexico.

Delimitation of the problem. In this study only the municipal and independent rural schools of the state were considered. The writer felt that a random sampling of the opinions of principals and teachers would present a clear picture of the situation as it exists in New Mexico. The inquiry was delimited to a consideration of certain pre-established administrative policies which were presented to this sampling of teachers and principals and to the superintendent of each system.

Importance of the problem. The salary schedules which have been established for most of the schools in New Mexico are such that they should attract well-prepared teachers. Coming as they do with diverse backgrounds and experiences, each should have much to offer. To fail to



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capitalize on their contributions to administration would represent an educational loss; conversely, evidence that these abilities are being utilized should be a source of gratification to the superintendents of this state.

The writer can find no evidence of a similar investigation in New Mexico and feels that the findings expressed herein may be of more than passing interest to the educational profession.

## II. DEFINITIONS OF TERMS USED

Municipal school. In New Mexico a municipal school is one existing within incorporated cities, towns, or villages and having an average attendance of one hundred or more pupils for two or more consecutive years.<sup>3</sup>

Independent rural school. A rural district which has an average daily attendance for two consecutive terms of more than four hundred pupils, or any rural school district in which the average daily attendance for two consecutive terms has exceeded 140 and has successfully maintained a regular four-year high school, accredited by the state board of education as to certification of teachers, standardization of subjects taught, and sufficiency of equipment, may become an independent rural school district upon the certification of the superintendent of instruction.<sup>4</sup>

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<sup>3</sup> S. P. Nanninga, The New Mexico School System (Albuquerque, New Mexico: The University of New Mexico Press, 1942), p. 66.

<sup>4</sup> Ibid., p. 62.







Policy. A policy is any definite course or method which has been decided upon by competent authority and is followed by the system as a whole.

Participation. In this study participation is the cooperation between administrators and teachers in formulating policies generally considered the ultimate responsibility of the administrators alone. It may be achieved by individual conferences with the teacher, by the work of teacher councils, or by meetings en masse in which all teachers and administrators have full opportunity to express their views freely.

### III. SOURCES OF THE DATA

Lists of teachers in sixty of the sixty-nine municipal and independent rural schools of the state were available at the office of the Director of the Summer School on the campus of the University of New Mexico, Albuquerque, New Mexico. Letters requesting teachers' lists were mailed to the other superintendents in the nine remaining schools of the above categories. In each of the sixty-nine systems, questionnaires were mailed to the superintendent and to one principal, two high school teachers, and two grade school teachers selected at random, a total of 414.

Replies were received from fifty superintendents, thirty-five principals, sixty-four high school teachers, and sixty-nine grade school teachers. This represents a







response of 72.5, 50.7, 46.5, and 50.0 per cent respectively from those to whom questionnaires were sent.

#### IV. METHODS OF PROCEDURE

A discussion of a similar study which appeared in the Eleventh Yearbook, Department of Supervisors and Directors of Instruction, National Education Association, "Cooperation: Principles and Practices,"<sup>5</sup> furnished a partial basis for the procedure followed and supplied bases for comparisons.

The data were tabulated in the following manner:

(1) responses of the teachers, (2) responses of the superintendents, (3) responses of the principals, (4) comparative responses of superintendents and principals, and (5) comparative responses of teachers, principals and superintendents.

#### V. REVIEW OF RELATED STUDIES

Democracy in school administration is a popular field of inquiry among educators. Although the writer was unable to locate any related studies pertaining specifically to New Mexico, there have been numerous studies made in

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<sup>5</sup> "Cooperation: Principles and Practices," Eleventh Yearbook, Department of Supervisors and Directors of Instruction, National Education Association (Washington, D. C.: NEA, 1938), 244 pp.



response of 1.14 Hz. The response is almost linear from 0.1 to 1.0 Hz.

A comparison of the response of the system with that of a single degree of freedom system of 1.14 Hz. The response of the system is almost linear from 0.1 to 1.0 Hz.

The data were reduced to the form of a single degree of freedom system of 1.14 Hz. The response of the system is almost linear from 0.1 to 1.0 Hz.

(1) response of the system, the response of the system is almost linear from 0.1 to 1.0 Hz.

(2) comparative response of the system, the response of the system is almost linear from 0.1 to 1.0 Hz.

It is noted that the response of the system is almost linear from 0.1 to 1.0 Hz.

It is noted that the response of the system is almost linear from 0.1 to 1.0 Hz.

Yonkers, New York  
February 1, 1953  
W. J. 1953, 244



other sections of the country, four of which will be reviewed here in the order published.

An investigation made by Morrison in 1922 gathered the judgment of one hundred educators (ninety-one city school superintendents, nine professors of education, one state superintendent) and fifty school board members concerning proper activities which were best suited for teacher participation. Participation was defined as "the recording of judgment of teachers for the information and possible guidance of the superintendent, the board, or both."<sup>6</sup>

Analysis of the data showed conclusively that a much smaller per cent of the school board members approved the activities presented for their consideration than did the educators in all except one instance: 46 per cent of the educators approved supervision of classroom instruction, an activity approved by 48 per cent of the school board members. In the other subjects considered, percentages differed from 38 per cent regarding subjects to be included in the course of study (educators: 80 per cent -- board members: 42 per cent), to 7 per cent regarding supervision of evening high schools (educators: 39 per cent -- board members: 32 per cent). The average difference in percentages was 20.9 per cent. Morrison concluded that educators approve a

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<sup>6</sup> John Cayce Morrison, The Legal Status of the City School Superintendent (Baltimore, Maryland: Warwick and York, Inc., 1922), pp. 111-12.







greater degree of participation than do school board members.<sup>7</sup>

Another study, "Cooperation: Principles and Practices,"<sup>8</sup> which furnished a partial basis for comparisons made in this thesis, discusses cooperation as an essential element in the democratic process and as a social ideal, an end in itself, synonymous with socialization. The social implications of democratic cooperation and concrete suggestions and methods in implementing the ideal were given forceful treatment.

The publication is divided into two major sections: (1) principles and (2) practices. The first section discusses the need for cooperation in the world today and the progress made by humanity in working together. An evolutionary development of the school and cooperation in relation to principles of organic development furnish background material for emphasis on the education of the whole child, the school and democratic living, and cooperation in administration and supervision. An enlightening discussion on cooperation as an ideal closes the first section.<sup>9</sup> This first section

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<sup>7</sup> Ibid., p. 180.

<sup>8</sup> "Cooperation: Principles and Practices," op. cit., pp. 3-117.

<sup>9</sup> Ibid., pp. 3-117.



numbered.

As a result of the investigation, the following facts were ascertained:

1. The subject, [redacted], was born [redacted] at [redacted].

2. The subject is a [redacted] and has been residing at [redacted] since [redacted].

3. The subject is a [redacted] and has been employed by [redacted] since [redacted].

4. The subject is a [redacted] and has been married to [redacted] since [redacted].

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. . . presented the philosophical, psychological, and historical aspects of the problem, analyzing the present social scene and describing the long upward struggle through which man has evolved his present methods of working together.<sup>10</sup>

The second section deals with the more practical aspects of the problem. It attempts to give a cross-section of present-day beliefs and practices of teachers and administrators concerning cooperation. Experimentation in democratic school administration develops a new interpretation of administration.

Results of questionnaires sent to teachers, supervisors, and administrators showed active participation as it existed in specific schools. This study represented a total distribution of fifty-five school systems in twenty-two states. Usable replies from 437 administrators represented a 38 per cent return. Usable replies from 1,453 teachers gave a return of 36 per cent. Tables are given showing a comparison of attitudes of teachers and superintendents on beliefs in democratic ideals, the role of the school in a democracy, principles of cooperative participation, and relation of the superintendent to the teachers.

The writer interprets the findings of the study as indicating the need for fundamental changes to be effected in public school administration.

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<sup>10</sup> Ibid., p. 117.







Experimentation in democratic cooperation should be attempted to discover means by which to facilitate a higher level of cooperative working and living in the school. Improvement in attitudes and values of human relations is the important responsibility of all who share in guiding the education of youth. The unique function of schools in a democracy is to offer experience and leadership that will enable boys and girls to understand the meaning of democratic ideals and to acquire ability and desire to apply these ideals in their interaction with others.<sup>11</sup>

Reports of teaching experiences in putting into practice certain cooperative techniques showed the results of concentrated efforts in this direction. Definite programs of action must be substituted for vague sentimentalities. Old habits must be changed into new lines of thought and action.<sup>12</sup>

Two more related studies by Wilbur E. Moser, Principal of the Pittsburg, California, Evening High School, entitled "Do Teachers Run the Schools?"<sup>13</sup> and "Specialists Favor Democracy in Administration"<sup>14</sup> attempt to answer the question: Does the much advocated democracy in school administration actually exist?

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<sup>11</sup> Ibid., p. 176.

<sup>12</sup> Ibid., p. 119.

<sup>13</sup> Wilbur E. Moser, "Do Teachers Run the Schools?" The Nation's Schools, 23:51-52, January, 1939.

<sup>14</sup> Wilbur E. Moser, "Specialists Favor Democracy in Administration," California Journal of Secondary Education, 16:239-42, April, 1941.



THE HISTORY OF THE  
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FROM 1624 TO 1898  
BY JOHN B. HOGAN  
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In the first of these studies published in 1939 a comprehensive inventory of data secured from 660 teachers and ninety administrators in 103 California schools was tabulated and summarized. The data appear in four tables, each table covering the same administrative policies: (1) schools in which the development and final decisions were a result of cooperative participation, (2) schools in which the final decisions were the responsibilities of the administrators, (3) schools characterized by control centered in the administration with criticisms and suggestions by the teachers, and (4) schools in which the development and final decision of changes in administrative policies was placed in the hands of the administration alone. If data from (1) and (2) above represented a kind of democratic school administration, Moser concludes that according to the teachers' views approximately 30 per cent of the schools investigated were democratic or partially so; whereas the administrators claim that 57 per cent are so organized. If the data covered in (3) and (4) above represented administration of the autocratic variety, the teachers conclude that 70 per cent of the schools fall within this category; the administrators state 43 per cent.

Moser's second study was published in 1941. Check lists of fifty administrative functions were sent to thirty-five specialists in education in twenty-four







institutions of higher learning in the United States. He classified the results under the same headings as for the 1939 study and these results showed 61 per cent were ardent democrats, 27 per cent mild democrats, 10 per cent favored watered authoritarianism, and only 2 per cent advocated a dictatorship.<sup>15</sup>

Moser concluded that there was not enough participation by teachers in formulating administrative policies. He interpreted his findings as indicating that an increased educational efficiency would result if the school were administered more democratically.

## VI. ORGANIZATION OF THE REMAINDER OF THE STUDY

Chapter II will give a background for the cooperative policy-planning movement in the nation. The responses from municipal and independent rural school classroom teachers which are considered in Chapter III will be followed in Chapter IV by a similar discussion of the responses of the superintendents and principals. Chapter V will include a summary, conclusions, and recommendations.

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<sup>15</sup> Ibid., p. 241.







## CHAPTER II

### A BRIEF HISTORY OF TEACHER PARTICIPATION IN ADMINISTRATION

Throughout the ages mankind has moved on under two great controlling ideals of government: the predominating one, the rule of many by the few, the aristocratic ideal; the other, embryonic, unformed, glimmering and flickering down the centuries, an ideal at times almost disappearing from view, again flaming, lurid with portentous light--a belief that society should rule itself.<sup>1</sup>

This quotation from Talks on Pedagogics by Francis W. Parker, published in 1894, is exemplary of an ideal which is gradually being inculcated into the democratic administration of the public schools. "The goal of humanity is freedom."<sup>2</sup> True education leads to this freedom. In order that democracy may be taught efficiently, the ideals for which it stands must begin with the very heart of the system, i.e., the active cooperation of teachers, pupils, parents, and administrators in producing real-life situations in which democratic principles appear not only in theory, but also in definite practice. " . . . the school must itself be a community life in all which that

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<sup>1</sup> Francis W. Parker, Talks on Pedagogics (New York: A. S. Barnes and Company, 1894), p. 40.

<sup>2</sup> Ibid., p. 419.







implies."<sup>3</sup> Franklin D. Roosevelt once said:

What goes on in the schools every hour of the day, on the playgrounds and in the classroom, whether reflecting methods of control by the teacher, or opportunities for self-expression of the pupils, must be checked against the fact that the children are growing up to live in a democracy.<sup>4</sup>

The schools which came into existence during the colonial period of our nation consisted only of a staff of one or possibly two teachers. There were no administrators or supervisors. The classroom teacher was relatively free to teach as she pleased.

From 1636 to 1654 these schools were administered in a purely democratic fashion. All the inhabitants of a town met en masse and expressed their views for and against by a voice vote. Thus, their direct decisions were the laws under which the school functioned. Later, the administrative problems of the township were delegated to a group of so-called selectmen. This council was the governing body of the township and part of its duties included the administration of the township school, i.e., it hired the teacher, set standards of conduct, supervised instruction, and so forth. As education became more

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<sup>3</sup> John Dewey, Democracy and Education (New York: The Macmillan Company, 1916), p. 417.

<sup>4</sup> Franklin D. Roosevelt, a letter to Dean Wm. E. Russell, Chairman, Congress on Education for Democracy, Teachers College, Columbia University, New York, N. Y., dated July 26, 1939.







important in the public eye, its continual growth made apparent the fact that a council whose sole duties were the affairs of the schools was necessary. This was the birth of the board of education which still plays a leading role in the drama of American education.

In time the public began to demand that these institutions be managed efficiently in a manner similar to that of the businesses with which they were familiar. With the boards of education beginning to realize that they were inadequate in many affairs of the school over which they held jurisdiction, a gradual transition began. In different sections of the country over a rather brief period of time these boards decided there were particular issues which could be handled best by a person prepared in the profession of school administration. Thus the office of superintendent of schools was added to the ever expanding system of public education. Although the first state superintendency was established in the state of New York in 1812, it was not until 1836 that the first city superintendencies were established in Providence and Louisville, and in Buffalo in 1837.

As the system became more complex, a need for greater professional preparation of the teachers was inevitable. This was to include not only grounding in subject-matter but also in methods of teaching.







Curricula increased, school plants became larger; American education was rapidly growing to adulthood. With the concentration of great numbers of its people into urban areas, a need for schools in various sections of the city raised the problem of proper administration of these separate school plants. Initially, most had their own boards of education, superintendents, and staffs. As these systems became unified, there developed a definite tendency towards autocracy in the administrative staff.<sup>5</sup>

"The efficiency of any group of workers depends upon their individual and collective ability, their morale and opportunities to grow professionally."<sup>6</sup> Such an attitude, if upheld by all of those working in a school system, would cause each individual to recognize the ability and worth of each of his fellow workers, thus acting as a positive influence on the pupils in particular, and upon the townspeople in general. New dignity will be added to the teaching profession. Confidence in the system will be a direct outgrowth of this attitude, jealousies and cliques will be eliminated, and the child, whose enlightenment must be, after all, the ultimate goal of the school,

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<sup>5</sup> Samuel E. Weber, Cooperative Administration and Supervision of the Teaching Personnel (New York: Thomas Nelson and Sons, 1937), pp. 327-30.

<sup>6</sup> Ibid., p. 327.







will benefit.

In general, when one thinks of teacher participation in administration, he thinks only of participation in disciplinary problems--problems of the moment, with few reaches into the future. Although it is obvious the teacher is in position to foresee these immediate problems, most writers feel that participation should not stop here. For example, Gertrude Burke says:

I see great need for more teacher participation in matters of administration of attendance, of curriculum, of discipline, of examination schedules, of examinations, and of extra-curricular activities.<sup>7</sup>

Samuel E. Weber lists the following matters in which teachers should participate: administration of building routine, selection of school supplies and equipment, child accountance and attendance, curriculum revision and construction, selection of textbooks, faculty meetings, professional reading and study, professional libraries, and the guidance program.<sup>8</sup>

Dennis H. Cooke feels that the school will be benefited if the teachers' judgments are considered in selecting textbooks, disciplining pupils, making the course of study,

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<sup>7</sup> Gertrude Burke, "Teacher Participation in Administration," National Education Association Addresses and Proceedings, 67:351, June, 1928 to July, 1929.

<sup>8</sup> Weber, op. cit., pp. 331-37.



will receive.

is generally, and has been, a very poor one.

There is a general feeling of dissatisfaction

in this country with the present state of affairs.

few people are in a position to do anything

to better the situation.

most writers feel that the present state of

affairs is very bad.

I am sure that the present state of

affairs is very bad.

of affairs is very bad.

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preparing salary schedules, arranging for extension courses, working with truants and delinquents, making daily programs, making school calendars, advancing and promoting pupils, devising policies for proper care of buildings and grounds, and determining the schools' athletic policies.<sup>9</sup>

It is generally recognized that the question of teacher participation in administration is not a new one. In some degree it has existed since the beginnings of our present school system, though in somewhat haphazard and unorganized forms. Conferences between superintendents and individual teachers over matters of immediate and temporary concern may result in the teachers having more actual influence on the policies of the administration than she thinks.

Almack and Lang state that the movement to secure more active participation by teachers began about 1915. They give two methods which were followed: first, at regular intervals, perhaps the opening and closing of the school term, a letter asking for ideas and suggestions to the management of the school were sent to the teacher. The replies were tabulated and some of the ideas used. Under the second method, the referendum was used. The occasion

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<sup>9</sup> Dennis H. Cooke, Administering the Teaching Personnel (Chicago: Benjamin H. Sanborn and Company, 1939), pp. 318-24.







might have been some special educational problem concerning the entire school. It was stated clearly and the arguments for and against it were set forth. The teachers then proceeded to cast their votes upon the question. There was, of course, no assurance that the central authorities would accept the teachers' final decision, because it was understood that the superintendent was delegating authority and not responsibility.<sup>10</sup>

Recent educational conferences have stressed the necessity for teaching democracy in the schools. "You must teach democracy to your students and live it in the classroom" is the gist of the discussion. Since the democratic concept means so much to students, it follows, then, that teachers should enjoy the same privileges. A superintendent who attended one of these national conferences on education requested that one of his principals prepare a statement of what his school was doing to further the democratic ideal. This the principal attempted to do by sitting at his desk and listing what he thought was being accomplished. How much more successful could he have been had he tabulated the replies from his teachers, who no doubt would have been happy to be asked to

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<sup>10</sup> John C. Almack and Albert R. Lang, Problems of the Teaching Profession (Boston: Houghton Mifflin Company, 1925), pp. 114-15.







participate in such a study, however small. This would have been a more democratic approach.

The ultimate goal has not as yet been defined. Somewhere in the maze of the problems which confront the teacher is a solution. She waits with faith in that future--none too patiently!



participate in the work of the  
have been a considerable  
the interest of the  
Boswell's is one of the  
teacher is a student. The  
none too plentifully.



## CHAPTER III

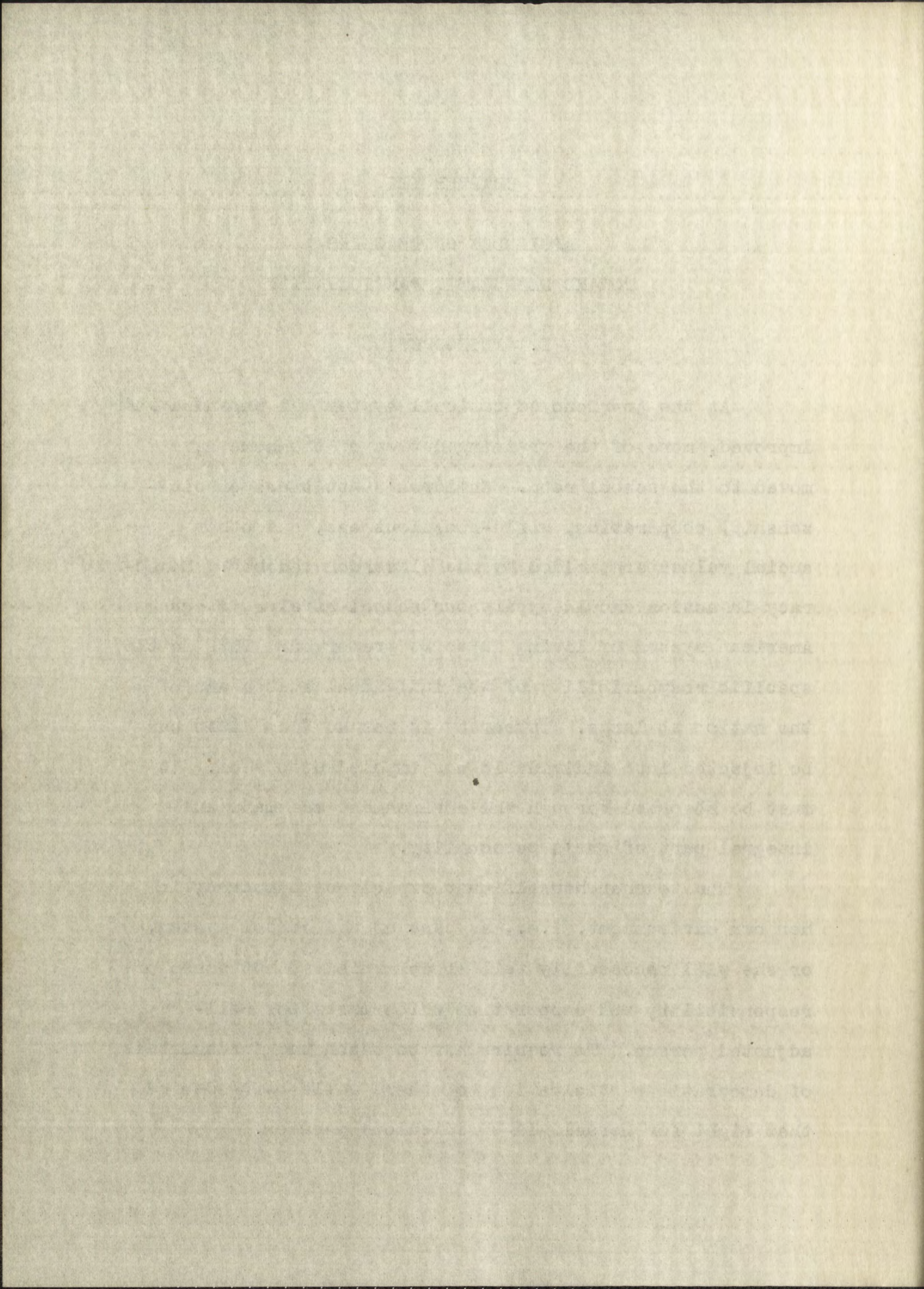
### ATTITUDES OF TEACHERS TOWARD DEMOCRATIC PARTICIPATION

#### I. INTRODUCTION

As the American educational system has expanded and improved, more of the training duties of the home have moved to the school room. Children's attitudes on citizenship, cooperation, world-consciousness, and other social values are molded by the classroom teacher. Democracy in action should typify our school affairs if our American system of living is to be preserved. This is the specific responsibility of the individual states and of the nation at large. Democracy is not an "ism" that can be injected into individuals nor imposed upon them. It must be absorbed through the environment and made an integral part of one's personality.

The teacher herself must experience democracy in her own environment, i.e., as part of the school system, or she will necessarily fail to communicate that sense of responsibility and cooperation which marks the well-adjusted person. To require her to teach the fundamentals of democratic participation to others while being denied that right for herself is a ridiculous paradox.







If great purpose is necessary for stimulating morale, the teaching profession has the needed challenge at the present time. Never was there greater clamor for enlightenment and the improvement of living conditions than that which is now apparent. Never was there a time of greater need for care and protection of children and youth, nor a time when the next generation was more precious, so important is it for the preservation and advancement of those values for which men have laid down their lives. Teachers whose responsibility it is to work closely with children, youth, and adults, have the opportunity to engage in those activities which foster in masses of people the ideals which promote democratic living: the minority groups, the establishment of kinship among all people, the pride in the dignity of man, and the recognition of individual worth. There is opportunity for great intellectual prowess in the work and responsibility of teaching. There is a challenge for people with great enthusiasm, who, giving of their best efforts, can inspire others with their ideals and stimulate them to work for the welfare of mankind with a sense of joyous satisfaction in so doing.<sup>1</sup>

Modern psychologists and educators have little doubt that the personality traits of the teacher, and subsequently her teaching efficiency, can be affected by the type of administrative control under which she works. "Where there is little power there is correspondingly little sense of positive responsibility."<sup>2</sup> A teacher may become very passive to important issues simply because

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<sup>1</sup> American Association of School Administrators, Morale for a Free World (Washington, D. C.: NEA, 1944), p. 233.

<sup>2</sup> John Dewey, "Democracy and Educational Administration," Official Report, New Orleans Convention, February, 1937, of the American Association of School Administrators (Washington, D. C.: NEA), p. 54.







she feels there is nothing she can do about them. Or if she is by nature temperamental, her rebellious spirit may express itself whenever possible. She may become very autocratic in her treatment of her pupils as a partial compensation for her own subjection.

One needs only to consider the conditions existing in an army during wartime to realize that leadership of the autocratic variety puts an individual on the defensive, eventually leading to the "anything-to-get-by" attitude which is fatal to ethical behavior and initiative.

Indifference, boredom, and resentment have a fertile field in an unhappy mind. It is conceivable that a teacher could easily, and probably often does, react in a similar manner.

Koopman, Miel, and Misner in their book, Democracy in School Administration, say that five general aspects cover the process of making school administration democratic: defining the social responsibilities of education, developing a democratic concept of leadership, discovering a democratic form of organization, promoting participation by all, and defining the role of the teacher. With reference to this fifth aspect, these authors feel that allowing the teacher greater participation need not necessarily mean she will be burdened with more duties requiring additional time and energy. Rather, such a move would only mean a redistribution of the time and energy already







being spent. Accepted routines would be examined and useless red tape eliminated. The administration should work with the teachers in finding ways to conserve time and energy for those activities the group agrees are important, if democratic school living is to be an actuality.<sup>3</sup>

## II. REVIEW OF DATA FROM TEACHERS

There are approximately 2300 teachers in the municipal and independent rural schools of New Mexico. What 133 of them think about the degree of teacher participation in policy formulation in their schools cannot be taken as conclusive proof of the situation as it exists in the state at large. However, since these were chosen at random and represent almost 50 per cent of those to whom questionnaires were sent, the writer believes that may be indicative of a general trend of thought and action in the schools of the state from the teachers' points of view.

Tables I, II, III, and IV represent the data returned from 133 grade school and high school teachers whose average teaching experience in the system of which they were then a part was 5.51 years. Their experience ranged from one to thirty years. Although the questionnaire

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<sup>3</sup> G. Robert Koopman, Alice Miel, and Paul J. Misner, Democracy in School Administration (New York: D. Appleton Century Company, Inc., 1943), pp. 7-13.



being found. The results of the analysis of the material obtained from the tests with the apparatus are given in the accompanying tables and figures. It is observed that the results of the tests are in good agreement with the theoretical predictions.

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The results of the tests are given in the accompanying tables and figures. It is observed that the results of the tests are in good agreement with the theoretical predictions. The data show that the rate of reaction is proportional to the concentration of the reactants, and that the reaction is first order with respect to the concentration of the reactants. The results of the tests are in good agreement with the theoretical predictions.

TABLE I  
Rate of reaction of A and B at various temperatures



was so constructed that if the teachers made no reply on a particular policy it was an indication that they believed it should be an administrative policy, with no teacher participation involved, certain notations made by individual teachers led the writer to believe that some teachers either did not feel qualified to judge those items because of their limited experience in that particular system or that the policy did not exist at all, or that they were indifferent to the problem whether or not it existed. Therefore, Columns 1 and 2 present the most accurate data. Column 3 probably represents a percentage who are either indifferent to the problem or have a firm conviction that the policies should be administrative affairs alone.

There is one fact that must be kept in mind when interpreting the data as they appear on the tables of this and the following chapters: the figures in Column 1 represent the number and per cent of the teachers contacted who felt that the policy in question should be a result of active cooperative planning between the teachers and administrators but was not so determined in their particular system.

Judging from the percentages shown in Table I, the teachers are very much interested in the academic policies of their schools. The greatest number of desires for







TABLE I  
ATTITUDES OF 133 TEACHERS  
TOWARD CERTAIN ACADEMIC POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of coopera- tive planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Selection of textbooks	59	44.4	73	54.9	1	.7
(b) Preparation, revision, and expansion of course of study	70	52.6	55	41.4	8	6.0
(c) Preparation of school calendar	64	48.1	50	37.6	19	14.3
(d) Planning and developing pupil records and reports	63	47.4	55	42.3	14	11.3
(e) Testing program	64	48.2	55	42.2	13	9.6
(f) System of marking and grading	67	50.5	53	39.9	13	9.6
(g) Preparation of daily class schedule	59	44.4	61	46.0	13	9.6



APPENDIX

RECOMMENDATIONS

1. The Commission recommends that the following measures be taken:

(a) To improve the quality of the curriculum and the teaching staff.

(b) To improve the quality of the facilities and the equipment.

(c) To improve the quality of the financial management.

(d) To improve the quality of the administrative management.

(e) To improve the quality of the social and cultural environment.

(f) To improve the quality of the health and safety environment.

(g) To improve the quality of the legal and judicial environment.

(h) To improve the quality of the economic environment.

(i) To improve the quality of the political environment.

(j) To improve the quality of the international environment.

(k) To improve the quality of the environmental environment.

(l) To improve the quality of the technological environment.

(m) To improve the quality of the scientific environment.

(n) To improve the quality of the artistic environment.

(o) To improve the quality of the sports environment.

(p) To improve the quality of the media environment.

(q) To improve the quality of the information environment.

(r) To improve the quality of the communication environment.

(s) To improve the quality of the transportation environment.

(t) To improve the quality of the energy environment.

(u) To improve the quality of the water environment.

(v) To improve the quality of the air environment.

(w) To improve the quality of the land environment.

(x) To improve the quality of the marine environment.

(y) To improve the quality of the atmospheric environment.

(z) To improve the quality of the cosmic environment.



participation were expressed for the preparation, revision, and expansion of the course of study (52.6 per cent) and for a voice in formulating a system of marking or grading (50.5 per cent). The data show that there is a reasonable degree of participation by the teachers in the selection of textbooks and the preparation of daily class schedules. One teacher who had had sixteen years of teaching experience in the system said the teachers had been asked if they were satisfied with the textbooks, and had been allowed to select certain workbooks. She did not feel that this was sufficient participation by the teacher group. Another reported that only a few extra textbooks were selected by the teachers in her system.

Concerning teacher participation in the selection of textbooks, Koopman et al. express the opinion that it is probably true that the authors of textbooks produce texts which they hope will attract educators. The teacher who will use them in her classroom daily should be a competent judge of their excellence. The opportunity to pass judgment on new textbooks as they come on the market should keep her in contact with modern educational theories and practices.<sup>4</sup> The replies from the teachers of New Mexico indicate that the administrators must favor the ideas expressed by

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<sup>4</sup> Koopman, et al., op. cit., p. 334.



participation with respect to the... and expansion of this... for a value in... (50.5 per cent). The... degree of... of... One... in the... satisfied with... asked... satisfied... reported that... the... General... of... probably... which they... will use... judge of their... on... in contact with... The... the...



Koopman. Here is a step toward democracy in school administration.

Table II reveals some very interesting information concerning the teachers' desires to have a voice in budget-making, planning the salary schedule, and building planning. The differences noted in Columns 1 and 2 of this table show that participation is desired but little is had. The rather high percentages in Column 3, on the other hand, may be indicative of the fact that the teachers prefer participation in those matters which have a closer connection with the schoolroom, and not with those matters dealing with the administrative affairs of the entire system.

A comparison between the situation covered by Table II as shown by the present study and the one reported in the Eleventh Yearbook is presented in Figure 1. The differences are relatively small, with the teachers of New Mexico favoring a greater percentage of participation in building planning. It appears that New Mexico teachers enjoy more participation in matters of budget policies and building planning than do teachers over the nation generally. In all instances desired participation far exceeds the actual participation. The greatest desire in both studies was for a voice in preparing the salary schedules.

Tables III and IV show the attitudes of the teachers toward certain pupil personnel and teacher personnel







TABLE II  
ATTITUDES OF 133 TEACHERS  
TOWARD CERTAIN FINANCIAL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of coopera- tive planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Preparation of budget	66	49.7	21	15.7	46	34.6
(b) Preparation of salary schedule	82	61.6	25	18.8	26	19.6
(c) Participation in building planning	72	54.1	32	24.1	29	21.8



TABLE I

Summary of the results of the investigation

1. The results of the investigation are as follows:

(a) Preparation of samples

of samples

(b) Preparation of samples

of samples

(c) Preparation of samples

of samples

of samples



Per cent

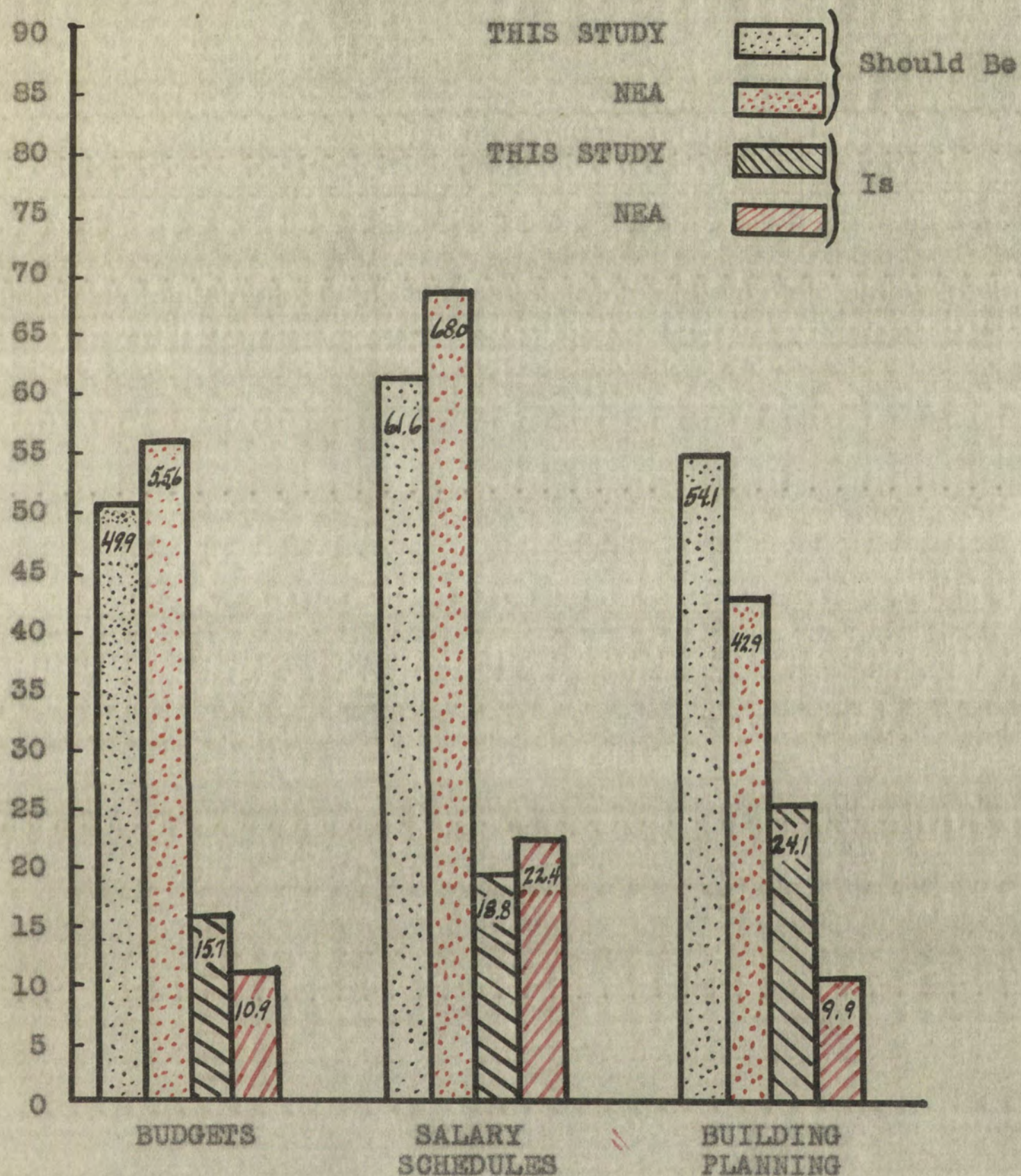
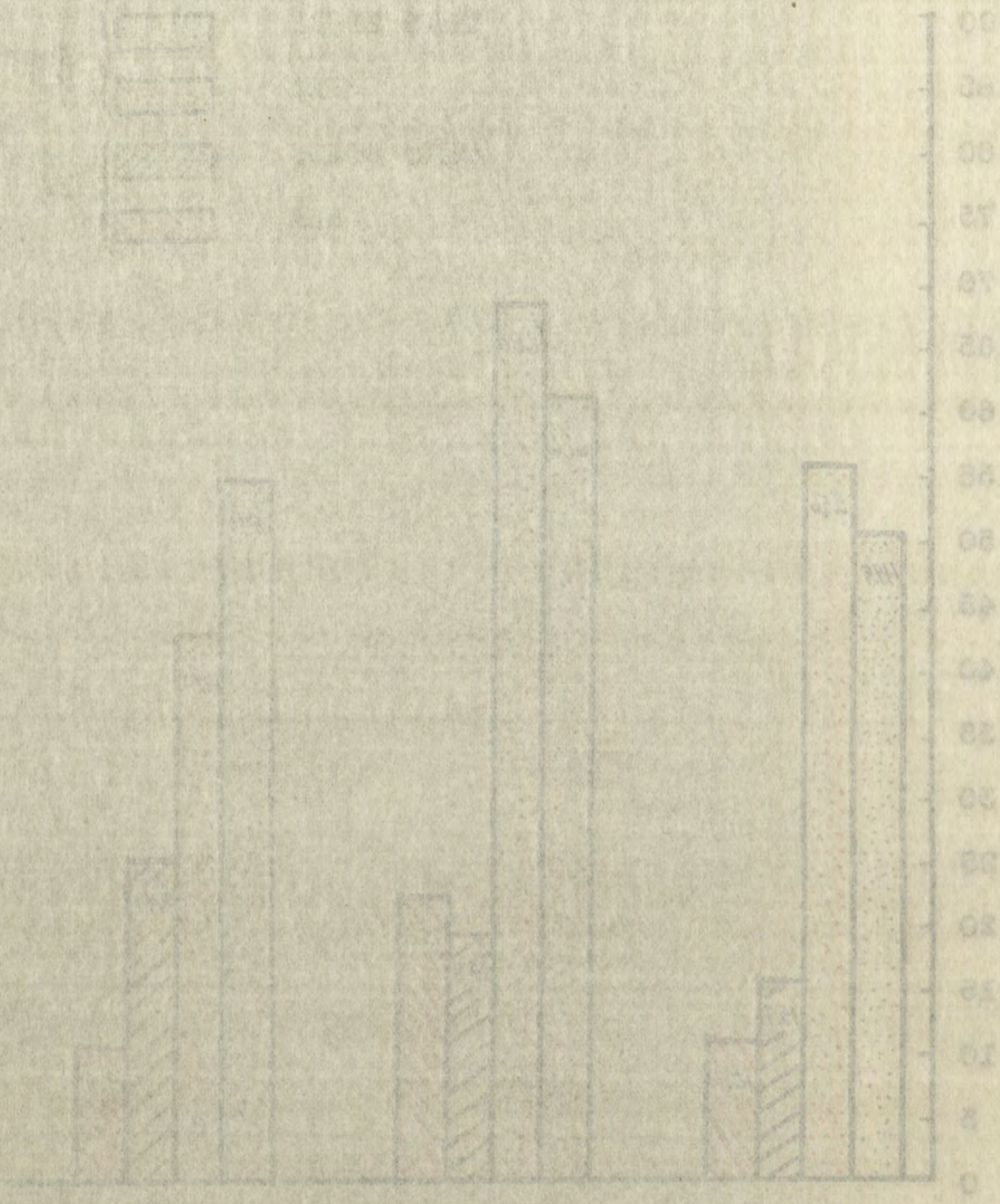
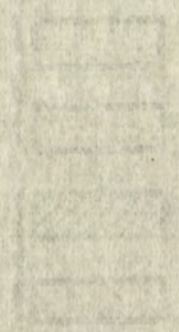


FIGURE 1

COMPARATIVE PERCENTAGES OF RESPONSES  
TO CERTAIN ITEMS IN THIS STUDY AND  
A STUDY REPORTED IN THE ELEVENTH YEARBOOK,  
DEPARTMENT OF SUPERVISORS, NEA



Per cent



1. 1940-1941 2. 1942-1943 3. 1944-1945

TABLE 1

PERCENTAGE DISTRIBUTION OF THE POPULATION OF THE UNITED STATES BY AGE AND SEX, 1940-1947



TABLE III

ATTITUDES OF 133 TEACHERS  
TOWARD CERTAIN PUPIL PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of coopera- tive planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Guidance and counseling program	59	44.4	58	43.6	16	12.9
(b) Promotion prac- tices and policies	64	48.2	58	43.6	11	8.2
(c) Disciplinary policies	53	39.9	74	65.7	6	3.4
(d) Health supervision	54	40.7	58	43.6	21	15.7
(e) Playground supervision	47	35.3	70	52.7	16	12.0
(f) Safety traffic rules	50	37.6	47	35.4	36	27.0
(g) Student government	57	43.0	45	33.8	31	23.2
(h) School paper	49	36.9	53	39.9	31	23.2



FOUNDED 1878

POLICY

- (a) Insurance and  
Investment
- (b) Promotion of  
Savings and  
Pensions
- (c) Disposal of  
Pensions
- (d) Health  
Insurance
- (e) Disposal of  
Pensions
- (f) Safety  
Insurance
- (g) Student  
Government
- (h) School  
Savings



TABLE IV

ATTITUDES OF 133 TEACHERS  
TOWARD CERTAIN TEACHER PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of coopera- tive planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Regulations or restrictions on teacher's social life	49	36.9	44	33.1	40	30.0
(b) Regulations governing teacher's rooming place	43	32.3	43	32.3	47	35.4
(c) Required attendance at P.T.A. meetings	45	33.8	22	16.6	66	49.6
(d) Planning and conducting teachers' meetings	65	49.0	50	37.6	18	23.4
(e) Standards for sick leaves for teachers	75	56.5	37	27.8	21	15.7
(f) Employment of new teachers	41	30.8	13	9.6	79	58.6
(g) Regulations for substitute teachers	68	51.2	24	18.1	41	30.7
(h) Tenure and pension regulations	79	58.5	29	21.7	25	18.8
(i) Provisions for exchange teachers	70	52.7	5	3.7	58	43.6



TO: [illegible]  
FROM: [illegible]  
SUBJECT: [illegible]

[illegible text block]

- (a) [illegible]  
[illegible]  
[illegible]
- (b) [illegible]  
[illegible]  
[illegible]
- (c) [illegible]  
[illegible]  
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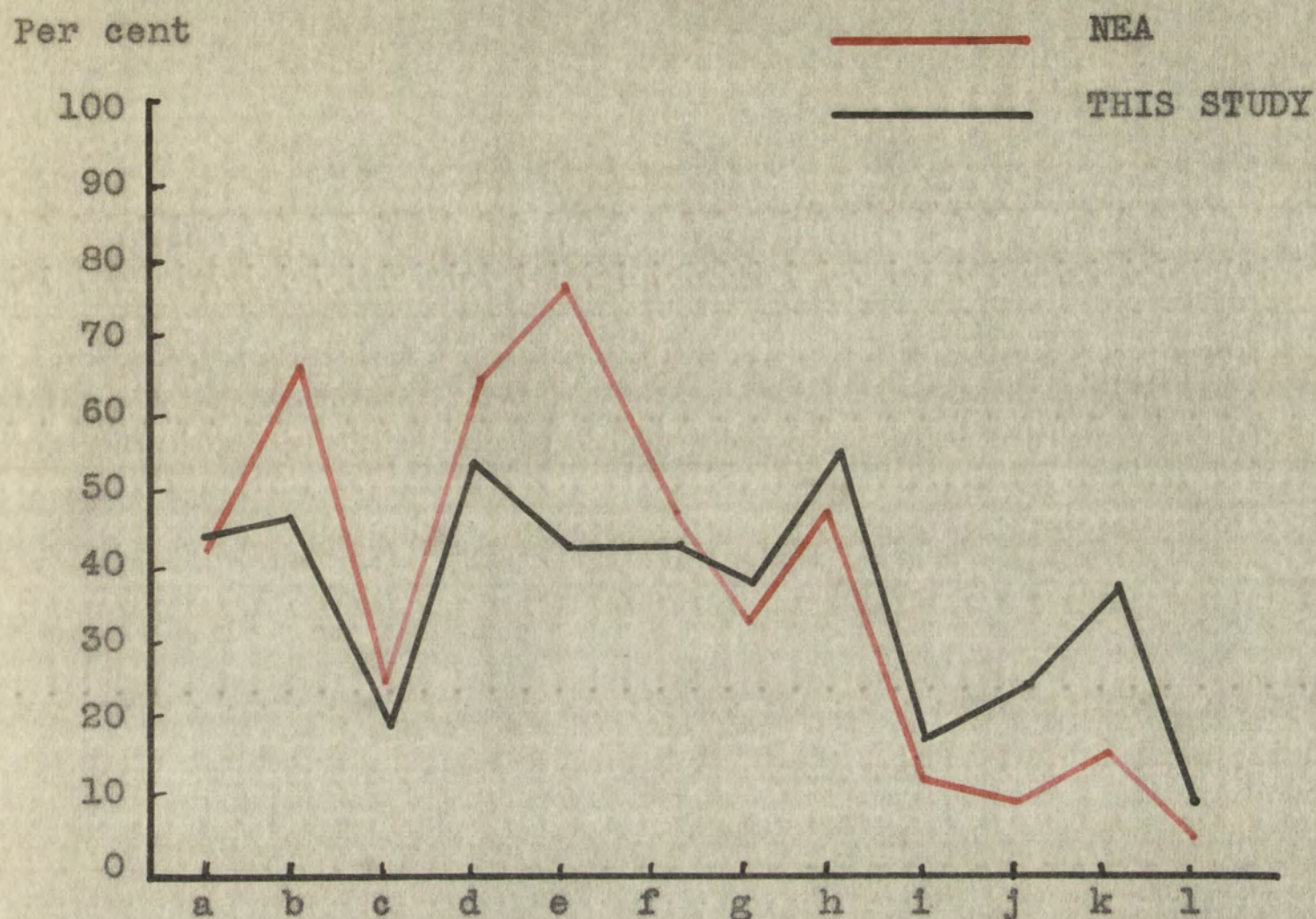
problems. Activities in which there is the most cooperative planning are disciplinary problems and playground supervision. Little participation is indicated in employment of new teachers, regulations for new teachers, and provisions for exchange teachers. Since there are very few systems in New Mexico which have provisions for exchange teachers, the low percentage under Column 2, Table IV, in this regard is understandable. It is interesting to notice that the teachers do desire participation in setting up standards for exchange teachers, should they have the opportunity to work in a system where such a plan is in force. Other policies listed in descending order of percentage values in which greater desire for participation was voiced were tenure and pension regulations, standards for sick leaves, regulations for substitute teachers, and planning and conducting teachers' meetings.

Figure 2 presents a comparison between actual participation in certain items in the present study and the same items in the study appearing in the Eleventh Yearbook. As a whole the studies show very similar results. The greatest differences indicate that the national study reflected greater participation in preparation of the daily class schedules and the preparation, revision, and expansion of the course of study. New Mexico's teachers reported more participation in the preparation of the







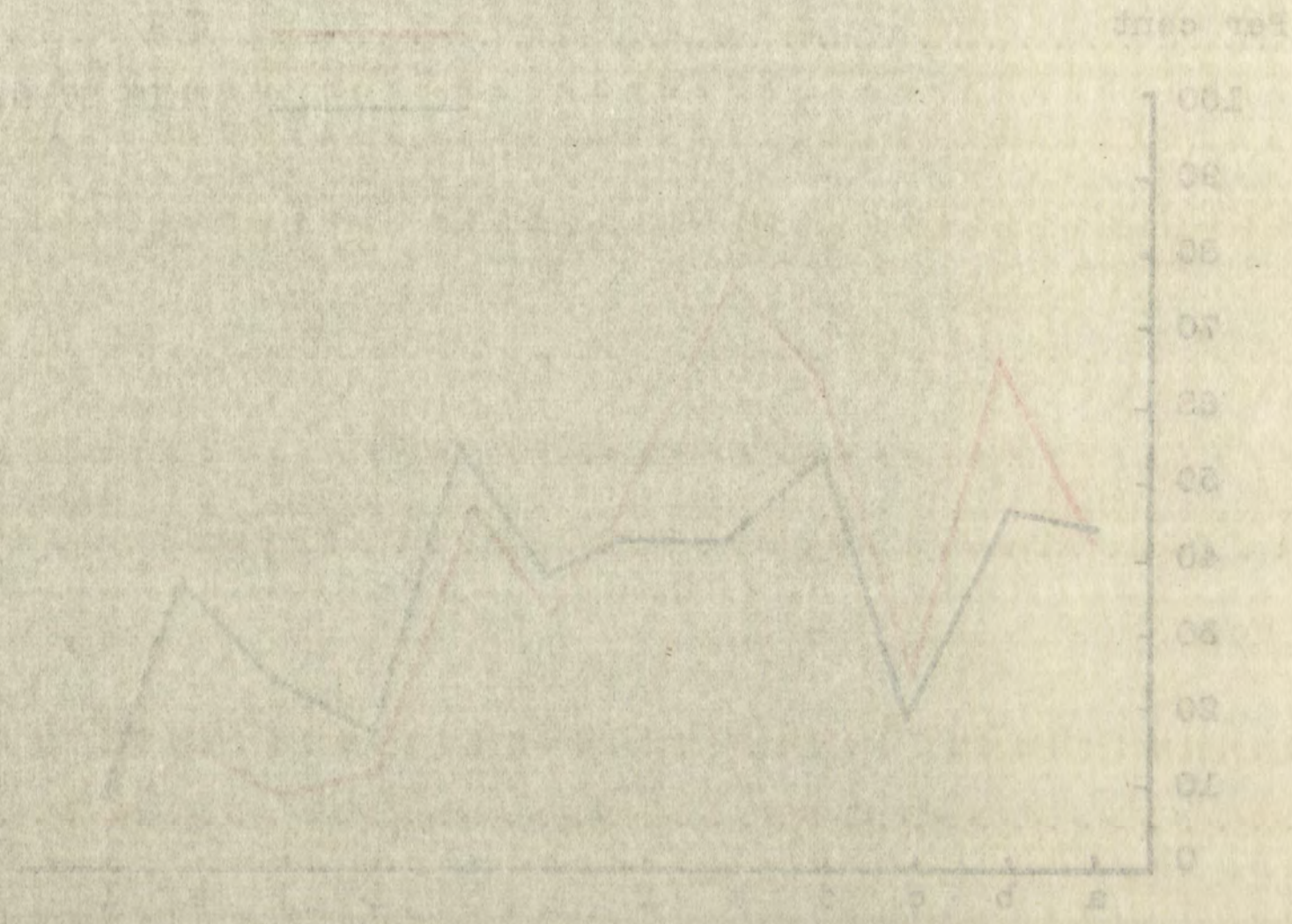


	NEA	THIS STUDY
	%	%
a Promotion pract. & pol.	40.8	43.6
b Prep. daily class sched.	65.8	46.0
c Prep. sal. sched.	22.4	18.8
d Selection textbooks	64.1	54.9
e Prep., revis., & expan. course of study	76.1	41.4
f Testing program	45.9	42.2
g Plan. & conduct. tchrs' mtgs.	30.7	37.6
h Playground supervision	45.8	52.7
i Preparation of budget	10.9	15.7
j Partic. in bldg. plan.	9.9	24.1
k Prep. school calendar	15.6	37.6
l Employment new teachers	4.1	9.6

FIGURE 2

COMPARATIVE PERCENTAGES SHOWING ACTUAL PARTICIPATION  
IN CERTAIN ITEMS IN THIS STUDY AND A STUDY REPORTED  
IN THE ELEVENTH YEARBOOK, DEPARTMENT OF SUPERVISORS, NEA





- 1. Employment opportunities
- 2. Prep. school courses
- 3. Parties in W. Va. State
- 4. Preparation of reports
- 5. Playground associations
- 6. Plan. & conduct of study
- 7. Testing program
- 8. or study
- 9. Prep. review & evaluation
- 10. Selection criteria
- 11. Prep. and school
- 12. Prep. and school
- 13. Promotion grade, A, B, C

IN THE HISTORY OF THE STATE OF WEST VIRGINIA  
 IN CERTAIN PARTS OF THE STATE  
 COMPARATIVE STUDY OF THE STATE OF WEST VIRGINIA



TABLE V  
OTHER ACTIVITIES NOT COVERED  
IN QUESTIONNAIRE

Policy	Should Be	Is
(a) Travel pay for teachers		1
(b) Extra-curricular activities	3	1
(c) Correlation of subject-matter and methods		1
(d) An overall academic plan	1	
(e) Visual education	1	
(f) Pupil attendance		1
(g) Selection and proper distribution of library books	1	
(h) Planning and conducting program for retarded children	1	
(i) Pupil-teacher ratio	1	
(j) Protection of neighborhood property	1	
(k) Janitor service	1	
(l) In-service training of teachers	1	
(m) Selecting school equipment		1
(n) Ordering school supplies		1



- (1) General
- (2) History
- (3) Description
- (4) Location
- (5) Physical characteristics
- (6) Political boundaries
- (7) Population and density
- (8) Climate and weather
- (9) Agriculture and industry
- (10) Transportation
- (11) Social and cultural
- (12) Government and administration
- (13) Education and health
- (14) Religion and customs
- (15) Language and communication
- (16) Economic development
- (17) Environmental issues
- (18) International relations
- (19) Security and defense
- (20) Miscellaneous



school calendar.

Finally, the teachers were asked to list activities not covered in the questionnaire in which they have or should have a voice in designating policies. This information is listed in Table V, which shows the number making the suggestion and whether or not participation was an actuality. These are given in the exact words of the teachers. There was little or no overlapping with previous tables. If an attempt at classification under the four main headings of the questionnaire were made, one would discover that the greatest per cent of additions would fall under the heading of pupil personnel policies; a great portion of the remainder involve the teacher personnel policies. These problems, then, are foremost in the minds of the teachers. The fact that no addition was made which could be classified as a financial matter supports again a contention by many teachers that financial affairs should be the concern of the administration.

Conclusions will appear in a later chapter.

Chapter III has shown a comprehensive survey of the teachers' views on certain administrative policies. The chapter which follows will give a similar treatment of the views expressed by superintendents and principals.



Report of the Committee on the Administration of the Government

Chapter I. The General Principles of the Administration

1. The Administration of the Government is a complex and multifaceted task.

It involves the coordination of various departments and agencies.

It also involves the management of the government's resources.

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## CHAPTER IV

### ATTITUDES OF SUPERINTENDENTS AND PRINCIPALS ON DEMOCRATIC PARTICIPATION

#### I. INTRODUCTION

Administration in the education profession is the term used to include the executive phases of keeping the school functioning smoothly. For example, it may cover preparing the budget, the salary schedule, the daily class schedules, and the school calendar; guidance programs, disciplinary policies, health supervision, and safety traffic rules are additional areas in which the administration is responsible; employment of new teachers, regulations for substitute teachers, tenure and pension regulations, standards for sick leaves, and provisions for exchange teachers, are also generally held to be the ultimate responsibility of the administration. This list is not, of course, exhaustive. It gives, however, an indication of the scope of the work expected from the administrator of the school, and thereby emphasizes the importance of his position.

Although it is the duty of the school administrators to execute the rules set down by the legislative body of the school, the school board, the amount of discretion left to the executive is a matter of considerable



THE STATE OF TEXAS, COUNTY OF DALLAS.

I, the undersigned, a Notary Public in and for the State of Texas, do hereby certify that the within and foregoing is a true and correct copy of the original of the same, as the same appears from the records of the County of Dallas, State of Texas.

IN WITNESS WHEREOF, I have hereunto set my hand and the seal of my office, at Dallas, Texas, this 1st day of January, 1901.

Notary Public in and for the State of Texas.

JOHN W. BROWN, Notary Public in and for the State of Texas.

SCHOOL DISTRICT NO. 1, CITY OF DALLAS, TEXAS.

Preparing the same, and the same is hereby certified to be a true and correct copy of the original of the same, as the same appears from the records of the County of Dallas, State of Texas.

JOHN W. BROWN, Notary Public in and for the State of Texas.

disposition of the same, and the same is hereby certified to be a true and correct copy of the original of the same, as the same appears from the records of the County of Dallas, State of Texas.

traffic rules and regulations, and the same is hereby certified to be a true and correct copy of the original of the same, as the same appears from the records of the County of Dallas, State of Texas.

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importance. As long as it does not exceed its powers, rule by the administrators should be quite arbitrary. Within the limits of purpose, plan, and methods provided by the board of education, the administration should be free to act at will.<sup>1</sup>

It may be said that success depends largely on the wisdom of the administration. This wisdom may easily be a deciding factor in the effectiveness of the school.

## II. REVIEW OF DATA FROM ADMINISTRATORS

In the schools of New Mexico there are many teaching principals. However, since this study embraces only the municipal and independent rural systems of the state the percentage of principals in this study who do classroom teaching is probably not so large as that of the state as a whole. As has been previously pointed out, the practice of classroom teaching by principals and superintendents usually occurs only in small schools.

The chief concern of this chapter is to study the degree of teacher participation in formulating the policies of fifty-four municipal and independent rural school districts of the state as determined by replies from fifty

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<sup>1</sup> Jesse B. Sears, City School Administrative Controls (New York: McGraw-Hill Book Company, Inc., 1938), p. 20.



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...degree of ...  
...of ...  
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superintendents and thirty-five principals.

The reader is again reminded that when interpreting the data of Tables VI to XIII inclusive, the figures in Column 1 represent the number and per cent of the administrators contacted who felt that the policy should be a result of active cooperative planning between the teachers and administrators but was not so determined in their particular system. Again, too, Column 3 represents the number who made no reply and, therefore, either consider that policy an administrative problem without participation by the teacher group or are merely indifferent to it.

Tables VI, VII, VIII, and IX represent the data returned from fifty school superintendents who averaged 10.87 years in the system of which they were then a part. Their experience ranged from one to twenty-seven years.

Table VI indicates that the superintendents feel there is a great deal of teacher participation in the selection of textbooks (86 per cent) and in the preparation, revision, and expansion of the course of study (82 per cent). In this group of policies involving certain academic procedures relatively low participation by the teachers is shown in the preparation of the school calendar (56 per cent) and the preparation of the daily class schedule (54 per cent). Significantly low figures in Columns 1 and 3 show quite conclusively that the







TABLE VI  
ATTITUDES OF FIFTY SUPERINTENDENTS  
TOWARD CERTAIN ACADEMIC POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Selection of Textbooks	6	12	43	86	1	2
(b) Preparation, revision, and expansion of course of study	7	14	41	82	2	4
(c) Preparation of school calendar	13	26	28	56	9	18
(d) Planning and developing pupil records and re- ports	15	30	31	62	4	8
(e) Testing program	12	24	34	68	4	8
(f) System of mark- ing or grading	8	16	34	68	8	16
(g) Preparation of daily class schedule	10	20	37	74	13	26



THE UNIVERSITY OF CHICAGO  
DIVISION OF THE PHYSICAL SCIENCES  
DEPARTMENT OF CHEMISTRY

REPORT OF THE  
COMMISSION ON THE  
STRUCTURE OF THE  
ATOMIC NUCLEUS

BY  
J. R. OPPEL  
AND  
J. H. P. O'NEILL

CHICAGO, ILLINOIS  
1955

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404 EAST 58TH STREET  
CHICAGO, ILLINOIS 60637



superintendents feel there is considerable cooperative planning involved in their school systems in the policies stated in this section of the questionnaire.

Table VII, which touches upon three policies which fall within the financial realm of the school's operation, reveals a figure of interest in Column 3: 46 per cent of the superintendents contacted reflect the feeling that the preparation of the budget should be an administrative duty. Twenty per cent of the replies indicate it is a result of cooperative planning and the remaining 34 per cent feel it should be. In the preparation of the salary schedules the three columns show figures of relatively equal values indicating a sharp division of opinion; there is no substantial agreement that the policy should be or is a result of teacher participation or that it should be only an administrative function. More participation in building planning (44 per cent) is indicated than in any other policy in this table. A glance at this table and Table VI reveals that there is considerably less participation in the formulation of financial affairs than in academic policies.

In Table VIII data concerning certain pupil personnel policies are shown. Again high percentages appear in Column 2, reflecting substantial agreements among the superintendents that much participation is entered into







TABLE VII

ATTITUDES OF FIFTY SUPERINTENDENTS  
TOWARD CERTAIN FINANCIAL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Preparation of budget	17	34	10	20	23	46
(b) Preparation of salary schedule	16	32	19	38	15	30
(c) Participation in building planning	19	38	22	44	9	18



Policy

(a) Preparation of Budget

(b) Preparation of salary schedule

(c) Participation in building planning



TABLE VIII  
ATTITUDES OF FIFTY SUPERINTENDENTS  
TOWARD CERTAIN PUPIL PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Guidance and counseling program	11	22	38	76	1	2
(b) Promotion prac- tices and policies	7	14	40	80	3	6
(c) Disciplinary policies	6	12	40	80	4	8
(d) Health supervision	10	20	34	68	6	12
(e) Playground supervision	5	10	41	82	4	8
(f) Safety traffic rules	9	18	34	68	7	14
(g) Student government	6	12	33	66	11	22
(h) School paper	7	14	34	68	9	18



THE POLICE DEPARTMENT

POLICE

- (a) Police Department
- (b) Police Department
- (c) Police Department
- (d) Police Department
- (e) Police Department
- (f) Police Department
- (g) Police Department
- (h) Police Department



by the teachers. Teacher participation in the formulation of policies relating to playground supervision (82 per cent), promotion practices and policies (80 per cent), and disciplinary practices and policies (80 per cent) indicate that the administrators are attempting to promote democratic operation in their systems.

The data appearing in Table IX show that the incidence of cooperative action between superintendents and teachers varies greatly on the policies involving the teachers themselves. The lack of replies concerning provisions for exchange teachers (66 per cent), required attendance at P.T.A. meetings (64 per cent), and employment of new teachers (60 per cent) indicate that the superintendents probably feel that these are administrative functions. According to the superintendents, the teachers have considerable voice in planning and conducting teachers' meetings (62 per cent).

This concludes a survey of the responses of the superintendents. Replies from the principals will now be considered. Tables X, XI, XII, and XIII give the data tabulated from the replies of thirty-five principals chosen at random from the elementary and secondary levels of the systems used in the study. These principals, whose average experience in their respective school systems is 9.13 years, represent a return on the questionnaires of 50.7 per cent.







TABLE IX  
ATTITUDES OF FIFTY SUPERINTENDENTS  
TOWARD CERTAIN TEACHER PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Regulations or restrictions on teacher's social life	12	24	17	34	21	42
(b) Regulations governing teacher's rooming place	7	14	14	28	29	58
(c) Required attendance at P.T.A. meetings	6	12	12	24	32	64
(d) Planning and conducting teachers' meetings	14	28	31	64	5	10
(e) Standards for sick leaves for teachers	13	26	22	44	15	30
(f) Employment of new teachers	14	28	6	12	30	60
(g) Regulations for substitute teachers	16	32	6	12	28	56
(h) Tenure and pension regulations	12	24	16	32	22	44
(i) Provisions for exchange teachers	10	20	7	14	33	66



THE UNITED STATES OF AMERICA  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

WYOMING  
COUNTY OF TETTER  
TETTER CREEK  
SECTION 36, T. 14 N., R. 10 E., S. 10 N.

BEFORE ME, the undersigned authority, on this day personally appeared \_\_\_\_\_, known to me to be the person whose name is subscribed to the foregoing instrument, and acknowledged to me that he executed the same for the purposes and consideration therein expressed.

(a) Registered at  
Tetters Creek  
County of Tetter  
State of Wyoming

(b) Registered at  
Tetters Creek  
County of Tetter  
State of Wyoming

(c) Registered at  
Tetters Creek  
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State of Wyoming

(d) Registered at  
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(h) Registered at  
Tetters Creek  
County of Tetter  
State of Wyoming

(i) Registered at  
Tetters Creek  
County of Tetter  
State of Wyoming



Their experience ranged from one to twenty-nine years.

A study of Table X reflects that the principals feel there is considerable participation of the teachers in selection of textbooks (71.4 per cent). It is significant to notice that of the four policies in which the most participation was indicated (selection of textbooks; system of marking and grading; preparation, revision, and expansion of the course of study; and preparation of the daily class schedules) the principals made 100 per cent replies on three of them, thus showing absolute agreement that the first three given in parentheses above should be determined by cooperative planning. Also only one principal seemed to feel that the testing program should not involve cooperative planning. In general, the replies of the principals show that there is considerable participation in the formulation of all the policies included in this section of the questionnaire.

The significant deduction to be made from Table XI is that the principals are in agreement that the three policies given should result from a combination of administrator and teacher points of view. According to this data, actual participation is very small. The small percentages of no replies bears out the first statement of this paragraph.

In Table XII, concerning the problems involving the



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TABLE X  
ATTITUDES OF THIRTY-FIVE PRINCIPALS  
TOWARD CERTAIN ACADEMIC POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Selection of textbooks	10	28.6	25	71.4	0	0
(b) Preparation, revision, and expansion of course of study	13	37.2	22	62.8	0	0
(c) Preparation of school calendar	12	34.3	15	42.8	8	22.9
(d) Planning and developing pupil records and reports	13	37.2	17	48.5	5	14.3
(e) Testing program	14	39.8	20	57.4	1	2.8
(f) System of marking or grading	12	34.3	23	65.7	0	0
(g) Preparation of daily class schedule	9	25.7	22	62.8	4	11.5



THE UNIVERSITY OF CHICAGO

DEPARTMENT OF CHEMISTRY

RESEARCH REPORT

NO. 100

BY

DR. J. H. HARRIS

CHICAGO, ILL.

1950

RESEARCH REPORT

NO. 100

BY

DR. J. H. HARRIS

CHICAGO, ILL.

1950



TABLE XI

ATTITUDES OF THIRTY-FIVE PRINCIPALS  
TOWARD CERTAIN FINANCIAL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Preparation of budget	20	57.3	7	19.9	8	22.8
(b) Preparation of salary schedule	19	54.4	10	28.6	6	17.0
(c) Participation in building planning	23	65.7	10	28.6	2	5.7



RECEIVED BY THE DIRECTOR OF THE  
BUREAU OF THE ARMY  
WASHINGTON, D. C.

TO THE DIRECTOR OF THE  
BUREAU OF THE ARMY  
WASHINGTON, D. C.

FROM THE  
BUREAU OF THE ARMY  
WASHINGTON, D. C.

RECEIVED BY THE DIRECTOR OF THE  
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WASHINGTON, D. C.

TO THE DIRECTOR OF THE  
BUREAU OF THE ARMY  
WASHINGTON, D. C.

FROM THE  
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WASHINGTON, D. C.



TABLE XII

ATTITUDES OF THIRTY-FIVE PRINCIPALS  
TOWARD CERTAIN PUPIL PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Guidance and counseling program	13	37.2	19	54.3	3	8.5
(b) Promotion practices and policies	9	25.7	25	71.4	1	2.9
(c) Disciplinary policies	5	14.3	30	85.7	0	0
(d) Health supervision	9	25.7	22	62.8	4	11.5
(e) Playground supervision	9	25.7	23	65.7	3	8.6
(f) Safety traffic rules	10	28.6	19	54.3	6	17.1
(g) Student government	9	25.7	17	48.6	9	25.7
(h) School paper	7	20.0	19	54.3	9	25.7



THE  
UNITED STATES  
DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D. C. 20535

TO : DIRECTOR, FBI  
FROM : SAC, NEW YORK  
SUBJECT: [Illegible]

- (a) [Illegible]
- (b) [Illegible]
- (c) [Illegible]
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pupils of the schools, greater participation is again noticed. The high percentages in Column 2 in disciplinary policies (85.7 per cent) and in all other policies of this section indicate that the principals are quite willing to consider the classroom teachers whenever policies concerning the pupils are involved.

Column 1 of Table XIII shows that the degrees of desired participation in policies governing the teacher personnel vary from 28.5 per cent in both regulations or restrictions on the teachers' social lives and those governing their rooming places, to 51.6 per cent desiring participation in making tenure and pension regulations. A wider variance is presented in Column 2: 57.3 per cent of the principals reported that in their school systems the planning and conducting of teachers' meetings did involve participation by the teachers; no principal said that the teachers had a voice in making provisions for exchange teachers. In connection with exchange teachers, the data show that 68.4 per cent of the principals made no reply, thus indicating either indifference to the problem or a conviction that this is a policy to be determined by the administration.

Figures 3, 4, and 5 picture graphically the comparisons of the points of view of superintendents and principals. Taken collectively, these three figures indicate that the







TABLE XIII

ATTITUDES OF THIRTY-FIVE PRINCIPALS  
TOWARD CERTAIN TEACHER PERSONNEL POLICIES

Policy	(1) Should be a result of cooperative planning		(2) Is a result of cooperative planning		(3) No Reply	
	No.	%	No.	%	No.	%
(a) Regulations or restrictions on teacher's social life	10	28.5	12	34.3	13	37.2
(b) Regulations governing teacher's rooming place	10	28.5	9	25.7	16	45.8
(c) Required attendance at P.T.A. meetings	9	25.7	6	17.0	20	57.3
(d) Planning and conducting teachers' meetings	13	37.2	20	57.3	2	5.5
(e) Standards for sick leaves for teachers	14	40.0	15	43.0	6	17.0
(f) Employment of new teachers	12	34.3	4	8.5	19	54.2
(g) Regulations for substitute teachers	17	48.5	7	19.9	11	31.6
(h) Tenure and pension regulations	18	51.6	7	19.9	10	28.5
(i) Provisions for exchange teachers	11	31.6	0	0	24	68.4

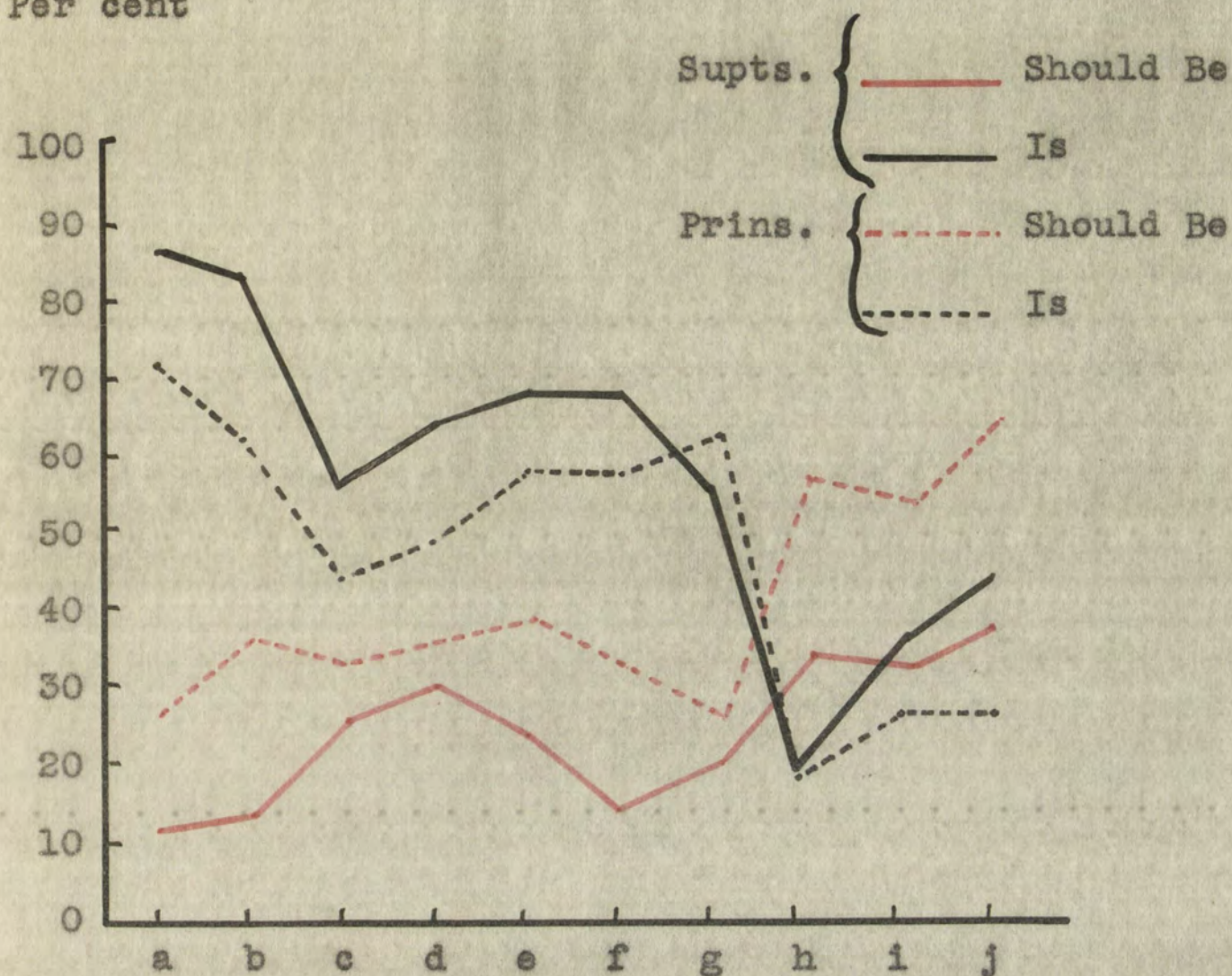


TO THE HONORABLE MEMBERS OF THE HOUSE OF REPRESENTATIVES  
IN SENATE CHAMBERS  
WASHINGTON, D. C.

DEAR SENATORS:

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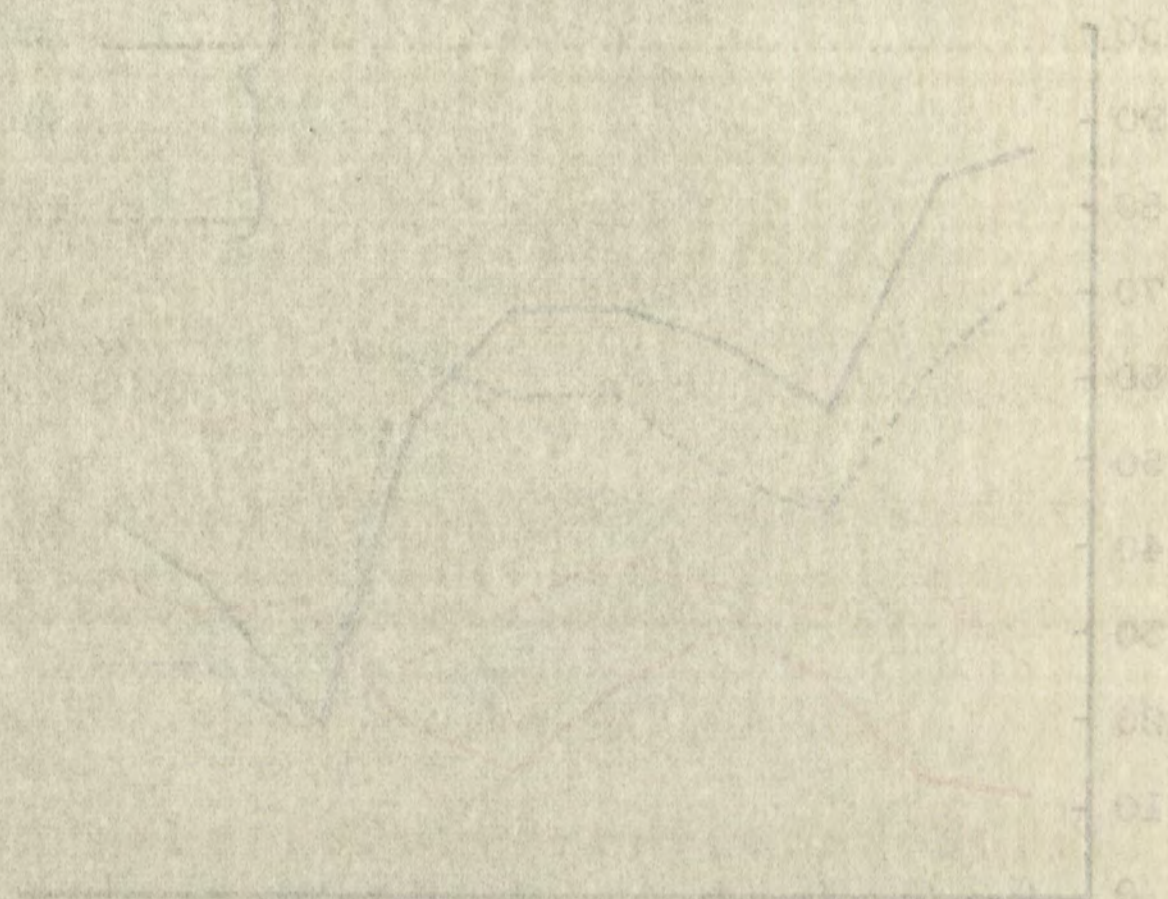


	<u>Should Be</u>		<u>Is</u>	
	Supt.	Prin.	Supt.	Prin.
a Selection textbooks	12	28.6	86	71.4
b Prep., revis., expan., course of study	14	37.2	82	62.8
c Prep. school calendar	26	34.3	56	42.8
d Plan. & devel. pupil records & reports	30	37.2	62	48.5
e Testing program	24	39.8	68	57.4
f Sys. mark. & grad.	16	34.3	68	57.4
g Prep. daily class sched.	20	25.7	54	62.8
h Prep. of budget	34	57.3	20	19.9
i Prep. sal. sched.	32	54.4	38	28.6
j Partici. bldg. planning	38	65.7	44	28.6

FIGURE 3

COMPARATIVE ATTITUDES OF FIFTY SUPERINTENDENTS  
AND THIRTY-FIVE PRINCIPALS  
ON CERTAIN ACADEMIC AND FINANCIAL POLICIES

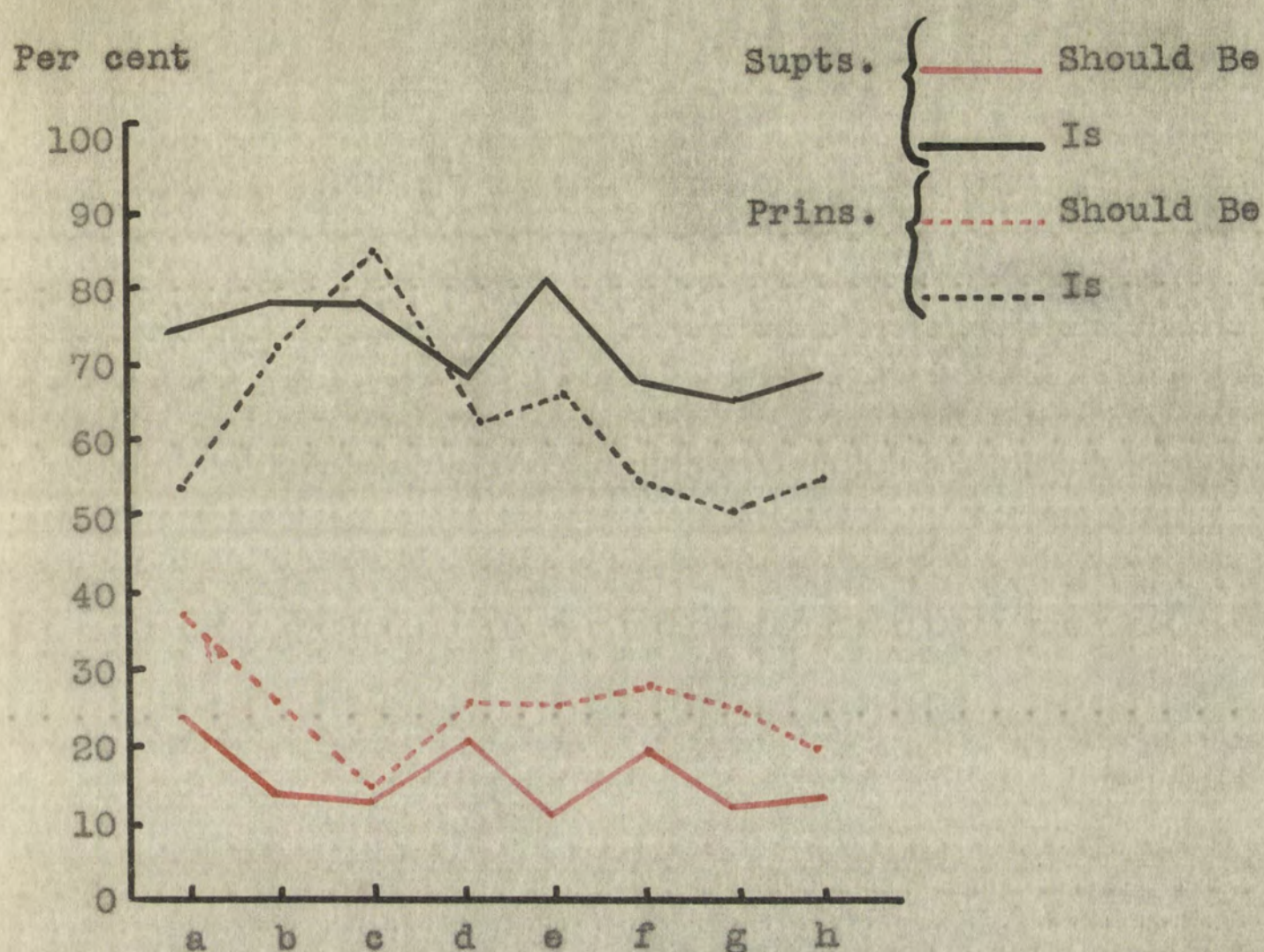




- a. Selection test
- b. Group, 1st
- c. Group, 2nd
- d. Group, 3rd
- e. Group, 4th
- f. Group, 5th
- g. Group, 6th
- h. Group, 7th
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- k. Group, 10th

ON THE EFFECT OF THE





	<u>Should Be</u>		<u>Is</u>	
	Supt.	Prin.	Supt.	Prin.
a Guid. & couns. program	22	37.2	76	54.3
b Promotion Prac. & Pol.	14	25.7	80	71.4
c Disciplinary policies	12	14.3	80	85.7
d Health supervision	20	25.7	68	62.8
e Playground supervision	10	25.7	82	65.7
f Safety traffic rules	18	28.6	68	54.3
g Student government	12	25.7	66	48.6
h School paper	14	20.0	68	54.3

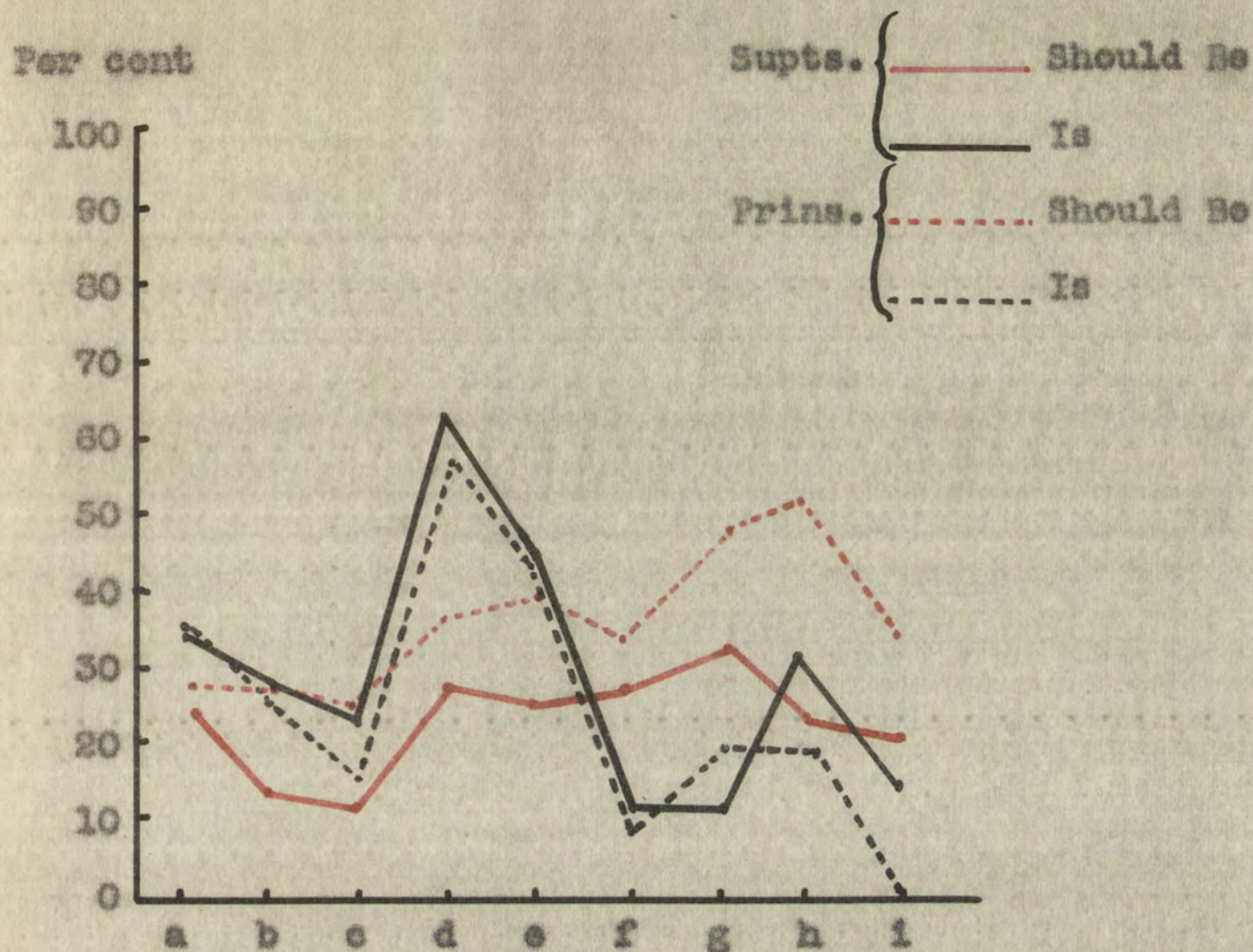
FIGURE 4

COMPARATIVE ATTITUDES OF FIFTY SUPERINTENDENTS  
AND THIRTY-FIVE PRINCIPALS  
ON CERTAIN PUPIL PERSONNEL POLICIES









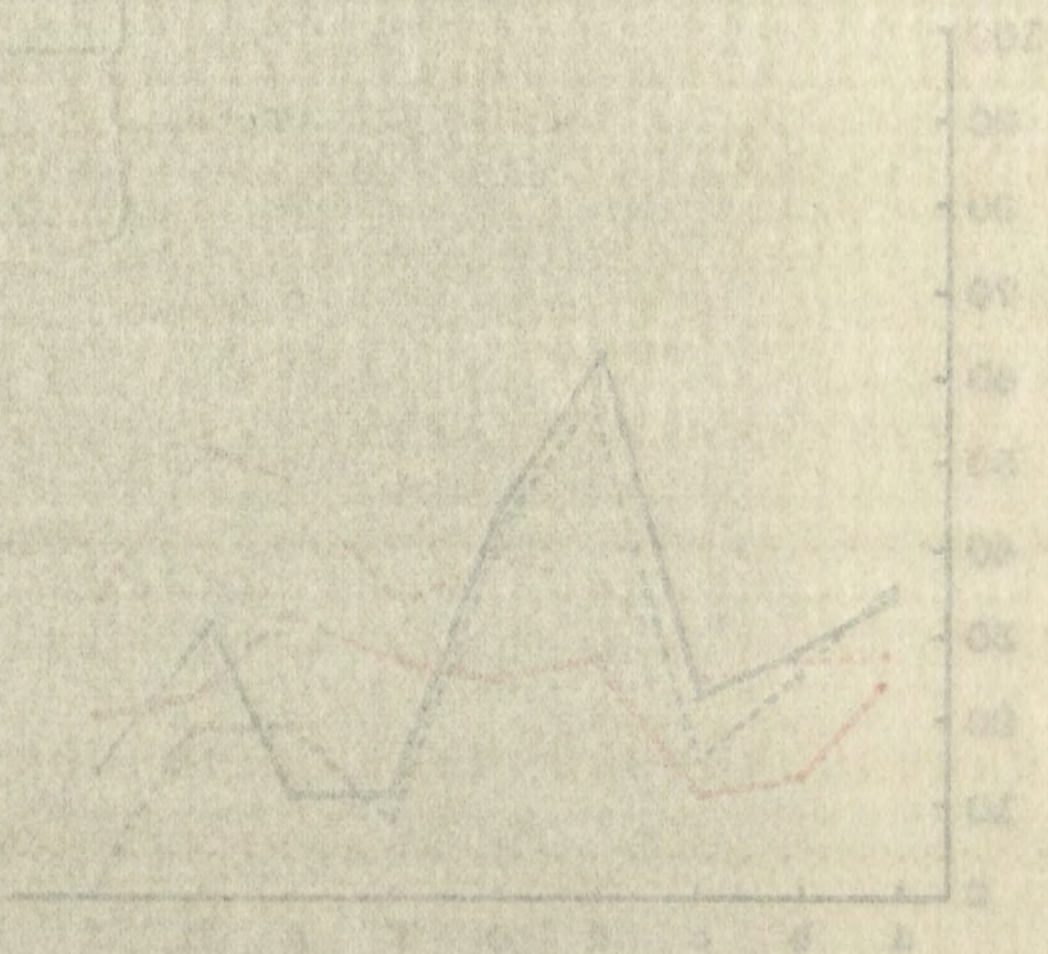
	<u>Should Be</u>		<u>Is</u>	
	Supt.	Prin.	Supt.	Prin.
a Regu. & restr. tchrs' social life	24	28.5	34	34.3
b Regu. govern. tchrs' rooming place	14	28.5	28	25.7
c Requ. att. P.T.A. mtgs.	12	25.7	24	17.0
d Plan. & conduct. tchrs' mtgs.	28	37.2	62	57.3
e Stand. sick leaves tchrs.	26	40.0	44	43.0
f Employment new tchrs.	28	34.3	12	8.5
g Reg. for substi. tchrs.	32	48.8	12	19.9
h Temure & pension Reg.	24	51.6	32	19.9
i Prov. exchange tchrs.	20	31.6	14	0

FIGURE 5

COMPARATIVE ATTITUDES OF FIFTY SUPERINTENDENTS  
AND THIRTY-FIVE PRINCIPALS  
ON CERTAIN TEACHER PERSONNEL POLICIES



1937-1938



- 1. Total, all years, 1937-1938
- 2. Total, all years, 1937-1938
- 3. Total, all years, 1937-1938
- 4. Total, all years, 1937-1938
- 5. Total, all years, 1937-1938
- 6. Total, all years, 1937-1938
- 7. Total, all years, 1937-1938
- 8. Total, all years, 1937-1938
- 9. Total, all years, 1937-1938
- 10. Total, all years, 1937-1938



superintendents and principals agree on the degree of participation in almost all of the policies reported upon, not only as they were practiced in the system but also as they should be practiced. The dotted lines which represent the principals' views in these figures follow very closely the contour of the solid lines representing the views of the superintendents. A general survey of these figures shows, too, that the principals feel there is less participation than is reported by the superintendents, and thus it follows that they consistently desire more participation than the desires expressed by the superintendents. The high degree of participation shown in Figure 4 as compared with the relatively low percentages of the "should be" column emphasizes again that it is in matters dealing with the students which the classroom teachers in New Mexico probably have the most voice in formulating.

A section of the questionnaire was reserved for the addition of other policies not included in the other four sections. There was only one addition, which was made by a superintendent who felt that the assignment of extra-curricular duties should be determined by the participation of the entire staff.

It is hoped that this chapter presents a clear picture to the reader of the viewpoints of the superintendents and principals. Conclusions will be reserved for a later chapter.







## CHAPTER V

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### I. SUMMARY

The wisdom of carrying a democratic ideal into the field of public education in America cannot be denied. Not until the past few decades has stress been placed on the need for the development of a science of efficient school administration which would emphasize democratic participation through cooperative action between the administrative and teacher groups of a school system.

The purpose of the present study was to discover the degree of teacher participation in formulating administrative policies in the public schools of New Mexico. Sixty-nine municipal and independent rural schools for which teachers' lists were available were included in the study. Questionnaires were mailed directly to two grade school teachers, two high school teachers, one principal, and the superintendent of each system. Replies from fifty superintendents gave a return of 72.5 per cent, thirty-five replies from principals gave 50.7 per cent, sixty-four replies from high school teachers gave a return of 46.5 per cent, and replies from sixty-nine grade school teachers represented a 50.0 per cent return.

Each person was asked to check whether or not the



The purpose of this study is to determine the effect of the use of the word "and" in the title of a paper on the number of citations it receives. The study was conducted by analyzing the titles of 100 papers published in the field of psychology between 1950 and 1960. The results of the study are as follows:

1. The use of the word "and" in the title of a paper significantly increases the number of citations it receives.

2. The effect is more pronounced when the word "and" is used in the title of a paper that is published in a journal that is highly cited.

3. The effect is also more pronounced when the word "and" is used in the title of a paper that is published in a journal that is published in a field that is highly cited.

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policy was a result of cooperative planning, and whether or not it should be. No reply on a particular item indicated that the person either had a conviction that it should be an administrative affair alone or that indifference to the policy prompted no statement.

A summary of the data is presented in Figures 6, 7, 8, and 9. There is a graphic representation for each of the four main sections of the questionnaire: academic policies, financial policies, pupil personnel policies, and teacher personnel policies. The writer believes that these figures need no explanation but from them he draws the following generalizations:

A. The superintendents report more participation in the formulation of the policies than do the principals or teachers. The reverse is true of the desired participation; here the teachers and principals express a definite desire considerably beyond that expressed by the superintendents.

B. The most agreement among the teachers, principals, and superintendents on actual participation seems to be in the following items: regulations governing the teachers' rooming places, employment of new teachers, preparation of the budget, required attendance at P.T.A. meetings, and regulations for substitute teachers. On the whole there was not much participation reported in these policies,



policy was a... of not... that the... should be... since for the... A... of... 7, 8, and 9... of the four... political... and... these... the... A... in the... or... parties... have... the... conditions... B... and... the... meaning... of the... regulation... was not...



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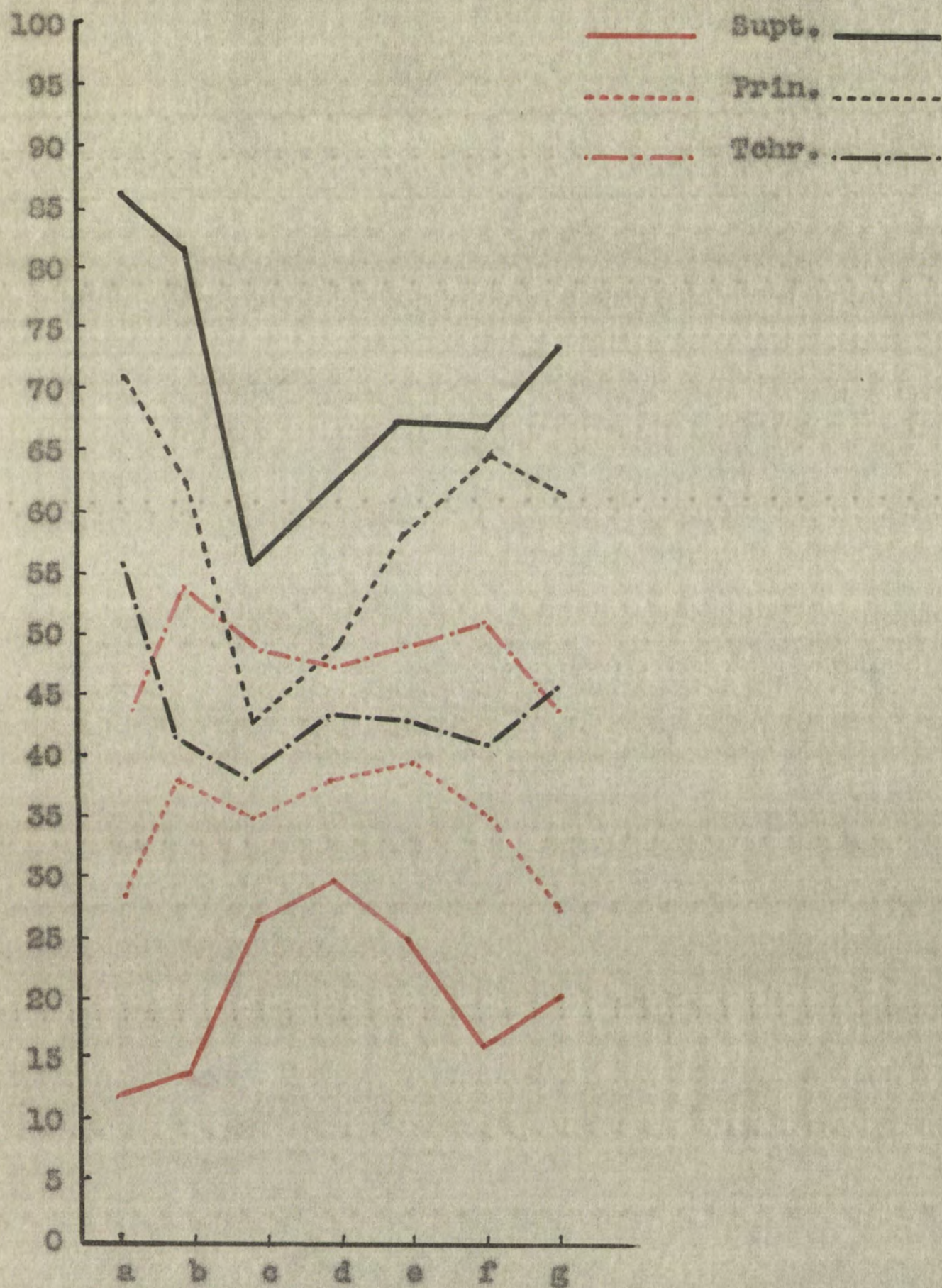


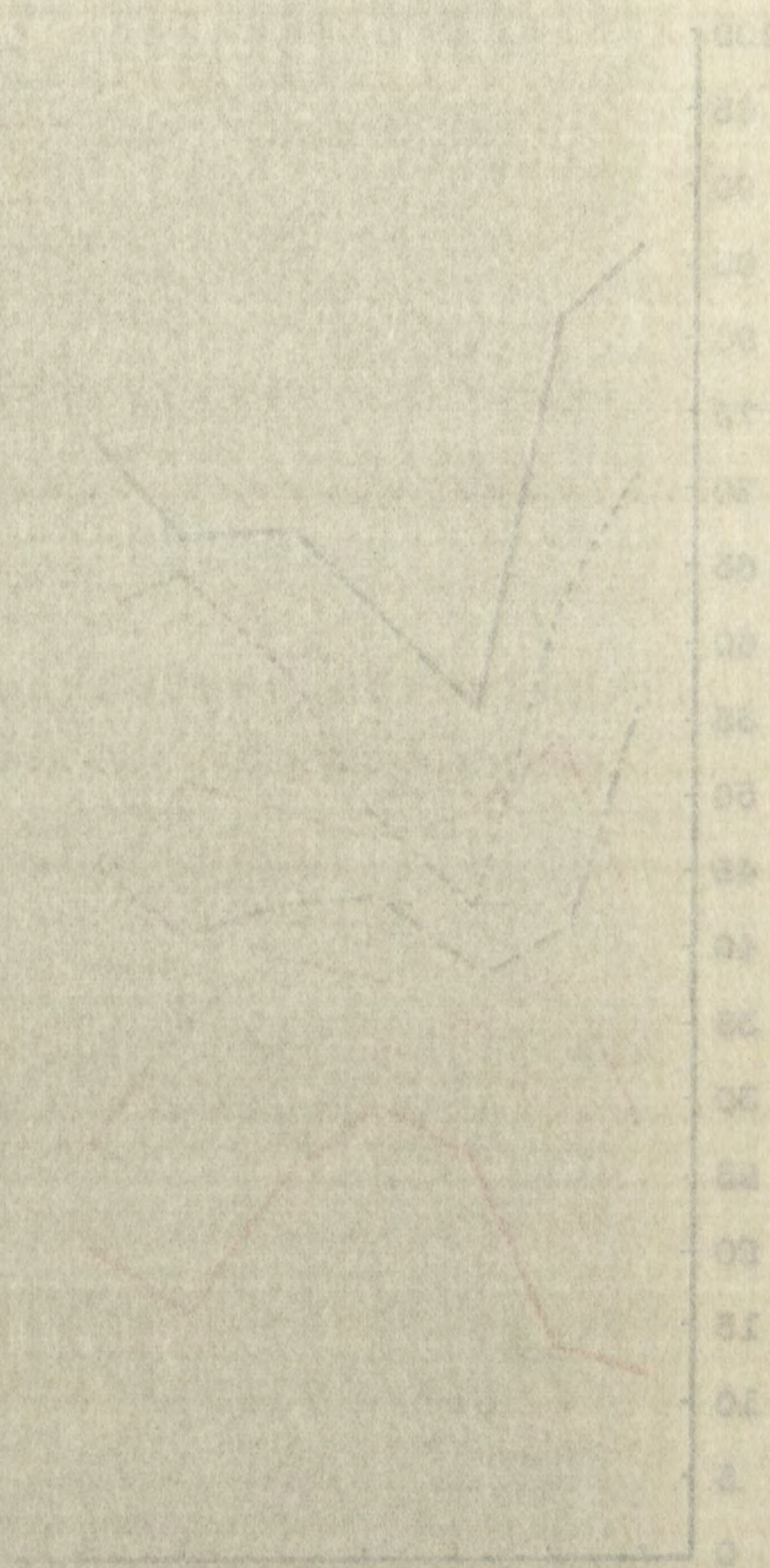
FIGURE 6\*

COMPARATIVE ATTITUDES OF SUPERINTENDENTS, PRINCIPALS,  
AND TEACHERS TOWARD CERTAIN ACADEMIC POLICIES

\*For Policies see Table I



1950



COMPARATIVE DATA  
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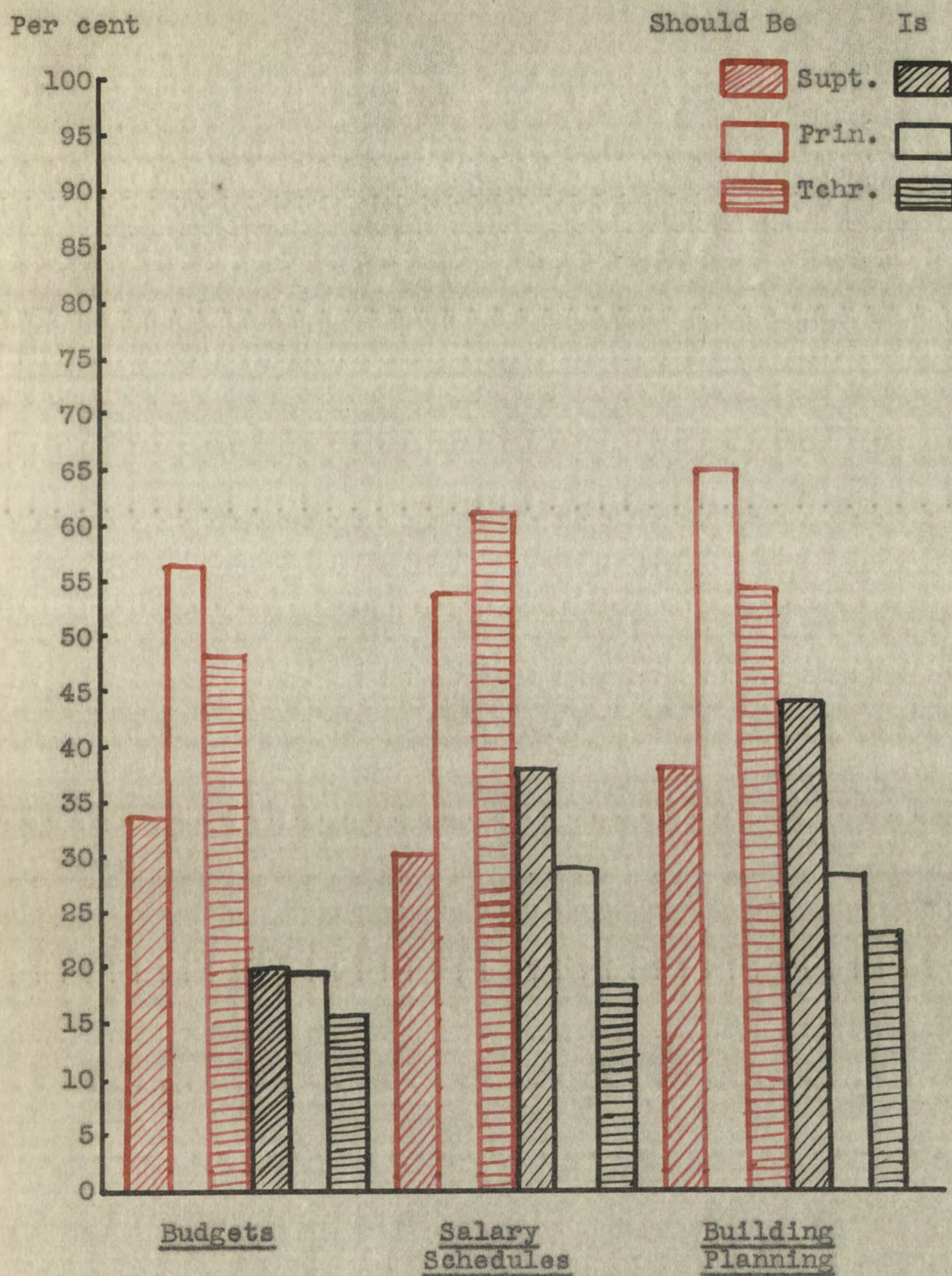
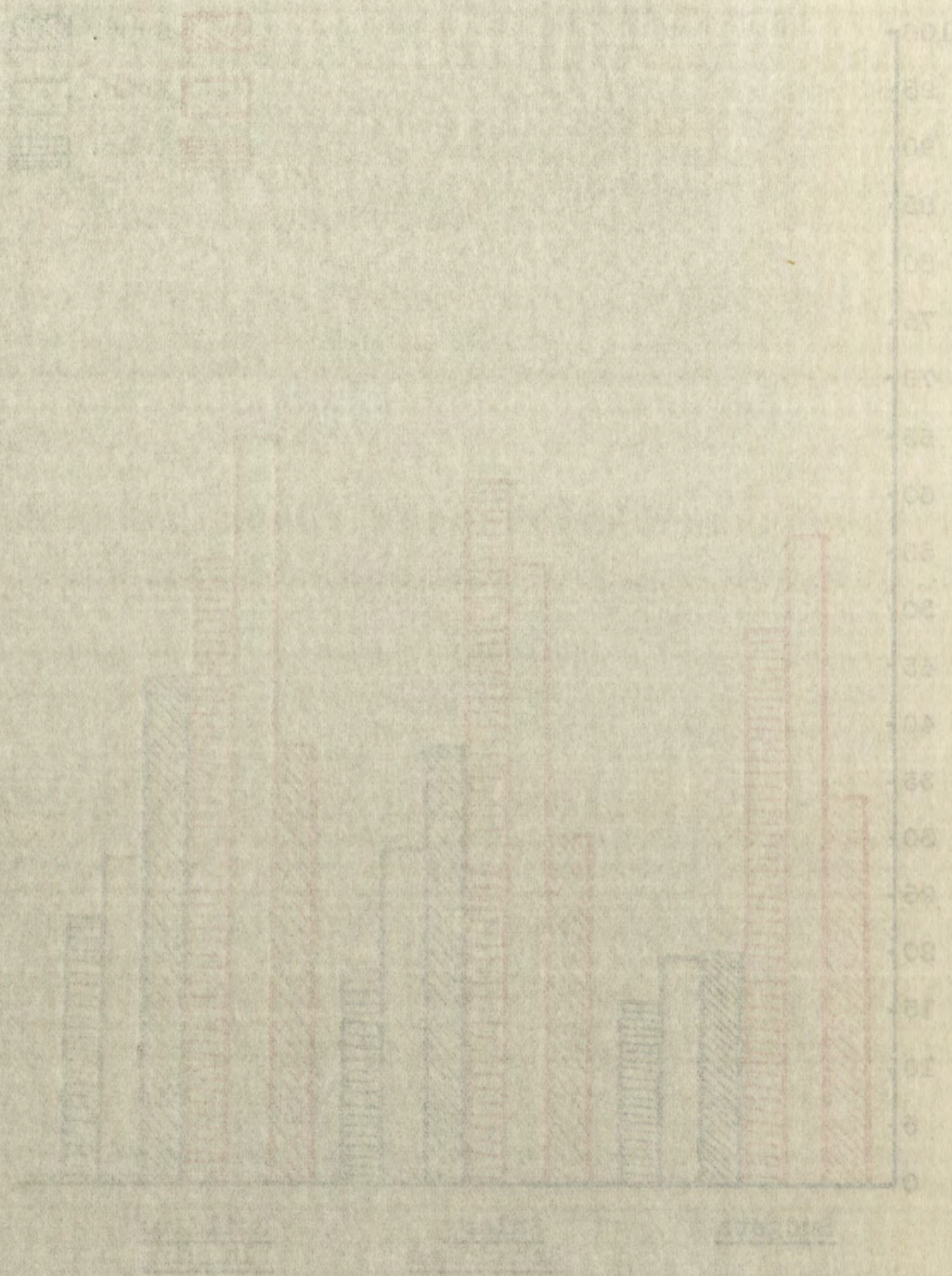


FIGURE 7

COMPARATIVE ATTITUDES OF SUPERINTENDENTS, TEACHERS,  
AND PRINCIPALS TOWARD CERTAIN FINANCIAL POLICIES



Fig. 107





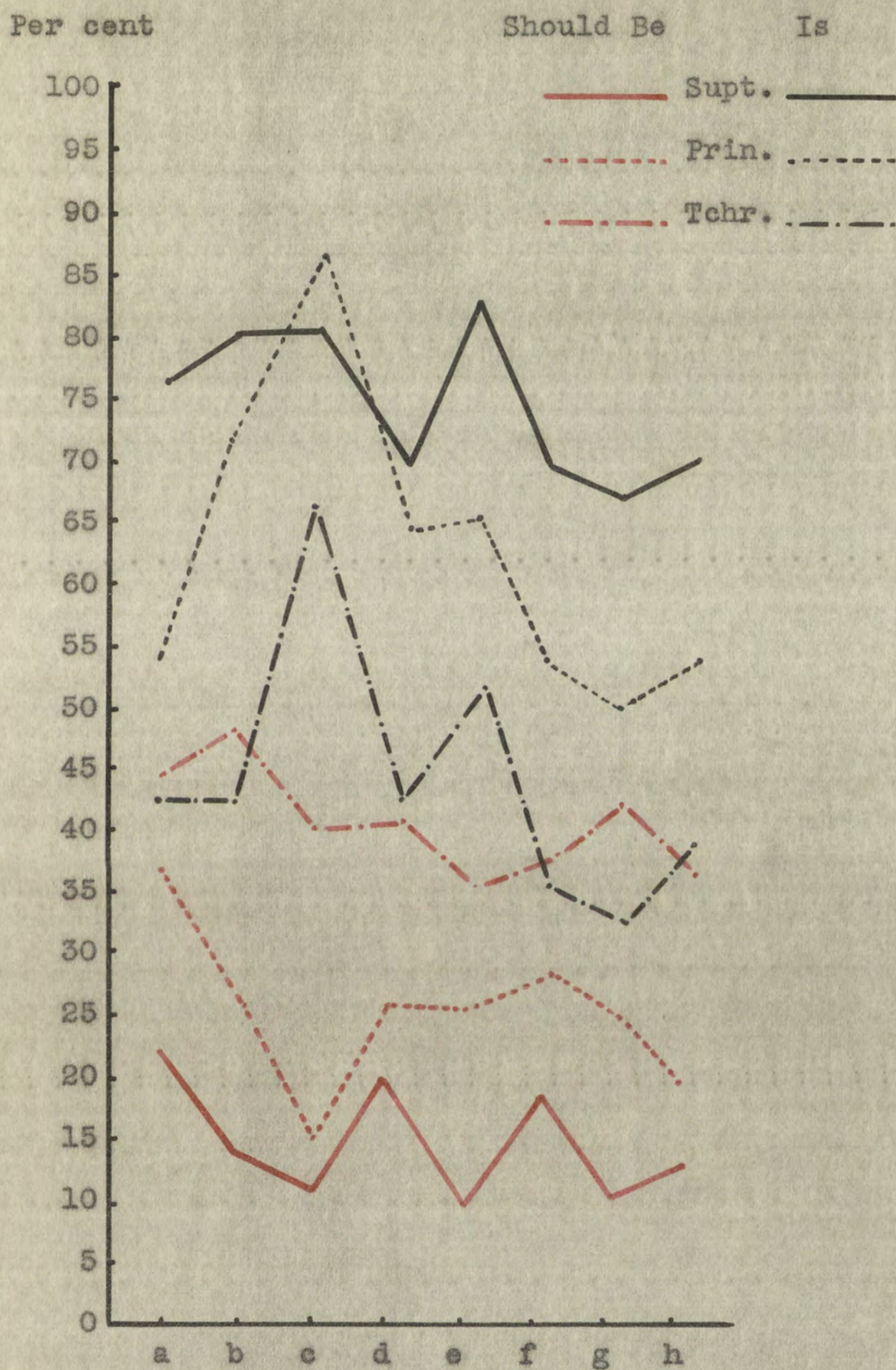


FIGURE 8\*

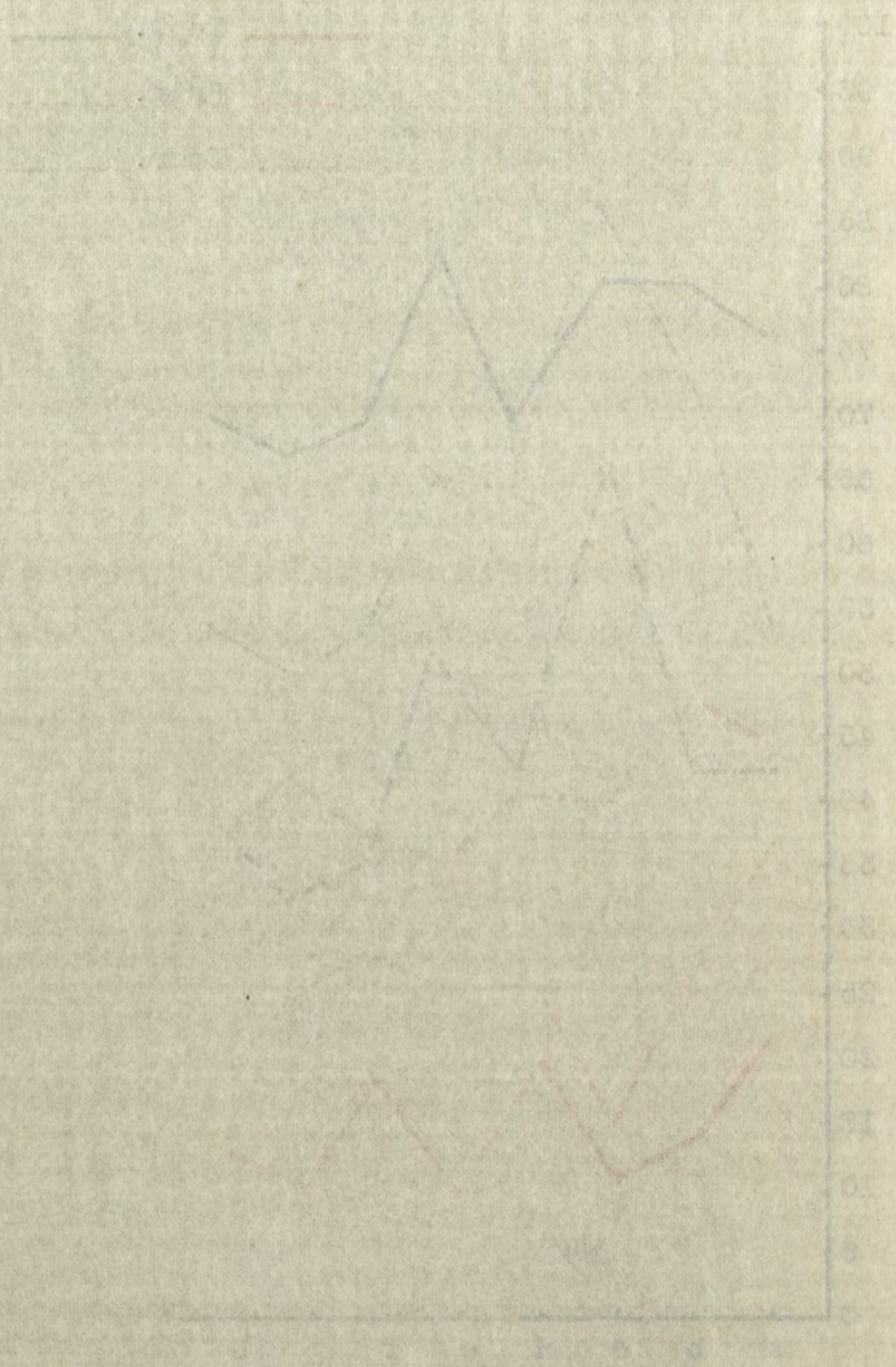
COMPARATIVE ATTITUDES OF SUPERINTENDENTS, PRINCIPALS,  
 AND TEACHERS TOWARD CERTAIN PUPIL PERSONNEL POLICIES

\*For policies see Table III



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Figure 1. Comparison of the results of the two methods of analysis.



COEFFICIENT OF CORRELATION = 0.98  
AND TESTED BY THE METHOD OF PEARSON

For details see page 111



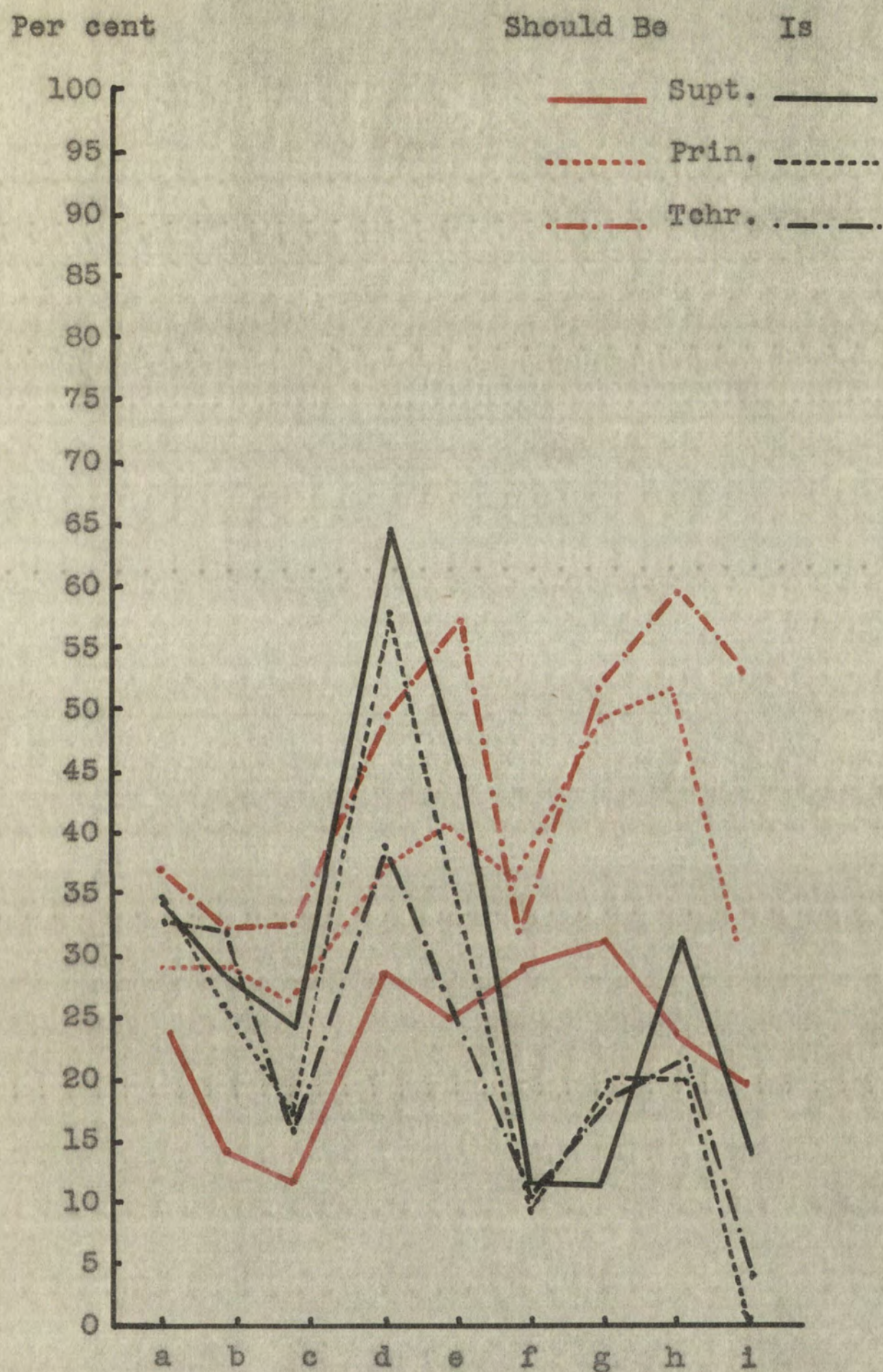


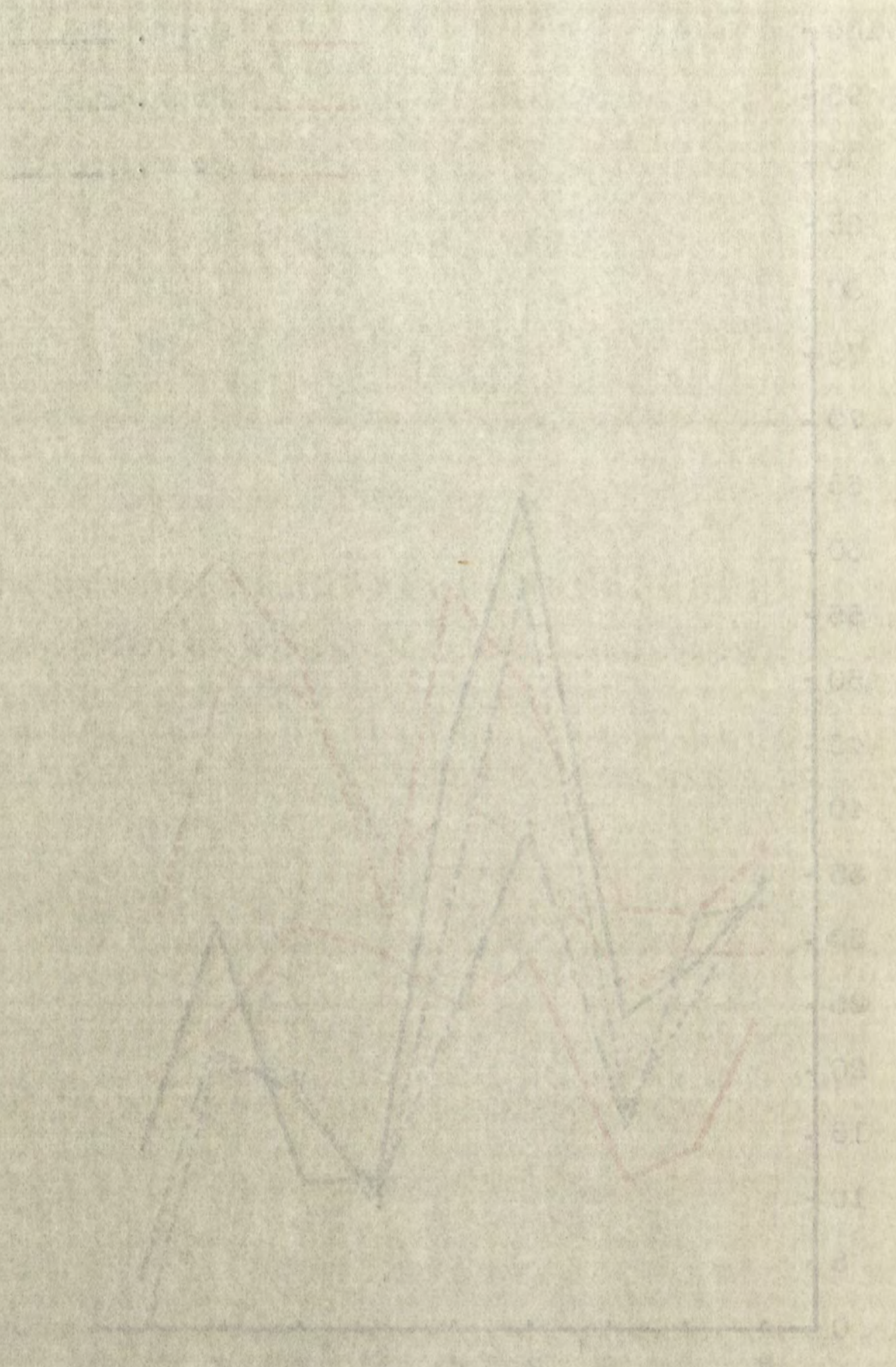
FIGURE 9\*

COMPARATIVE ATTITUDES OF SUPERINTENDENTS, PRINCIPALS,  
AND TEACHERS TOWARD CERTAIN TEACHER PERSONNEL POLICIES

\*For policies see Table IV



Figure 1. The effect of the concentration of the solution on the rate of the reaction.



CONCENTRATION OF THE SOLUTION  
 RATE OF REACTION



but those people to whom questionnaires were sent seemed to agree upon the amount.

C. Considerable disagreement among the teachers, principals, and superintendents upon the amounts of participation was noted in the following: guidance and counseling program, student government, selection of textbooks, playground supervision, a system of marking or grading, and preparation of the daily class schedule. Participation was greater in these items than in those on which there was agreement.

Table XIV gives the average percentage of actual participation and the participation which should be where it now is not. The most actual participation indicated by this table is in these policies, given in descending order: disciplinary policies (77.1 per cent), selection of textbooks (70.8 per cent), playground supervision (66.8 per cent), promotion practices and policies (65.0 per cent), preparation, revision, and expansion of course of study (62.1 per cent), and preparation of the daily class schedule (60.9 per cent). The least participation, given here in ascending order, involves: provisions for exchange teachers (5.9 per cent), employment of new teachers (10.0 per cent), required attendance at P.T.A. meetings (19.2 per cent), tenure and pension regulations (24.5 per cent), preparation of the budget (25.2 per cent),







TABLE XIV

AVERAGE PER CENTS OF  
ACTUAL PARTICIPATION REPORTED BY  
SUPERINTENDENTS, PRINCIPALS, AND TEACHERS

Sec- tion	Pol- icy	Should be	Is	Sec- tion	Pol- icy	Should be	Is
A*	a	26.3	70.8	C#	c	22.1	77.1
	b	34.6	62.1		d	28.8	58.1
	c	36.1	45.5		e	23.7	66.8
	d	38.2	50.9		f	28.1	52.6
	e	34.0	55.9		g	26.9	49.5
	f	33.6	57.9		h	23.6	54.1
	g	30.9	60.9				
				D##	a	29.8	25.2
B**	a	47.0	25.2		b	24.9	28.7
	b	49.3	28.5		c	23.8	19.2
	c	52.6	32.2		d	38.1	53.0
					e	40.8	38.3
C#	a	34.5	58.0		f	31.0	10.0
	b	29.3	65.0		g	43.9	26.7
					h	44.7	24.5
					i	34.8	5.9

\* Tables I, VI, & X.  
 \*\* Tables II, VII, & XI.  
 # Tables III, VIII, & XII.  
 ## Tables IV, IX, & XIII.







and regulations for substitute teachers (26.7 per cent).

## II. CONCLUSIONS

The writer interprets the findings of this study as indicating that the classroom teachers in New Mexico desire more voice in formulating the policies of the systems in which they work. The high percentages of actual participation reported by the administrators contrasted with the low percentages reported by teachers may be indicative of the fact that the classroom teacher is not aware that she has a voice in policy formation--perhaps committees of her co-workers have met in conference with administrators and she knows nothing about it. On the other hand, knowing that democracy in educational administration finds so much favor in public education at the present time, the superintendents and principals may have expressed a certain amount of wishful thinking in their reports of high percentages of teacher participation.

The differences of opinion on existing conditions, whatever the causes, cannot be denied. The writer concludes that greater understanding must be developed between the administrative and teacher groups in the public schools of New Mexico if the schools are to operate at a maximum of efficiency.



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### III. RECOMMENDATIONS

Results from this study make the following recommendations feasible:

A. For prospective teachers and administrators:

1. Develop a clear concept of a philosophy of education.
2. The colleges in which teachers are prepared should offer a survey course which would acquaint the prospective teachers with the functions of school administration. Greater understanding should be an outcome of such a course.
3. Courses in educational administration should emphasize democracy in education, including the importance of the classroom teachers therein.

B. For in-service teachers and administrators:

1. Develop a clear concept of a philosophy of education.
2. Build a common desire for participation among the members of the system.
3. Adapt the plan of organization to the needs of each individual system.

Is there a necessity for secrecy of the type which excludes teachers from the confidence of administrators,







and vice versa? It is the duty of every teacher and administrator to establish a common platform upon which common interests, objectives, and problems may be openly discussed. The writer recommends that every system, large or small, be operated in a democratic fashion by cooperative action between the administration and classroom teachers in formulating the policies which constitute the foundation for efficient operation.







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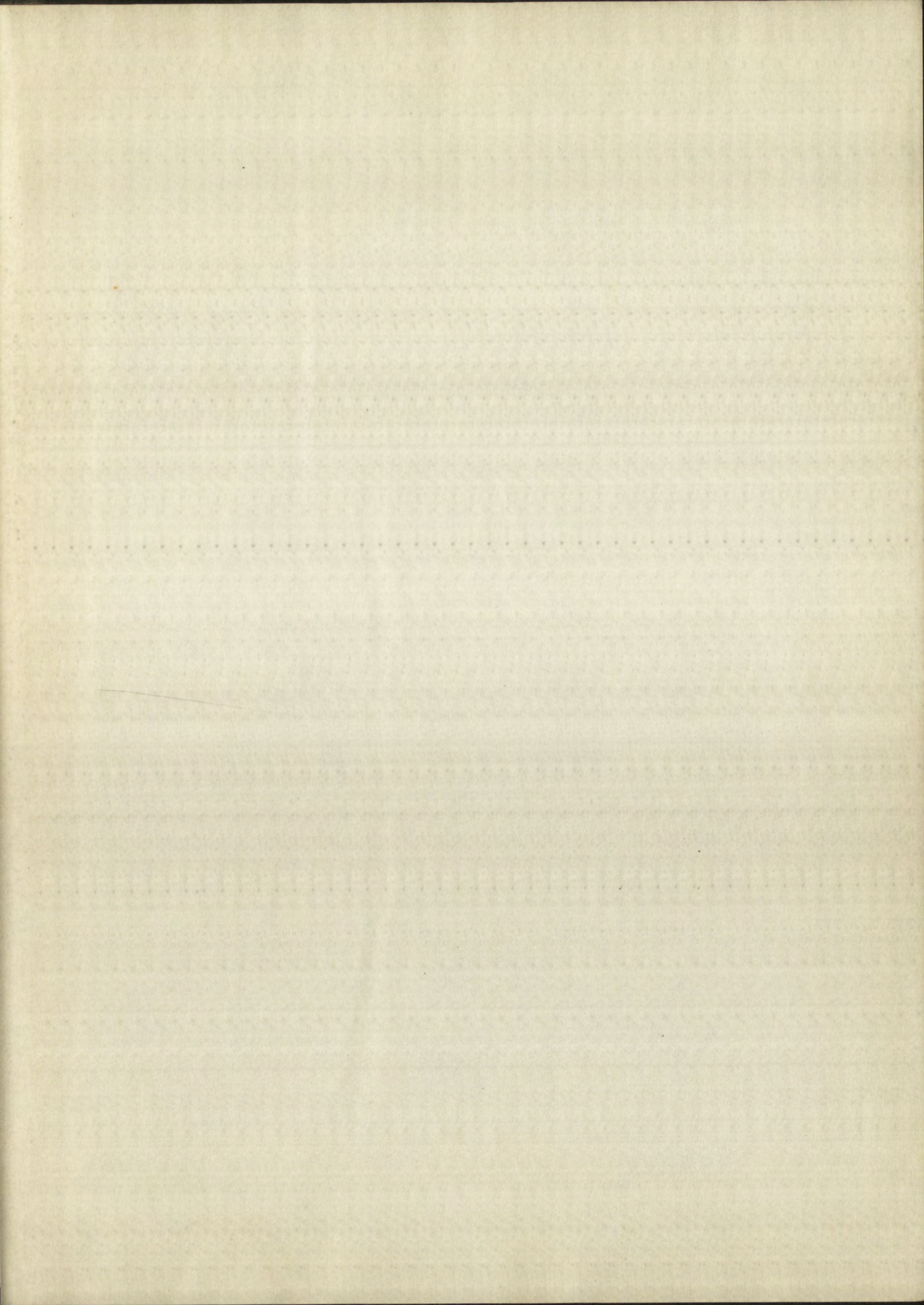




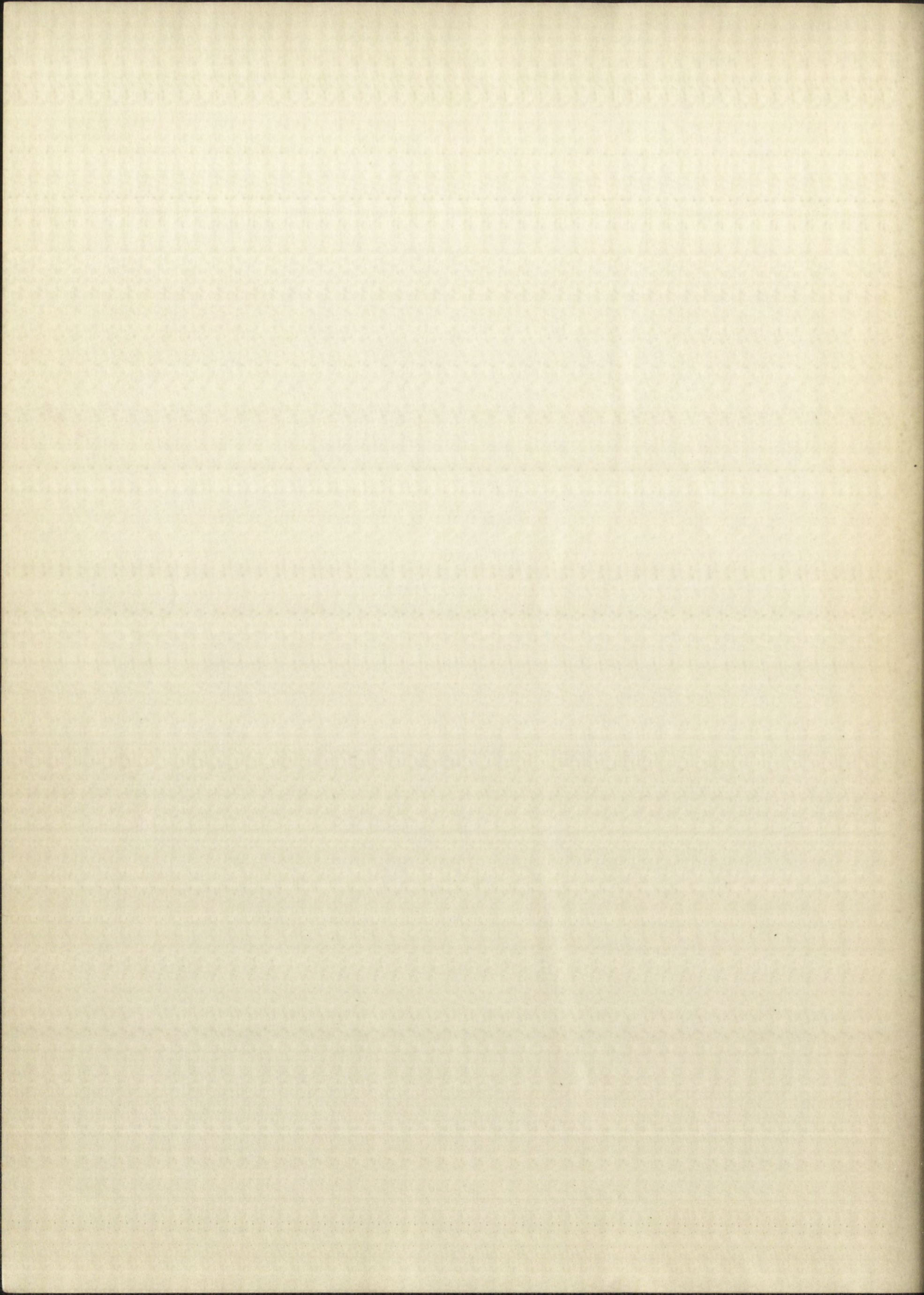


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