

A SURVEY OF CERTAIN ASPECTS
OF PERSONNEL POLICIES
IN MICHIGAN PUBLIC SCHOOL SYSTEMS

Thesis for degree of Ed. D.
MICHIGAN STATE COLLEGE
Warner Elliott McClure
1952

This is to certify that the
thesis entitled
A Survey of Certain Aspects of Personnel Policies
in Michigan Public School Systems
presented by

Warner Elliott McClure

has been accepted towards fulfillment
of the requirements for

Ed.D. degree in Education

Clyde M. Campbell
Major professor

Date March 14, 1958

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State College

in part:

A SURVEY OF CERTAIN ASPECTS OF PERSONNEL POLICIES
IN MICHIGAN PUBLIC SCHOOL SYSTEMS

by

Warner Elliott McClure

A DISSERTATION

Submitted to the School of Graduate Studies of Michigan
State College of Agriculture and Applied Science
in partial fulfillment of the requirements
for the degree of
DOCTOR OF EDUCATION

Division of Education

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ACKNOWLEDGMENTS

This study has been made possible through the kind assistance of many people whose help the investigator wishes to acknowledge at this time. Most prominent of these is Doctor Clyde M. Campbell, major professor and chairman of the guidance committee for the investigator. The inspiration received from his classes, the helpful suggestions resulting from frequent conferences, and the patience displayed in guidance and kindly criticism through all stages of the investigation have contributed in a large measure to the study. An expression of appreciation is due also to Doctors George W. Angell and Guy H. Hill whose assistance in the selection of the problem and whose friendly criticisms all along have been most valuable. Much help and encouragement have come from Doctor William H. Combs whose willingness to take time from his numerous responsibilities to criticize and suggest has been much appreciated, and from Doctor Ralph Van Hoesen who spent much time in examining the outline and offering suggestions in the early stages of the study. To the forty-three superintendents who so courteously received the investigator in their offices and gave

their time at

in questions and

mission of great

in the assistance

of which, who

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of their time at a very busy season of the year in answering questions and supplying information should go an expression of gratitude. And finally, but no less valuable, was the assistance rendered by Doctor Fred Clarke and his wife Esther, whose reading of the study and helpful suggestions have been much appreciated.

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AN ABSTRACT OF A DISSERTATION

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AN ABSTRACT

A SURVEY OF CERTAIN ASPECTS OF PERSONNEL POLICIES IN
MICHIGAN PUBLIC SCHOOL SYSTEMS

Definition of the problem. This study is a survey of certain aspects of personnel policies in forty of the larger public school systems of the lower peninsula of Michigan

Scope of the investigation. The study includes: (1) an investigation into the status of personnel policies to ascertain the extent to which personnel policies have been codified, how they are being codified, how they are introduced to the members of the teaching personnel; (2) an investigation into current practices and policies which seem directed toward making the working relationships of teachers more satisfying and the job of teaching more attractive. Eight broad areas of personnel policies and practices were selected for study:

- (1) Compensation for teachers
- (2) Teacher contracts
- (3) Leaves of absence
- (4) Community relationships
- (5) Arrangement of teaching loads
- (6) Shared planning and administration
- (7) Professional growth
- (8) Other aspects suggested by the superintendents.

Data collected in personal interviews. The data were obtained

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in personal interviews conducted by the investigator with each of the superintendents. Replies to the questions, suggestions made by the superintendents, and information gathered as a result of an examination of records and other documents, comprise the data.

Findings and conclusions. Only $37\frac{1}{2}$ per cent of the school systems had written and codified personnel policies; $32\frac{1}{2}$ per cent had fragments of their policies written; and 30 per cent had no policies in written form.

The study revealed that the systems which recognized the need for codifying policies and practices recognized also the need for making provisions for revising and altering them frequently.

Evidence such as the following may give rise to feelings of dissatisfaction and possible frustration in the majority of the systems: (1) lack of techniques for giving teachers an effective voice in reaching decisions which affect their working conditions and personal welfare; (2) lack of techniques designed to enhance the teachers' feeling of status; (3) lack of long range plans for the professional growth of teachers; (4) lack of uniformity in giving credit for previous teaching experience when computing salaries for teachers; (6) lack of provision for keeping compensation sensitive to fluctuations in cost of living.

General agreement was found among the systems in: (1) providing for leaves of absence for sickness, or death or illness in the family; (2) the use of salary schedules; (3) accepting some responsibility for finding suitable living accommodation for teachers; (4) giving teachers social freedom in the community; (5) agreement that

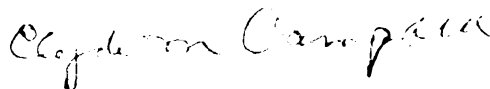
five classes per day as the teaching load should be the maximum;

(6) the belief that the superintendent plays a major role in forming policies and practices which influence the working conditions of teachers.

More than ninety per cent of the superintendents cited additional techniques, employed by them which are proving successful in making the profession of teaching more attractive and working relationships more satisfying. These suggested techniques touched on seven areas of personnel administration and included: (1) the maintenance of friendly relations among teachers; (2) maintenance of friendly relations between teachers and administrative staff; (3) maintenance of desirable teacher-community relations; (4) sharing in planning and administration; (5) adequate compensation and financial aid; (6) status and evaluation; (7) provision for professional growth.

Evolving out of the study were certain basic considerations which appear to be essential in providing attractive and satisfying working relationships in the school system. These basic considerations were dealt with under three headings; (1) procedures in the development of personnel policies; (2) essential policies for better schools; (3) community and administrative relationships necessary for better schools.

Approved:



Major Professor

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TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION	1
The public schools a vital force	2
The classroom teacher has a major role to play	2
Basic needs of men and women	4
Needs as teachers and educators see them	6
A crisis in education	9
The solution	17
II. A SURVEY OF PERTINENT LITERATURE	18
In summary	26
III. DEFINITION OF THE PROBLEM AND ORGANIZATION OF THE INVESTIGATION	28
Definition of the problem	28
Basic assumptions	28
Purpose of the investigation	29
Scope of the investigation	29
Limitations of the investigation	30
The interview as the method employed for collecting data	32
The questionnaire	35
The data, their source and treatment	38

CHAPTER	PAGE
IV. THE STATUS OF PERSONNEL POLICIES IN THE FORTY	
SCHOOL SYSTEMS	39
The extent to which personnel policies are	
codified	39
Systems classified according to enrollment	40
Methods employed in formulating personnel	
policies	42
Provisions for altering the personnel	
policies	45
Methods of acquainting the personnel with	
policies	48
Status of personnel policies and teacher	
turnover	50
In summary	51
V. SALARY POLICIES AND OTHER PRACTICES RELATING	
TO THE TEACHER'S NEED FOR SECURITY	53
Tenure	53
Termination clauses	55
Sick leave provisions	57
Leaves for professional growth	62
Maternity leaves	64
Number of months employed	65
Methods of salary payment	65
Salary schedules	67

CHAPTER	PAGE
Salary increments	68
Salary revisions during the school term .	73
Salary differentials for elementary and secondary school teachers	74
In summary	74
VI. PRACTICES AFFECTING THE TEACHER IN HIS COMMUNITY RELATIONSHIPS	77
Assistance to teachers in finding suitable living accommodations	77
The teacher's acceptance by the community	78
Restrictions on the teacher's out-of- school activities	81
Readiness of the community to co-operate .	85
In summary	87
VII. THE ADJUSTMENT OF TEACHING LOADS IN THE FORTY SYSTEMS	89
Load assignments to high school teachers .	89
Load adjustments for beginning teachers .	92
Number of preparations required of teachers	94
Practices in distributing extra-curricular responsibilities	95
In summary	101

CHAPTER	PAGE
VIII. METHODS OF SHARING IN PLANNING AND	
ADMINISTRATION	103
Teacher participation in setting up local	
school objectives	103
Relation of enrollment to written	
objectives	104
Set up co-operatively	104
Comments of superintendents	107
Agencies for teacher participation in	
formulating school policies	108
Distribution of agencies according to	
systems	111
Use of committees	111
Systems using one agency only	117
Systems using two or more agencies	118
No voice in decisions	119
Participation in the selection of teaching	
materials	120
Teacher participation in the arrangement	
and decoration of the classroom	123
Lay participation in school planning	124
Parent-teacher association	128
Other agencies	129
Student participation in school planning	130
In summary	133

CHAPTER	PAGE
IX. PROVISIONS FOR PROFESSIONAL GROWTH OF TEACHERS	137
Techniques employed to promote profes-	
sional growth	137
In-service-training program in individual	
systems	145
Provisions for rating teachers on	
professional growth	152
In summary	155
X. ADDITIONAL TECHNIQUES EMPLOYED FOR MEETING THE	
NEEDS OF THE PERSONNEL	157
Aspects of personnel administration	
mentioned	157
Friendly Relationships among Teachers . . .	160
Special projects	160
Social occasions	160
Orientation of new teachers	163
Recreational facilities for teachers . . .	164
Cordial Relations between Teacher and	
Administrator	165
Social occasions	165
Administrators assist teachers with	
personal problems	169
Closer relationships between teachers and	
administrators	169

CHAPTER	PAGE
Consideration for teachers displayed by	
the superintendent	170
Teacher-Community Relationships	171
To make the teacher feel he is one with	
the community	171
To bind the school as a whole and the	
community closer together	176
Shared Planning and Administration	179
Opportunities for teachers to influence	
conditions affecting their welfare	181
Salary Practices and Financial Aid	182
Assurance of security	182
Equality of income	184
Incentive for increased efficiency	184
Provision for Evaluation of the Teacher's	
Work and Enhancement of His Status	185
Evaluation of the teacher's work	185
Feeling of status	185
Professional Growth	187
Useful literature	188
Expert assistance	188
Additional training	188
Opportunity to experiment	190
In summary	191

CHAPTER	PAGE
XI. CONCLUSIONS	193
General Summary of Findings	193
Status of personnel policies	193
Methods of formulating personnel policies	193
Distribution of personnel policies	194
Salary policies and practices relating to the teachers' feeling of security . . .	194
Community-teacher relationships	196
Teaching loads	197
Sharing in planning and administration . .	197
Professional growth for teachers	199
Additional techniques suggested	199
General Conclusions	200
XII. SUGGESTIONS GROWING OUT OF THE STUDY	203
Basic Considerations in Formulating Personnel Policies for Public School Systems	203
Procedures in the development of policies	203
Essential policies	204
Community and administrative courtesies .	210
Recommendations for Further Study	212
BIBLIOGRAPHY	214
APPENDIX	225

LIST OF TABLES

TABLE		PAGE
I.	Systems with Personnel Policies Fully	
	Written	41
II.	Agencies Employed in Formulating Personnel	
	Policies	43
III.	Provisions in the Systems with Fully	
	Codified or Fragmentary Policies for	
	Periodic Altering or Revising of the	
	Personnel Policies	47
IV.	Methods Employed in Acquainting the Personnel	
	with the Policies and Practices Employed in	
	the System	49
V.	Termination Clauses in Teachers' Contracts .	56
VI.	Leave Provisions for Illness or Death in the	
	Immediate Family	58
VII.	Practices Permitting Sick Leave to Accumulate	61
VIII.	Provisions for Professional Leave	63
IX.	Number of Months per Year Teachers are	
	Employed	66
X.	Number of Years Required to Reach the	
	Maximum Possible in the Salary Schedule . .	70
XI.	Practices in Giving Credit for Teaching in	
	Other Systems	71

TABLE	PAGE
XII. Practices in Assisting Teachers to Find Living Accommodation	79
XIII. Community or Board Restrictions on the Teacher's Activities out-of-school	83
XIV. Superintendents' Appraisals of the Readiness of the Board and the Community to Co- operate in the Type of Educational Program Considered Necessary by the Superintendent	86
XV. Maximum Teaching Loads in High Schools . . .	90
XVI. Methods of Adjusting Loads for New Teachers .	93
XVII. Preparation Requirements of Teachers	96
XVIII. Practices in Distributing Extra-Curricular Responsibilities	99
XIX. Local Educational Objectives in the Forty School Systems	105
XX. Methods Employed in Setting up Local Educational Objectives	106
XXI. Agencies for Teacher Participation	109
XXII. Techniques for Teacher Participation in School Planning and Administration Arranged According to the Number and Type of Technique Used in the System	112

TABLE	PAGE
XXIII. Techniques through which the Teacher May Share in the Selection of Teaching Materials	121
XXIV. Degrees of Participation Permitted Teachers in Arrangement and Decoration of Class- Rooms	125
XXV. Provision for Lay Participation in School Planning	126
XXVI. Agencies for Student Participation in School Planning	132
XXVII. Techniques Used for In-Service Training for Teachers	138
XXVIII. Analysis of Techniques Used in In-Service Training for Teachers	147
XXIX. Participants in the Rating of Teachers . . .	154
XXX. Areas of Personnel Administration to which Reference was Made in the Additional Suggestions	159
XXXI. Additional Techniques Designed to Promote Friendly Relationships Among Teachers . . .	161
XXXII. Additional Techniques Designed to Promote Friendly Relationships Between Teachers and Administrators	166
XXXIII. Additional Techniques Referring to Teacher-Community Relationships	172

TABLE	PAGE
XXXIV. Additional Techniques Referring to Teachers Sharing in School Planning and Adminis- tration	180
XXXV. Additional Techniques Referring to Salary Practices and Financial Aid	183
XXXVI. Additional Techniques Referring to Provision for Teacher Evaluation and Enhancement of Status	186
XXXVII. Additional Techniques Referring to Professional Growth	189
XXXVIII. Systems Classified According to Enrollment .	236
XXXIX. Status of School Personnel Policies	237
XL. Practices Relating to Teachers' Contracts . .	241
XLI. Practices Relating to Sick Leave	244
XLII. Practices Relating to Leave for Sickness in the Family	247
XLIII. Practices Relating to Other Types of Leave .	251
XLIV. Practices Relating to Teachers' Compensation	254
XLV. Practices Relating to Changes in Teachers' Compensation	257
XLVI. Provisions for Teachers to Share in School Planning	260
XLVII. Practices Relating to Teaching Loads	265
XLVIII. Further Practices Relating to Teaching Loads	269

THE STUDY

CHAPTER I

I N T R O D U C T I O N

The changed world, in which man finds himself today, makes human relationships the most vital factor in modern civilization. Scientific discoveries and technological developments, since the turn of the century, have operated so effectively in the fields of communication and transportation that the world, today, has assumed the proportions of a small town. Men and women who live in remote corners of the earth are finding their economy and ways of life dependent upon commercial transactions and production schedules in distant lands. Their freedom and security are being threatened by plans and purposes decided upon by people whose ways of living were once a mere curiosity. Indeed, scientific and technological achievements have so far exceeded the development of skills in human relationships, that the ability of our civilization to survive is being questioned.

Never before have man's happiness and very existence depended so much on the decisions and actions of his fellow-men. If peace and security are to prevail so that men and women can enjoy the "good things" of life, the best minds

must be united in the development of techniques for bettering human relationships. Such efforts must reach into the homes, churches, workshops, factories and schools of every city and town that make up the nation. Men and women must learn to work and play co-operatively; they must come to understand one another's ways of doing things, and to respect one another as human beings having been born with certain inherent rights.

The public schools a vital force. One institution, with enormous potentialities for reaching into the far corners of this country and moulding the thinking and ways of living of its citizenry is the system of public schools found in every part of this country. The men and women who will direct the destiny of this nation and furnish the leadership needed in the larger world of human relations will be the products of the schools, mostly the public schools of the land. From the contacts made and experiences gained through the educational institutions, they will develop a philosophy which will shape their thinking and direct their approach to the solution of the problems ahead.

The classroom teacher has a major role to play. Responsibility for implanting these basic principles of democratic philosophy in the minds of the future citizens of the country rests ultimately upon the classroom teacher. He

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directs the instructional program. It is he who must see that learning situations and activities are provided which will result in satisfactory growth and adjustment. It is the classroom teacher who meets the individual student and whose personality and philosophy of life react upon the plastic minds of the youth.

Lewis says,

The competency of the classroom teacher primarily determines the efficiency of the public school system. Obviously, the schools need the best. Teachers of first-rate intellect, morals, skill, and devotion are a prime necessity. Locke long ago voiced the truth when he said, "The school which has good teachers needs little more, and the school without good teachers will be little better for anything else." "The nation," says Thorndike, "which lets incapables teach it, while the capable men and women only feed, or clothe or amuse it, is committing intellectual suicide."¹

It is only reasonable to conclude that, if the members of the teaching profession are to function efficiently and as active agents of the democratic way of life, the conditions under which they work must tend to create such an atmosphere, and must contribute toward the satisfaction of the teachers' needs. Unless the men and women who make up the personnel of an organization are finding, in their working relationships, satisfaction² for their personal or indi-

¹ Ervin Eugene Lewis, Personnel Problems of the Teaching Staff. (New York: The Century Co., 1925), pp. 6, 7.

² Satisfaction, The act of gratifying, bringing pleasure.

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vidual needs, tensions and frustrations result, thereby crippling efficient performance on the part of the individual worker.

Basic needs of men and women. Psychologists are agreed that there are certain needs or drives, common to men and women, which operate to direct their behaviour. They have not reached entire agreement as to what all these needs are, neither have they agreed on the terminology that should be used to designate them. There are, however, certain needs which they all recognize as fundamental or basic to men and women.

Powers refers to McDougall's list of nine primary drives or instincts common to men and women:

1. To seek (and perhaps to store) food (food-seeking propensity).
2. To court and mate (sex propensity).
3. To flee to cover in response to violent impressions that inflict or threaten pain or injury (fear propensity).
4. To explore strange places and things (curiosity propensity).
5. To feed, protect, and shelter the young (protective propensity).
6. To remain in company with fellows and, if isolated, to seek that company (gregarious propensity).
7. To domineer, to lead, to assert oneself over, or display oneself before one's fellows (self-assertive propensity).
8. To defer, to obey, to follow, to submit in the presence of others who display superior powers (submis-

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9. To acquire, possess, and defend whatever is found useful or otherwise attractive (acquisitive propensity).³

According to McKinney "life consists of continuous responses to motives". The term motives he uses interchangeably with "needs". He groups the principal needs of men and women under the following five general headings: (1) social recognition (2) mastery (3) new experiences (4) affections (5) security.⁴

Ruttenberg summarizes these still further, and emphasizes the threefold nature of maintaining satisfying human relations by classifying the basic needs of human beings thus:

1. Economic--an adequate plane of living and the necessary amount of job and wage protection.

2. Psychological--the personality needs of freedom of action, self-expression, and creative outlets.

3. Social--the ties and bonds of group relations and community life.⁵

In an analysis of the different forces at work in human conduct, Rosenstein says that the ultimate aim of these needs or drives is "happiness", and that "it is the satis-

³ Francis Powers, Psychology in Everyday Living. (New York: D. C. Heath & Company, 1938), pp. 131-135.

⁴ Fred McKinney, Psychology of Personal Adjustment. (New York: John Wiley & Sons, Inc., 1941). p. 36.

⁵ Harold J. Ruttenberg, "Motives for Union Membership", Human Relations in Industry. (Chicago: Richard D. Irwin, Inc., 1945), pp. 189, 190.

faction of drives which provides for happiness, and it is their frustration which provides for unhappiness." He defines happiness as "a condition in which desires and ambitions seem likely to be achieved," and adds that happiness is usually brought about as a result of achievement and success. He then concludes that "all struggling and striving displayed by man" is directed to the attainment of happiness."⁶

Needs as teachers and educators see them. It is significant to note that needs as recognized by teachers and educators parallel those accepted by general and industrial psychologists.

In the Twenty-second Yearbook of the American Association of School Administrators appears a statement, showing general agreement among the authors of that volume, on the subject of basic drives and the part which they play in human behaviour and morale. They reduce the general classifications of basic drives to two:

. . . As an animal organism man is subject to the play of biochemical forces and governed and impelled by physical needs and appetites. Man's mental life is governed by psychological propensities, or drives, and determined by the forces which unite individual with

⁶ J. L. Rosenstein, Psychology of Human Relations For Executives. (New York: McGraw-Hill Book Co., 1946), pp. 62, 63.

individual in society.⁷

According to the discussion of the relationship between human behavior and the satisfaction of basic needs, these authors list four elemental requirements of teachers: (a) economic security; (b) personal importance on the job; (c) the satisfaction of being able to do something well--a skill commensurate with one's capabilities; and (d) the need to belong, to be well thought of by the members of one's group.⁸ It is pointed out that economic security provides the individual with "more than a means of supplying his biochemical needs," since it provides him with a basis for group and social status. A feeling of personal importance on the job calls for a "personal relationship to the situation beyond the mere performance of a monotonous assigned task which in itself offers no personal scope and few if any psychological satisfactions." Further, it entails a respect for every person, for every individual as a person. Cited also as essential to both physical and social needs is the desire for the satisfaction of what has been termed man's "ideational need."⁹

⁷ Morale for a Free World, Twenty-second Yearbook of the American Association of School Administrators, Washington, D. C., 1944, p. 29.

⁸ Ibid., p. 29

⁹ Ibid., pp. 77-106.

It is interesting to note how men and women on the job view their needs and how nearly these needs correspond with those mentioned by psychologists. In 1945, Gibbs, Director of Secondary Education in the Public schools of San Bernadino, California, made a trip to the Midwest to recruit teachers. She went as an experienced educator with a definite idea of the type of men and women who were needed in the school system which she represented. Of the forty-eight teachers who entered into contract with the school system as a result of her trip, forty-six fulfilled their contracts and in nearly every particular met the California standards for regular accreditation.

Gibbs analyzed the inquiries of these teachers concerning the prospective employment, and classified them according to the area of interest, under four headings which are listed in the order of frequency: (1) professional inducements; (2) community appeal; (3) security, including tenure, salary schedule, and retirement provisions; and (4) living conditions.¹⁰ These teachers were definitely concerned that they should have security, should "belong", be accepted, make a contribution, have professional status, have the opportunity to grow, and receive some recognition for their work.

¹⁰ Elsie Frances Gibbs, "What Appeals to Good Teachers," School Digest, 13:8-10, September, 1947.

Since the needs, as analyzed by Gibbs, and those recognized by educators and psychologists closely parallel, there is reason to believe that they represent some of the prime needs in the minds of teachers. If this is true, it is essential that personnel policies recognize these needs and make provision for them to be realized by the men and women who make up the teaching personnel. As these needs are met, the job of teaching becomes more attractive and more satisfying, and the teacher, thus freed from tensions and frustrations, can work more efficiently.

A crisis in education. The reluctance of young men and women to enter the teacher training courses as prospective teachers, the large numbers who are leaving the ranks of the teaching profession, and the dissatisfaction within the ranks of teachers, resulting in large and rapid turnover, have combined to bring about a shortage of capable and properly qualified teachers.

This shortage of teachers in the schools of the land has assumed crisis proportions. The administrators of the nation's schools gathered in annual session in 1948 appraised the situation:

. . . The imperative challenge of the current period is holding and improving present professional personnel and recruiting additional qualified people to meet the educational needs of children, youth, and adults as they

face a challenging, complex world.¹¹

The reason for this concern was that,

. . . The school year 1945-46 found 108,000 persons who could meet only the lowest legal certification standards holding teaching position in our public schools while 60,000 positions were unfilled. . . .¹²

Carmichael writing in the New York Times Magazine summed up the situation:

. . . The shortage of competent teachers is variously estimated at from 125,000 to 500,000. More than 7,000 classrooms have been closed and many thousands are so crowded as to jeopardize educational efficiency. Even so, one out of eight teachers is new on the job this year, while one out of ten has only an emergency certificate.¹³

Prospects for the future of education did not look any brighter as he reviewed the prospects for recruits from the teacher training institutions:

The secretary of the department of higher education of N. E. A. reported in July that enrollment in the 179 teachers' colleges of the country had suffered a serious decline. For example, before the war there were 90,000 women and 30,000 men enrolled in them, whereas in 1946 the numbers had dropped to 51,000 women and 13,000 men¹⁴

¹¹ The Expanding Role of Education, Twenty-sixth Yearbook, American Association of School Administrators, Washington, D. C., 1948, p. 223.

¹² "N.E.A. Acts to Meet Teaching Crisis," Report of the National Emergency Conference on Teachers Preparation and Supply. N.E.A. Journal XXXV (September 1946) p. 291.

¹³ O. C. Carmichael, "Crisis in Education--Opportunity or Disaster," New York Times Magazine, January 26, 1947, p. 45.

¹⁴ Ibid., p. 46.

Enrollment in teacher colleges dropped from 22% of all college students in 1910-20 to only 7% in 1945-46 and teacher preparation enrollment in liberal arts colleges declined even more sharply.¹⁵

The complete picture has not yet been presented.

Along with this considerable decline in numbers preparing to become teachers, administrators must face the fact that many of those who are at present in the teaching profession are there until something more promising turns up.

Even in the more stable years before World War II, the teaching profession in the United States did not enjoy the stability which it enjoyed in other countries, as for instance the schools of the United Kingdom. Before World War II an annual turnover of one in ten was looked upon as normal in this country as compared with one in thirty-three in England, Scotland, Wales, and North Ireland. But in 1943-44 it was estimated that one teacher out of every five in the United States was new in his position. While the condition as a whole the next year was estimated to be slightly improved (one in every seven teachers new on the job) many of the schools were still reporting half or more of their teachers new to their positions and a complete turnover was not uncommon.¹⁶

¹⁵ Loc. cit.

¹⁶ Leader's Letter, National Education Association. No. LIX (January 2, 1947).

Men of business and industry look upon frequent personnel turnover as an expense that dips heavily into the profits of the organization since it cripples production and reduces efficiency. There is every reason to believe that the effect is equally crippling to the achievement of educational goals.

The public is being kept informed of the critical nature of this problem by frequent articles in the magazines and periodicals of our country. In many of these the teacher comes forward with his viewpoint.

The following are representative statements:

School Boards and the public at large seem to feel that teachers are different from the rest of humanity. They can live on less money than ordinary mortals. The average annual salary for teachers in the U.S. for 1944-45 was \$1,786, the Research Division of the National Educational Association reported. This represented an increase of about 11 per cent during the war years, as compared to a 56 per cent increase for industrial workers over the same period.¹⁷

Have you any idea what you and I are paying the men and women on whom we rely to guide our children? In 1939 the average annual salary of all teachers, principals, and supervisors was \$1408. Today we have raised that to \$1950 (about \$37 per week)--but a good part of it goes to pay the income tax we have slapped back on teachers along with their raises.

And here are some equally shocking figures:

One in every five teachers is paid less than \$600 a year.

Of course salaries vary in different sections of the country. New York State happens to have the highest average; in 1944 it was \$2726. Today it is slightly

¹⁷ Elizabeth Irwin, "Why Teachers Quit Schools," Colliers (August 24, 1946), p. 20.

higher.¹⁸

At the other extreme the average in Maine was only \$1158, and in Georgia \$923. In Mississippi the average salary for all teachers, principals and supervisors was the appalling figure of \$790.¹⁹

It is apparent that the men and women who have spent many years, at considerable expense to themselves and their families, in preparation for their work as teachers are receiving salaries that compare more favorably with the wages of unskilled laborers than with the wages of members of a profession which is rendering a vital service to the community. Under these conditions teachers are not able to maintain a standard of living which compares favorably with the standard maintained by men and women in other professions.

Salary is not the only barrier. There are factors which weigh even heavier in the minds of teachers:

Many of our teachers, however, were willing to put up with low pay and insecurity. They knew the importance of the job they were doing and a little self-sacrifice wasn't too high a price to pay. All they needed was encouragement. Intelligent sympathetic administrators and supervisors could have helped. But many of our supervisors are autocratic and narrow minded.²⁰

But there is another drawback to teaching that isn't financial. Its roots are at the heart of the grave crisis now facing us. R. L. Davidson, Jr., of the

¹⁸ Charles Harris, "Stop Cheating Your Children!" (taken from October Coronet). N.E.A. Journal (Dec. 1946), p. 587.

¹⁹ Ibid., p. 588.

²⁰ Elizabeth Irwin, op. cit., p. 38.

University of Missouri, summed it up by citing the lack of "social esteem" in the job.

"People compliment teachers for the great work they are doing, while at the same time they pity them!" he said. "I am amazed at the number of returning servicemen who try to hide the fact that they were ever teachers."²¹

One of the handicaps is the lack of community recognition of the teacher. . .²²

Another difficulty experienced by teachers is the tendency of the community to take an undue interest in their personal conduct and in their views on local questions. . .²³

Borchardt and Erdman give their personal analysis of conditions in the teaching profession:

I wish I could say that the teacher's grievances spring entirely from his economic situation, but, unfortunately, this is far from the truth. One of the most serious defects of the system is the deadening of initiative through the removal of incentives. I mentioned before that, after five years' probation, the Chicago teacher receives a permanent appointment with a salary fixed for life. It makes no difference how much extra time he puts in or how much extra attention he gives his pupils; there is no recognition--monetary or otherwise--for his efforts. A successful hog slaughterer in a packing house will get a bonus check, a testimonial dinner, and a gold watch from the company president when his retirement date rolls around, but for the teacher there is no word of thanks or praise from anyone.

. . . His only chance for getting ahead lies in being promoted to an assistant principalship or some other job above the teacher level. . .²⁴

²¹ Charles Harris, op. cit., p. 588.

²² O. C. Carmichael, op. cit., p. 47.

²³ Ibid.

²⁴ Henry C. Borchardt, "A Teacher Looks at His Job," Life, (January 6, 1947), p. 82.

Teachers' salaries are a national disgrace. But the roots go deeper than that. The plain truth is that the American people have not yet realized the importance of the work of the teacher; they have not seen that the public school is the very foundation on which rests the American way of life. The American people have always been willing to pay for things they really wanted. When they want to hold the teachers in the schools, they will pay them to stay.²⁵

The need for freedom of action is emphasized by Irwin as a cause for teacher unrest and dissatisfaction.

I have left public-school teaching and I do not intend to go back. I quit because I could no longer be happy in a situation where there was so little real concern for the needs of children.

This sounds like a condemnation of our public schools. But it is also a condemnation of the responsible citizens of every community--many of them without active connection with the schools--who have caused our teachers to fail.

The failure of our teachers is a tragedy for American Youth. Boys and girls are growing up in school situations which fit them no better than hand-me-down clothes. They are forced into rigid molds, not by the will of the teachers so much as sheer necessity. They are learning not to become thinking, reasonable individuals who can take their place in democratic society, but to follow the mob, to drift, to procrastinate.

Why don't the teachers do something about it? Because they are either too weak, too timid, or too fine-grained; because too often, they are balked at every turn by ill-informed and shortsighted school boards and administrators; and because nobody likes to go on breaking his heart over a problem he is powerless to lick.²⁶

²⁵ Loula Grace Erdman, "I'm Going to Stick to Teaching," Reader's Digest (October, 1947), p. 54. (Condensed from the Redbook July, 1947).

²⁶ Elizabeth Irwin, op. cit., p. 38.

This discussion of factors, contributing to the dilemma with which communities and school boards are faced as they attempt to provide for the educational needs of the community, might be prolonged indefinitely by multiplying statements and citing additional articles of recent publication written by those who have been directly concerned, but no good purpose would be served. The examples referred to above will suffice to set forth the actual position in which we find ourselves.

Paris ably summarizes these factors:

But until teachers can become individuals with the right to protest injustices, to have a voice in administration, to take an active part in matters of public interest, to live without the fear of economic crises and of losing their jobs, to be members of a union without the charge of "Red"--until, in other words, people recognize the fact that teachers are human, no common meeting grounds can be found between them and the community.²⁷

This serious lack of competent teachers to go into the classrooms of the nation's schools, and the unsatisfactory conditions under which the ones who remain in the classrooms must live and work, combine to present the communities, school boards, and administrators with a problem of the first magnitude.

The question confronting educators and community leaders is, What can be done to improve conditions?

²⁷ Leonard Paris, "Why Teachers Quit School," Colliers (August 24, 1946), p. 40.

The solution. The formulation and adoption of personnel policies designed to meet the needs of the men and women on the job should make a major contribution toward the solution of this problem. These policies should be based on the conclusions of recent scientific research in the field of personnel administration and a study of the experiences of administrators in other systems. A theoretical knowledge of principles advocated is often insufficient to convince administrators of their essentiality. There is need for more reports of what is actually being done through the use of personnel policies in other school situations, of how these methods are being applied, and their relative effectiveness.

Therefore this study, which is a report of actual personnel practices in use in the larger public school systems of the lower peninsula of Michigan, should assist in answering certain of these questions which persistently arise in the minds of school administrators. The use of the conclusions resulting from data showing what actually is being accomplished through the effective use of personnel techniques may help administrators in more effectively solving their critical problems.

A number of studies have recently been made in closely associated fields. A survey of this literature will form a background for the present study.

CHAPTER II

A SURVEY OF PERTINENT LITERATURE

Current magazines and professional journals contain an increasing number of articles stressing the greater emphasis now being given to the personnel factor by business, industrial, and educational organizations. There is, however, little reported in the field of scientific research that deals directly with school personnel policies, and the methods employed for satisfying the needs of the teaching personnel. Some studies in the field of personnel relations contain data that are significant for school administrators and those who are responsible for the teaching personnel. In one such investigation, Shafer¹ identified principles of democratic staff relationships which are universally applicable, and undertook to ascertain the extent to which these principles were being applied in limited situations. He found that, despite the greater emphasis which is being placed on the human factor in business, industry and other forms of associated living, education has not kept pace. As evidence he cited the fact that teacher handbooks, contract forms, and board of education rulebooks, being used at that

¹ Hugh M. Shafer, Democratic Personnel Relationships in School Administration. (A study in Human Relationships), Thesis for the Degree of Doctor of Philosophy, University of Minnesota, October, 1943.

time in the public schools, were undemocratic when evaluated according to the ratings made on the basis of the nine principles abstracted from his investigation. He found also that many of the school systems, particularly the smaller ones, do not codify their policies providing for working relationships, but "leave to custom, pressure, politics, guessing, snap judgment, or autocratic control, the final determination of personnel relationship practices."²

Another study,³ concerned directly with the development of guiding principles and policies which might be used in the administration of small school systems, not only places the responsibility for the development of the policies upon the superintendent, but also states that this is the most important single undertaking that the superintendent faces. It urges that the small school obtain the services of the best possible superintendent even though it might be necessary to curtail some other expenditures in order to make sufficient money available.

Recognizing the need for improvement of teacher atti-

² Ibid., pp. 313, 314.

³ Harry Russell Grow, "The Development of Guiding Principles and Policies for the Administration of the Small School System." (A Thesis for the Degree of Doctor of Philosophy at the University of Tulsa, 1939), Lincoln, Nebraska: The Broken Arrow Ledger, Broken Arrow, Oklahoma.

tudes and morale at a certain junior high school, Johnson,⁴ at the suggestion of the superintendent, undertook a co-operative program for the improvement of teacher personnel atmosphere. The guidance program was chosen as the focal point around which the improvement program should be organized, since it had a close relationship to the situation which had arisen within the school. Teachers suggested topics for study and entered very heartily into the discussions. From these studies and discussions by the members of the staff, there emerged a philosophy of guidance and a program which soon brought about a change in the atmosphere of the entire school. The thinking of the members of the staff was changed since the focus of their attention was shifted from themselves to the needs of the students. This changed attitude on the part of the staff was accompanied by a change in the attitude of the students toward the members of the staff. There were daily manifestations of good fellowship among the teachers. Extra-curricular activities, which earlier had been a cause of disagreement, increased in numbers. This increased interest reflected itself in the variety of activities as well as in the amount of participation in each activity.

⁴ Catherine S. Johnson, A Cooperative Program for the Improvement of Teacher Personnel. Doctoral Dissertation, University of Pennsylvania (April, 1946).

A further study, much like the one discussed in the foregoing paragraph and indirectly related to the subject under consideration, was undertaken by Barker.⁵ This investigation was made of personality adjustments of teachers as they are related to efficiency in teaching, and included twelve areas of adjustment. Barker concluded that qualities associated with success in teaching are a matter of individuality, and that "there are certain personality adjustments which appear to be typically related to teaching efficiency." Among the factors which the study indicated as important in determining the success of the teacher were: teacher-pupil relations, future goals, philosophy of life, administrative relationships, and adjustments to emotional situations.⁶

Hinchey⁷ made a study of teachers' salaries in two hundred fifty-two school districts of Michigan. This study deals with the status of the salary schedule (whether written or unwritten), differentials, standards of living, supply and demand of teachers, bargaining power of teachers, evaluation of the teacher's work (both by the administration and by the community), ways and means of keeping the teacher abreast of changing conditions, and ways of retaining him as

⁵ Elizabeth M. Barker, Personality Adjustment of Teachers Related to Efficiency in Teaching. (New York: Bureau of Publications, Teachers College, Columbia University, 1946).

⁶ Ibid., p. 75.

⁷ Clarence Edwin Hinchey, Teachers' Salaries in Michigan, (1943-1944). Ann Arbor: University of Michigan, May, 1946.

a member of the profession.

The results of the study showed that salary schedules in written form were not found in the smaller school systems, as in such systems their worth was often questioned; that the most prevalent type of salary schedule in use was the automatic type; and that differentials favoring men over women were much more common than those favoring secondary teachers over elementary teachers. That salaries were far from stabilized was evident from the large spread in amounts paid by different schools for the same position, and by the varying practices in payment of "bonuses" and "cost-of-living" allowances. Index figures, upon which salary schedules should be based and which were derived from the study, were given for two, four and five years of preparation by the teacher. According to this study the Moehlman Index of 1936 is "essentially correct if a slight adjustment is made."⁸ In general it was evident from the study that, because of great differences in salaries paid both within the districts as well as between the districts, attention should be given to the question of teachers' salaries.

A study of personal and professional relationships which develop between principals and teachers as they associate together in the discharge of their respective respon-

⁸ Ibid., p. 165.

sibilities was made by Scully.⁹ The study was based on the assumption that these relationships are potentially the source of the satisfactions or dissatisfactions which the teacher finds on the job, and are therefore important factors in the effectiveness of the teacher's work. The major purpose of the study was to ascertain the types of behavior and administrative practices and procedures which, in the judgment of principal or teachers, were considered to contribute either to the satisfaction or the dissatisfaction of either principal or teachers.

Scully found that teachers and principals concurred in the opinion that there are basic needs among teachers for which satisfaction is being sought, and that teachers perform their duties best when their relationships are guided by "human qualities which best satisfy their own human needs."¹⁰ Among the teacher needs mentioned were:

1. The desire for security--assurance of continued employment.
2. The desire for assurance that one is making a worth-while contribution, and that he is important on the job.

⁹ Emily Marie Scully, Personnel Administration in Public Education (A study in Human Relationships), Thesis for the Degree of Doctor of Philosophy, University of Wisconsin, August, 1945.

¹⁰ Ibid., p. 223.

3. The desire to have one's dignity as a human being respected.

4. The desire to have a voice in making decisions affecting one's work.

5. The desire for a fair return for services rendered.¹¹

Teachers and principals were agreed that these needs could be satisfied on the job more effectively by such practices as the following:

1. A clear definition of one's duties.

2. A definite salary schedule.

3. A system of promotions recognized as fair.

4. The assurance of needed help.

5. Pleasant and friendly surroundings.

6. Frequent expressions of appreciation.

7. Opportunities to contribute suggestions toward the solution of problems.

8. The assurance of a voice in arriving at decisions which affect one's work.¹²

From the study Scully concluded further that teachers were more concerned with personal qualities, attitudes and tendencies on the part of the principal, whereas principals were more concerned with specific practices and procedures

¹¹ Ibid., p. 309.

¹² Ibid., p. 309.

which seemed to affect adversely the operation of the school system.¹³ The administrative procedures which, according to the teachers, contributed most to their satisfaction in teaching situations were summarized under ten headings and seem to indicate a direct relationship between personnel policies and the satisfaction of teachers' needs. The procedures covered:

1. Teacher permitted freedom from interference.
2. Full co-operation of principal with teachers.
3. School atmosphere made pleasant and friendly.
4. Teachers made to feel that their work is worthwhile.
5. Teaching load equalized.
6. Principal readily available when needed.
7. Responsibilities of teachers clearly indicated.
8. Details of school operation managed efficiently.
9. Teachers encouraged to co-operate in formulating school policies.
10. Discipline problems handled well.¹⁴

Romney¹⁵ directed a study dealing with policies and

¹³ Ibid., p. 311.

¹⁴ Ibid., p. 211.

¹⁵ Policies and Practices Relating to Administrative and Supervisory Personnel in Selected Michigan School Systems. (1948). Metropolitan Detroit Bureau of Co-operative School Studies; 60 Farnsworth Street, Detroit 2, Michigan.

practices relating to administrative and supervisory personnel. The study was restricted to school systems located in the Metropolitan area of Detroit and nearby communities and was concerned almost exclusively with salary policies and practices. These included:

1. Cost-of-living fluctuations.
2. Differentials according to sex.
3. Financial recognition for courses taken.
4. Sick leave.
5. Sabbatical leave and professional leave.
6. Maternity leave.
7. Paid vacations.

In addition the study dealt with retirement age and clerical help provided for administrative and supervisory employees.

In summary. Shafer's study was concerned primarily with the development of democratic principles and the search for these principles in actual school situations; Grow's investigation dealt with small school systems; Johnson's study dealt with a single technique for improving personnel relations; Barker made a study of personality adjustments related to teacher efficiency. Scully conducted a study which had as its main purpose the ascertaining of types of behavior and administrative practices which in the opinion of either principals or teachers have a bearing on teacher

efficiency and morale. Of the two studies containing data on Michigan Schools, the one by Hinchey dealt with teachers' salaries only, while the other under the direction of Romney related to administrative and supervisory personnel rather than the teaching personnel and was limited to the Metropolitan District of Detroit and nearby communities.

These studies provide a basis for the present investigation showing (1) that men and women have certain basic needs for which they are seeking satisfaction and (2) that many of the basic needs of men and women can be satisfied in their working relationships through the use of personnel policies.

The present study examines the personnel policies and practices in the larger school systems of the lower peninsula of Michigan in order to discover what is being done to satisfy the needs of men and women in their working relationships within the system. Before entering into a discussion of the policies and practices in the school systems selected, the organization of the investigation will be considered.

CHAPTER III

DEFINITION OF THE PROBLEM AND ORGANIZATION OF THE INVESTIGATION

Definition of the problem. This study is a survey of certain aspects of personnel policies in the larger public school systems of the lower peninsula of Michigan.

Basic assumptions. The investigation begins with seven basic assumptions:

1. That men and women everywhere have certain needs which are fundamentally the same.
2. That every individual, consciously or unconsciously, is continually seeking satisfaction for these needs.
3. That as they work together on the job, it is possible for men and women to find satisfaction for many of these fundamental or basic needs.
4. That, as these needs are satisfied, tensions are released and frustrations removed, thereby allowing the members of the personnel to enter more freely into the pursuit of their accepted purposes and objectives.
5. That policies and practices which have been found successful in satisfying these needs may be identified as personnel policies and practices.
6. That the personnel, or the human factor, plays a major role in the realization of the objectives of any organization.

7. That many of the problems of personnel administration can be solved by employing, in the school system, personnel policies which have been formulated with due regard for policies and practices which others have found to be successful in meeting the needs of men and women in their working relationships.

Purpose of the investigation. The purpose of this study is: (a) to furnish a report of the status of personnel policies in forty selected school systems of the lower peninsula of Michigan; (b) to show what is actually being done in these systems, through the use of personnel policies and current practices in the personnel administration, which seem designed to make the working relationships of teachers more satisfying and the job of teaching more attractive. It is believed that the findings of this study will assist Michigan educators and school administrators, and others in similar situations, in developing and using better personnel policies in the schools with which they are connected.

Scope of the investigation. This study includes:

(a) an investigation into the status of personnel policies of forty selected school systems to ascertain:

1. The extent to which personnel policies have been formulated and codified.

2. How they are being formulated and codified.

3. How they are introduced to the members of the teaching personnel.

(b) an investigation of current practices and policies which seem directed toward making the working relationships of teachers more satisfying and the job of teaching more attractive. Eight broad areas or aspects of personnel policies and practices have been selected:

1. Salary
2. Teacher contracts
3. Leaves of absence
4. The teacher's community relationships
5. The arrangement of teaching loads
6. Shared planning and administration
7. Professional growth
8. Other aspects suggested by the superintendents.

Limitations of the investigation. As a matter of expediency this investigation was limited to forty school systems selected at random from among one hundred ten public school systems located in the lower peninsula of Michigan, and listed in the Michigan High School Athletic Association Bulletin as having within the system Class A and/or Class B High schools.¹ As the first step in the procedure of

¹ For this classification the listing in the Michigan High School Athletic Association Bulletin, Volume XXIV, Number 4-S, November, 1947 was accepted. According to the classification in this Bulletin, Class A includes school systems with 800 or more students enrolled, and Class B includes school systems with 325-799 students enrolled.

selecting this group of forty school systems, which was to be representative of the one hundred ten school systems in the lower peninsula of Michigan, a list was made of the entire group arranged alphabetically as it appears in the Bulletin. Then beginning with the first system appearing on the list each third school system was selected until the entire list of one hundred ten school systems had been covered. This provided a total of thirty-seven school systems. Since it was desired to include a total of forty school systems in the study, it was necessary to select three additional systems. These were selected by beginning with the second system appearing on the list and choosing every third one thereafter until three systems had been selected. The three added to the thirty-seven already selected made up the list of forty school systems which were selected without prejudice of any kind. It will be seen, therefore, that the school systems selected for the study include more than one-third of the "universe," and that the total number included in the investigation exceeds the limits of the number ordinarily considered as representative of the group, or an adequate sampling of the group.²

The method employed in making the selection of these schools resulted in the inclusion of schools in rural,

² See Appendix A.



FIGURE I

GEOGRAPHICAL DISTRIBUTION OF THE FORTY SYSTEMS
INVESTIGATED

Note: The black spots indicate the location of
the systems included in the investigation.

urban, and metropolitan areas of the State of Michigan. These systems represent all the larger geographical areas of the lower peninsula of the state and provide a good cross section, or sampling of conditions in the lower peninsula.³

Therefore, the data, brought together from this survey, may be considered as representative of conditions existing in the one hundred ten school systems which make up the complete list of Class A and/or Class B school systems in the lower peninsula of the State of Michigan.

The interview as the method employed for collecting data. The interview was selected as the method to be used in gathering the data for the survey, since it provided personal contacts with the men and women who were asked to supply the information. This relieved the respondents of the responsibility of placing in writing the confidential information that they were asked to supply. At the same time an opportunity was afforded the respondents to see the investigator, who was in a position to give assurance that such information as was supplied would be kept in the strictest of confidence. There was also the added advantage that the investigator could follow up leads and direct the interview in such a way as to make certain that the desired

³ See Appendix B.

information was supplied.

In every case the interviews were held in the office of the superintendent of schools and care was taken to keep the interviews as casual and informal as possible. After introducing himself and making known the purpose of his visit the investigator presented a letter of introduction from his major professor. This letter contained a brief statement concerning the investigation, solicited the cooperation of the superintendent, and gave assurance that all information supplied would be held in the strictest of confidence.⁴ This, it was explained, would be done by assigning to each system a number, and referring at all times to the number rather than to the name of the system. The investigator was careful, in the course of the interview, to give added assurance that the information supplied would be kept confidential. It was considered that, in the absence of any necessary writing or signing of statements, the superintendent would respond more fully and freely in supplying the desired information.

The interview usually took the form of a friendly visit between the investigator and the superintendent. Often much of the desired information was supplied by the respondent before the routine, of presenting questions and

⁴ See Appendix C for copy of the letter.

checking to see that all ground had been covered, was begun. Care was exercised to keep the approach as uniform as possible so that the data might be used for comparative purposes.

As the interview progressed the investigator was usually accorded the privilege of examining time tables, personnel records, teachers' individual programs, students' programs, actions and records of the board of education, and personnel policies, which in many instances were not duplicated and made available to those outside the circle of administrators and members of the board of education. Whenever available in a form which permitted their distribution, salary schedules, personnel policies, handbooks, news letters, circular letters, school budgets, forms currently used, and many other documents containing information pertinent to the investigation were made available for examination. In some instances, where copies could not be spared, they were made available in order to provide opportunity for the copying of the information desired. The additional data gathered from a study of these documents, made available through the personal interviews, give this study a decided advantage over one in which the data are gathered through correspondence. As has been mentioned, opportunity was afforded in this investigation to make certain that the questions were eliciting the information sought--that the data

were valid.

As the interview was being terminated, the superintendent was asked to suggest additional practices or techniques which were proving successful in his system as a means of improving the working relationships of teachers, or in making their work more attractive and satisfying. This question almost invariably elicited an enthusiastic response and resulted in the description of a variety of practices which were considered effective by the superintendents.

The questionnaire. As an essential aid in giving direction to the interview it was considered advisable to use a questionnaire. Much study and thought were given to the plans for the construction of this instrument since it was realized that, to a large extent, the success of the interview was dependent upon a scientifically constructed instrument. Preliminary to the construction of the instrument to be used in gathering the data for the investigation, it was decided to construct a tentative questionnaire to be used in a pilot study which should precede the major investigation.

Preliminary to the construction of the tentative questionnaire extensive preparations were made. These included the following steps:

- (1) Literature in the field of psychology was studied to ascertain what seem to be the basic needs for which

men and women are seeking to find satisfaction.

(2) The writings of specialists in the fields of business and industry were examined to ascertain what are recognized as basic needs by experts in these fields, and to examine policies and practices employed for the satisfaction of these needs.

(3) The provisions of Michigan law were examined in order to ascertain wherein the law defines the rights and responsibilities of teachers; and wherein the provisions of the law seem to restrict the formulation of personnel policies designed to meet the needs of teachers in their working relationships.

(4) Techniques for constructing questionnaires were studied.

The various aspects of personnel policies, concerning which data were to be compiled, were then listed, and each aspect was examined to consider its usefulness in the solution of the problem. Forty questions were then framed to comprise the tentative questionnaire. This was designed as a guide to give direction to the interviews to be conducted in connection with the pilot study.

The pilot study, carried on by use of the tentative questionnaire, provided an opportunity to detect weaknesses in the questionnaire and to discover whether the questions, as framed, would elicit data that would meet the purposes

and objectives of the study. The data compiled were critically examined. As weaknesses appeared in the wording of the questions, or when certain information that seemed necessary to the study had not been given, revisions and additions were made to the questionnaire to assure that the instrument would function as expected.

Full use was made of the experience gained in the pilot study, and further revisions were made in the questionnaire to give added assurance that all aspects of personnel administration which had been selected for the study were being covered adequately.

When every effort had been made to assure that the questions would produce data that would be reliable and valid, the next step was to arrange the questions on the sheet in such a way as to facilitate the recording of the data. Space was provided on each sheet so that, in the course of the interview, replies might be recorded as the questions were answered. Care was taken to present the questions so that no particular answer or type of answer was suggested or implied. Space was provided for additional notes and remarks which might result from other comments or statements interjected by the superintendent. When completed and arranged as seemed most convenient and useful, the questionnaire was duplicated in order that a separate copy might be available for recording the data received in each

interview.⁵

The data, their source and treatment. Replies to the questions asked, suggestions made incidentally during the interview, and information gathered as a result of an examination of records and documents in the offices of superintendents, as well as documents supplied to the investigator for his further study, comprise the data. Since the purpose of the investigation was not so much to arrive at definitive generalizations as to ascertain existing conditions and current practices the data were not treated statistically. In the chapters which follow the data are grouped and treated under headings indicative of their relationship to the different aspects of personnel policies selected for study. Tables are used to summarize the findings.

⁵ See Appendix D for copy of questionnaire.

CHAPTER IV

THE STATUS OF PERSONNEL POLICIES IN THE FORTY SCHOOL SYSTEMS

The extent to which personnel policies are codified.

Written personnel policies or codes of working relationships, were found in fifteen of the forty school systems investigated. Fragments of personnel policies existing in written form were found in thirteen additional systems, though in no case were they compiled under one cover and known as the personnel policies of the system. The remaining twelve respondents reported that the policies and practices in use in their systems were not codified.

In the systems where the written personnel policies were reported to exist in fragmentary form, it was found that these usually consisted of a salary schedule, sick leave policy, and a few other provisions which varied from system to system. Since the existence of a few fragments of personnel policies or practices in a system could hardly be regarded as a codified set of working relationships stabilizing the working relations of the teachers within the system, it is reasonable to conclude that the thirteen systems reporting only fragments of written policies and the twelve systems in which the policies and practices were reported not to exist in written form may be grouped together to in-

dicade the systems in which the personnel policies have not been codified. This means that fifteen systems are operating according to personnel policies that have been set up and codified, and that twenty-five systems furnish the members of the teaching personnel with little or nothing in the form of written assurance of the conditions under which they work, or of the procedures that govern their working relationships.

It is significant to note that, of the twenty-five systems not having fully codified personnel policies, five reported that codes of working relationship are being developed. Two of the five systems indicated that no written policies exist in the system while three reported fragments of personnel policies. It may then be concluded that fifty per cent of the systems included in the investigation are sensitive to the need for providing fully written personnel policies to govern the working relationships of teachers, and either have fully codified policies, or are in the process of formulating them.

Systems classified according to enrollment. For purposes of comparison, the school systems included in the investigation were arranged in four groups, according to the size of the student enrollment, as follows: (1) systems with 1500 or under; (2) 1501-2500; (3) 2501-5000; (4) and 5001 and over. (Table I). An examination of the data,

TABLE I

SYSTEMS WITH PERSONNEL POLICIES FULLY
W R I T T E N

Systems grouped according to enrollment	Number of systems in group	No. systems with policies written	% systems with policies written
Up to 1500	13	2	15
1501 - 2500	14	6	43
2501 - 5000	6	3	50
5001 & up	7	4	57

after this classification has been made, revealed that 15 per cent of the group with the smallest enrollments operate according to fully codified personnel policies. The percentage of schools with written personnel policies increases in each succeeding group until the group with enrollments of 5001 or over have the highest percentage of systems with written personnel policies, namely, 57 per cent. These data indicate that the larger the student enrollment the greater is the likelihood that written personnel policies exist within the school system.

Methods employed in formulating personnel policies.

Of the twenty-eight school systems reporting the existence of written personnel policies in either complete or fragmentary form, twenty-three indicated that some form of co-operative action was employed in setting up the policies and procedures (Table II). Five of the systems included parents and students in the groups responsible for formulating the policies. At the other extreme were the four systems in which the board of education was reported as the only agency responsible for setting up the policies.

In eight systems, teachers' clubs and teachers' committees form the framework through which members of the teaching personnel can participate in formulating policies which affect their efficiency in work and their personal happiness. It must be recognized, however, that the extent

TABLE II

S U M M A R Y

AGENCIES EMPLOYED IN FORMULATING PERSONNEL
P O L I C I E S

No. of Systems	Agencies employed
10	Co-operative action of teachers and administrators
5	Co-operative action of all parties concerned
3	Co-operative action of administrators and teachers' committee
2	Co-operative action of board of education and teachers' club
2	Co-operative action of superintendent and teachers' committee
1	Co-operative action of superintendent, personnel director and committee of teachers
1	Michigan Education Association policies followed
4	Action of the board of education
28	Total

to which the individual teacher's voice can be heard, depends upon the way in which the committees are set up, or upon the internal organization of the teachers' club.

It may be significant also to note that in each of the five systems, where the process of formulating personnel policies was reported to be in operation, reference was made to the use of the co-operative method as the technique employed. In the course of the interviews one superintendent reported that the development of personnel policies in his system was begun co-operatively, in the previous year, and stated that the work was at the time of the interview, yet unfinished. Still another, employing the same method, had been at work for two years.

The fact that so many of the systems in which personnel policies exist in written form, either fragmentary or fully codified, have found it necessary or expedient to set them up co-operatively, would seem to suggest that to a large extent the consciousness of a need for written personnel policies is accompanied by a sensitivity of the need for employing the co-operative method.

Aside from the co-operative method, some idea of the variety of techniques employed in approaching the problem of formulating personnel policies in the systems investigated may be gained from the remarks which came voluntarily from the superintendents in the course of the interview. While

explaining the method by which the fragmentary policies in his system were developed, one superintendent stated that he dug back into the "archives" of the school to find the actions of the board of education for the past twelve years. These actions were then compiled and arranged in such a way as to make them easily accessible and useful, after which they were submitted to the board of education for adoption as current policies. To make them more readily available for use he employed the Michigan Education Association method of indexing. Another respondent said he employed a combination of methods including a salary schedule developed co-operatively, and a sick leave policy taken over from the Michigan Education Association.

Provisions for altering the personnel policies. The replies of the superintendents regarding the frequency for altering of personnel policies may be grouped under the three headings "continuous," "annually" and "occasionally" (Table III). The terms "continuous" and "annually" were apparently used synonymously, since nine of the eleven systems, in which the personnel policies were reported to be continuously subject to review or alteration, had made alterations sometime during the year in which the interview was conducted, and the three systems, which used the term "annually," had likewise made revisions or alterations the same year. The term "occasionally" was found to indicate

that the revisions or alterations are less frequent since the nine employing this term reported revisions ranging from 1944 to 1948.

It will be observed from Table III that only four of the systems with policies fully codified or in fragmentary form indicated that no provision is made to alter or review the personnel policies. Of these four systems, only one had fully codified personnel policies, the remaining three had written policies in fragmentary form only. These data indicate an evident recognition of the need to re-examine at frequent intervals the personnel policies and practices in the light of current needs and in consideration of the implications of recent research. A further analysis of the data discloses that out of the fifteen systems, with fully codified personnel policies, eleven were revised within 12 months of the time of the interview, whereas out of the thirteen systems, with only fragmentary policies, six had been revised within 12 months of the interview. Also out of the fifteen systems with fully codified policies, two were revised in 1945 and one reported no plan for revision. In contrast to this, out of the thirteen systems with policies in fragmentary form, one system revised its policies in 1944, and three reported no plan for revisions or alterations. There is, in these data, evidence to support the conclusion that the systems reporting the policies as fully codified are more sensitive to the need for providing for

TABLE III

S U M M A R Y

PROVISIONS IN THE SYSTEMS WITH FULLY CODIFIED OR
FRAGMENTARY POLICIES FOR PERIODIC ALTERING
OR REVISING OF THE PERSONNEL POLICIES

No. systems with codi- fied poli- cies	No. systems with frag- mentary policies	Total No. of systems	Provision for altering
7	4	11	Considered a con- tinuous process
2	1	3	Altered annually
5	4	9	Altered occasion- ally
	1	1	Altered every three years
1	3	4	No provision
15	13	28	Total

the alteration or revision of the policies, in order to incorporate the implications of the latest research and to meet the changing needs of the personnel, than are the systems having only fragmentary policies.

Methods of acquainting the personnel with policies.

Replies to the question, "How are the members of the teaching personnel made acquainted with the policies and procedures of the school system?" revealed a variety of responses (Table IV). Among the techniques most frequently mentioned were: staff meetings, pre-school conferences, bulletins, and handbooks. Less frequently mentioned were: the office, teachers' councils, teacher participation in formulating policies, distribution of copies and notices, and discussions.

In only nineteen of the systems are teachers supplied with copies of existing personnel policies either in the form of duplicated copies, or as a part of handbooks or bulletins. It will be noted that ten of the nineteen systems are among those with policies fully codified, and nine are reported from among the systems with policies in fragmentary form only. All the remaining systems with policies either fully written up or in fragmentary form depend upon such methods as participation in the formulation of the policies, faculty meetings, pre-school conferences or occasional notices from the office as the mediums through which

TABLE IV
S U M M A R Y
METHODS EMPLOYED IN ACQUAINTING THE PERSONNEL
WITH THE POLICIES AND PRACTICES
EMPLOYED IN THE SYSTEM

Status of policies	No. of systems	Techniques employed
<u>Fully</u> <u>written</u> 15	4	Copies distributed
	2	Handbooks, pre-school conferences
	2	Bulletins, pre-school conferences
	1	Bulletins, staff meetings
	1	Copies distributed, staff meetings
	1	Staff meetings
	4	Teachers participate in setting up
<u>Fragments</u> <u>written</u> 13	1	Copies distributed
	2	Bulletins
	2	Bulletins, pre-school conferences
	2	Bulletins, staff meetings
	2	Handbooks, staff meetings
	2	Staff meetings
	2	Office informs
<u>Not</u> <u>written</u> 12	6	Staff meetings
	5	Pre-school conferences
	<u>1</u>	Office informs
<u>Total</u>	40	

teachers are made acquainted with the policies.

In the systems where no portion of the practices were reported to be written, faculty meetings, pre-school conferences, and the office are used to familiarize members of the personnel with the practices.

Since there is such a variety of methods for acquainting teachers with such policies as exist, and since much latitude is left for individual interpretation of policies when teachers do not have duplicated copies in their possession, the teachers in the twenty-one systems which are not supplied with copies of the policies do not have the assurance which is experienced by the teachers in other systems, who are in possession of the policies.

Status of personnel policies and teacher turnover.

An analysis of the data relating to teacher turnover in the forty school systems investigated reveals that systems not having written personnel policies have an annual teacher turnover of 17 per cent as compared with 14 per cent in systems with written personnel policies. There is evidence in the study of these data of some relationship between large turnover and the lack of complete personnel policies. This, admittedly, may be due to factors such as higher salaries, preference for life in a larger community, or a number of other factors, or it may be due to the absence of satisfying working relationships, which conditions may be better pro-

vided for, in the larger systems, through more nearly complete personnel policies. This investigation makes no claim, however, that the evidence in this case is conclusive.

In summary. Fully codified personnel policies were found in fifteen of the forty school systems. Fragments of personnel policies in written form were found in thirteen additional systems. Twelve systems have no written personnel policies. Five superintendents stated that they were in the process of developing fully codified policies. Fifty per cent of the total systems investigated showed a sensitivity to the need for providing the members of the personnel with fully codified policies.

Twenty-three systems reported some form of co-operative action in setting up policies, only five including parents and students. The board of education was the only formulating agency in four of the systems. The consciousness of the need for employing the co-operative method of setting up the policies was evident in the majority of systems. Nineteen systems provide teachers with all or a portion of the policies in written form.

When comparing systems with fully codified policies with those having fragmentary policies only it was found

that the systems with fully codified policies keep the policies more sensitive to the changing needs of the personnel by providing for more frequent revision than the systems where the policies exist in fragmentary form only.

CHAPTER V

SALARY POLICIES AND OTHER PRACTICES RELATING TO THE TEACHER'S NEED FOR SECURITY

This chapter contains an analysis of the data indicating current policies and practices in the school systems investigated which relate to the security of the teaching personnel. The following aspects are discussed: (1) tenure; (2) termination clauses; (3) sick leave provisions; (4) leaves for professional growth; (5) maternity leaves; (6) number of months employed; (7) methods of salary payment; (8) salary schedules; (9) salary increments; (10) salary differentials for elementary and secondary school teachers.

Tenure. What assurance do the teachers in the systems investigated have that, even though they are qualified, and meet satisfactorily the responsibilities assigned to them as teachers, they may not be faced unexpectedly with the loss of positions because of community pressure, prejudice, politics, or arbitrary action on the part of influential leaders?

The data furnished by the superintendents revealed that only seven systems follow the practice of issuing continuing contracts to the teachers who have passed through a probationary period. The other thirty-three systems were found to provide the teachers with contracts which are renewable annually. One of these is giving consideration to

some type of policy which will give to its teachers greater assurance of continued employment. But as the situation stands at present, approximately eighty-five per cent of the systems included in the study do not furnish the members of the teaching personnel with any written assurance of a position beyond the termination of the annual contract.

Replies to the questions relating to tenure and teacher contracts were frequently accompanied by significant remarks as: "teachers are rarely if ever dismissed," or explanations that in actual practice "tenure is permanent." As evidence in support of his contention that permanent tenure exists in his system in actual practice, one superintendent supplied the information that forty per cent of the teachers in the schools in his district had been on the staff for twenty-five years or more. Apparently in defense of the absence of some provision to assure teachers of continuing tenure in their systems, other superintendents added, "the teachers don't want tenure." Another superintendent said he finds it difficult to keep away from mediocrity when continuing contracts are used. In almost the same breath this superintendent hastened to assert that the successful teacher in his system has no need to fear for his continued employment since he has a "life-time job" even though he may have to submit to the formality of renewing the contract annually. No attempt was made, however, to provide the teacher with a system of appraisal and evalua-

tion which would enable him to know whether he was giving service which could be interpreted as successful.

Although the explanation of the respondents, as to the actual records of dismissals in their systems, may provide some added assurance to the members of the teaching personnel, the fact remains that teachers were not found to be in possession of much in the form of tangible assurance that their terms of service might not, at any time, be terminated at the whim of some administrator, member of the board, or irate parent. This absence of certainty and stability leaves room for tensions and frustrations and their attendant weaknesses.

Termination clauses. Fifteen systems have termination clauses written into the agreement (Table V). Thirteen of these require thirty days notice of the intention to terminate the agreement, and two require sixty days. The privilege of terminating the agreement is accorded to both the employee and the employing body in ten of the systems, four accord the privilege to the teacher only, and one reserves the right for the board of education only.

One superintendent displayed considerable concern for what he termed, "laxity on the part of teachers in respecting contracts." A different point of view was expressed in the statement of another respondent who "encourages teachers to better themselves, so far as their positions are con-

TABLE V

S U M M A R Y

TERMINATION CLAUSES IN TEACHERS' CONTRACTS

No. of systems	Specific reference
25	Contain no reference to a termination clause
15	Contain termination clauses 10 privilege of terminating contract accorded to teachers and em- ploying body 4 privilege of terminating contract accorded teachers only 1 privilege of terminating contract accorded employing body only
40	TOTAL

cerned, even if it means transferring to another school outside the system."

Termination clauses in the contracts, as provided in the forty systems, can hardly be said to discriminate against the teacher or to affect adversely his sense of security.

Sick leave provisions. Provisions for uninterrupted payment of salary in cases of short illness of the teacher have been made in thirty-nine systems. In the majority of the systems the sick leave policy and the salary schedule were developed at the same time.

The time allowed off with full payment of salary in cases of illness for the teacher himself was found to vary from five to ten days per year. Nine of the systems grant 5 days absence per year with full pay for personal illnesses, while twenty-seven systems extend the number to 10 days per year. Two other systems have varied their practices slightly, one allowing 6 days and the other granting 7 days off with full pay.

It was found that in twenty-six of the systems (Table VI) absences due to death or illness in the immediate family are also included as a part of the regular sick leave privileges extended to the members of the teaching personnel. Nine school systems have formulated separate policies providing for such absences. In most cases the policy includes

TABLE VI

S U M M A R Y

LEAVE PROVISIONS FOR ILLNESS OR DEATH
IN THE IMMEDIATE FAMILY

Number of systems	Provision made
26	Systems providing leaves with pay for illness or death in the family as part of the regular policy
9	Systems having separate policies for illness of the teacher and illness or death in the immediate family
3	Systems in which absences for death or illness in the family may be included in the regular policy by permission
1	System in which absences for death or illness in the family are ignored
1	System in which there is no policy
—	
40	Total

a definition of the term immediate family. Five of the policies allow 5 days per year for such absences, while four limit the number to 3 days per year. Three superintendents reported that they will, by special arrangement, include absences other than for personal illness as a part of the sick leave policy.

Some superintendents referred, in their comments, to practices which are followed in addition to the provisions made in the regular policies discussed above. Four systems go so far as to make provision for the absence of the teacher without interruption of pay for 1, 2 or 3 days in case of death or illness even beyond the immediate family. Such absences are cared for in another system by the teachers on the job, so that special financial arrangements, providing for other teachers, are unnecessary. Twenty days, above the five days ordinarily allowed with pay, are permitted in still another system provided the teacher benefitting pays for the substitute.

One superintendent while explaining that no policy providing for absences due to illness or death of others than the immediate family had been provided, indicated that such absences are overlooked at the discretion of the superintendent.

Even more diverse are the practices followed in the different systems in permitting the unused days of the sick

leave to accumulate over a period of years, for future use by the teacher. Table VII is arranged in such a way as to emphasize the wide spread in practices followed in the systems relating to the number of days that are cumulative. It will be noted that the practices vary from a policy of not permitting any time to accumulate to the credit of the teacher, to that, in one system, of allowing one hundred days to accumulate to the teacher's credit. The only practice on which there was any appreciable agreement was that of allowing thirty days to accumulate, this being the practice in fifteen of the systems. The superintendent of one system now allowing twenty days to accumulate to the teacher's credit is giving consideration to the question of permitting the number of days to accumulate to thirty, with the understanding that the action be made retroactive. He added that such action will depend on the ability of the board of education to raise the required \$500.

The spread was so great in the remaining twenty-five systems as to permit agreement on any one practice by only 1, 2, or 3 systems. Somewhat less liberal than the system allowing all unused days to accumulate to a certain number was the system permitting only one-half of the sick leave to accumulate to a total of thirty days. It would appear that this practice, while permitting the teacher to have, in some cases, as many days off with pay as some of the other

TABLE VII
S U M M A R Y
PRACTICES PERMITTING SICK LEAVE TO ACCUMULATE

Number of systems	Number of days leave permitted to accumu- late
1	System not having sick leave policy
3	Systems having no clause referring to accumulative leave
2	Systems not permitting days to accumulate
1	Leave accumulative to 10 days
3	Leave accumulative to 15 days
3	Leave accumulative to 20 days
2	Leave accumulative to 25 days
15	Leave accumulative to 30 days
1	Leave accumulative to 35 days
3	Leave accumulative to 40 days
2	Leave accumulative to 50 days
2	Leave accumulative to 60 days
1	Leave accumulative to 100 days
<u>1</u>	One half of leave accumulative to 30 days
40	Total

systems, might give cause for the members of the personnel to feel that the system with which they are connected is less considerate of its teachers. This question may also be raised by teachers in the systems in which ten or fifteen days of the sick leave are permitted to accumulate to the teacher's credit.

In no case were the days off, provided for in the special policies regarding illness or death in the immediate family of the teacher, found to be cumulative.

Leaves for professional growth. Apart from a day or two permitted off each year with pay for visiting in other schools, only one system in the forty was found to have definite provision making it possible for the teacher to take any appreciable time off for professional improvement while at the same time receiving at least a portion of his salary (Table VIII). However, thirty-four systems do grant a leave of absence without pay in order to afford opportunity for professional improvement. Some leaves extend from one to two years, most of the systems permitting the teacher to be away for one year only. Three provide that the period of time off shall be arranged, and make no reference to a definite number of months or years. The remaining five make no provision for leave of absence for professional improvement.

Remarks made by the superintendents, when questioned

TABLE VIII
S U M M A R Y
PROVISIONS FOR PROFESSIONAL LEAVE

No. of systems	Provision made
1	Grants professional leave with pay
34	Grant professional leave without pay
	27 permit one year leave only
	4 permit two years of leave
	3 provide that the length of the leave shall be arranged
5	Make no provision for professional leave
—	
40	Total

on the subject of leaves of absence as a provision for teacher growth and improvement, give some reasons for the absence of such provision. One respondent replied, "Thank Heaven! We don't have a leave of absence policy with pay. They are too difficult to administer." Another said, "They are useless because teachers do not return."

Since only one system makes provision for its teachers to have a leave of absence with pay in order to make possible professional improvement, teachers in the other thirty-nine systems must either assume financial responsibility for their improvement, or crowd it into their programs while teaching. Either alternative places the responsibility on the teacher and leaves the community free of financial responsibility.

Maternity leaves. Twenty-three systems recognize advantages to be gained by granting maternity leaves and thus retaining, in the ranks of the personnel, teachers whose experience and training they would otherwise lose. Most of the systems make no provision as to the length of time granted for such leaves. Of those which do, one system requires the expectant mother to take five months off; two systems grant one year; and another system allows two years off even though the child is adopted. One of the respondents, in the systems not permitting maternity leaves, complained that his teachers do not return when granted such

leaves, hence his conclusion that maternity leaves are useless. The fact that over half of the systems make such provisions would seem to suggest that it would prove worthwhile for the administrators, not including maternity leaves in their policies, to investigate the advantages that might accrue from the provision for such leaves.

Number of months employed. In the forty systems included in the survey fifteen employ the teacher for $9\frac{1}{2}$ months per year, one for $9\frac{3}{4}$ months, twenty-three for 10 months and one for 12 months. Thus the teachers in 95 per cent of the school systems investigated are left without employment in the school system for from two to two and one-half months each year (Table IX). This time may apparently be spent as the teacher chooses. It is reasonable to conclude that the activities of the teacher, during this period, will depend upon conditions of the family budget and upon the force of the urge for professional growth and improvement. It could hardly be expected that such a condition would contribute to the teacher's sense of security or his feeling of professional status. This gives rise, then, to a situation which may cause loss to both the teacher and the community.

Methods of salary payment. With but one exception, the systems were found to include, in the contract, a statement of the specific amount to be paid annually to the teach-

TABLE IX

S U M M A R Y

NUMBER OF MONTHS PER YEAR TEACHERS ARE
E M P L O Y E D

No. of systems	No. of months employed
15	9½
1	9¾
23	10
1	12
40	

er. The exception was in the case of a system which includes a reference to the salary schedule adopted by the board of education, rather than a statement of the specific amount as called for by the teacher's training and experience.

In a small number of systems the teacher is given the option of receiving his salary in ten or twelve equal installments. It was stated by some of the superintendents that single men and single women usually prefer to receive their salaries in ten equal installments, while married men with family responsibilities prefer twelve installments. This is evidently an attempt on the part of some systems to provide a measure of security for the members of the teaching personnel in the absence of more adequate provision.

Salary schedules. Thirty-seven of the school systems included in the study have adopted salary schedules. This leaves three school systems operating without definite salary schedules. A specific cost-of-living base, with provisions for fluctuations from the base, designed to keep incomes sensitive to the changing purchase value of the dollar, was found to be in use in only five systems. Some idea of the opinions held by the superintendents may be gained from the comments which accompanied their replies when questioned as to whether a cost-of-living base is a part of the salary schedule in their systems. One superintendent expressed his opposition to cost-of-living allowances, fluctuating from a

base, on the grounds that such a practice is "unprofessional," since it is based on the assumption that teachers should be rewarded with just enough to live on. His viewpoint is that teachers, as members of a profession, should be paid on the basis of service rendered to the community. Another respondent asserted that his system is meeting the needs of teachers by making frequent adjustments in the salary schedule itself, in order to provide for fluctuations in the purchasing power of the dollar. In one system the cost-of-living base is recognized and fluctuations are provided for according to figures supplied by the Department of Labor Index. Another system has had a cost-of-living base in the past, but it has recently decided to discontinue its use.

It may be concluded, therefore, that a cost-of-living base with provisions for fluctuations is not used extensively as a means of assuring teachers of an adequate income. In the absence of such a provision, there is evidence of the need, in the systems, for reviewing frequently the salary schedule in current use in order to make certain that the teacher's income is kept sensitive to fluctuations in the cost of living. Failure to make some such provision leaves room for injustices.

Salary increments. Training and experience were cited as the major factors determining salary increases in thirty-two of the school systems, while merit based on some

type of formal rating was indicated as the basis for increments in the remaining eight systems.

There was a wide variety of practices relating to the number of years required for teachers holding the B.A. degree and those holding the M.A. degree to reach the maximum salary possible in the schedule. In some systems a teacher holding the M.A. degree would reach the maximum salary for his classification in a shorter time than a teacher holding the B.A. degree would reach the maximum for his classification. In other cases the time required to reach the maximum salary in both the B.A. group and the M.A. group were the same.

A further analysis of the data revealed very little uniformity in the number of years required in the different systems for a teacher to reach the maximum salary provided in the schedule. As will be noted in Table X, there is a wide spread in the practices relating to the number of years required to meet the maximum salary provided for in the schedule. The range is from three years required in one system to nineteen years required in another. The practice most commonly followed is to require ten years, this being the requirement in nine of the systems, or approximately 25 per cent of the total number investigated.

Practices in the systems allowing teaching experience in other school systems to be counted in computing the teacher's salary rate are shown in Table XI. Again, as in the

TABLE X

S U M M A R Y

NUMBER OF YEARS REQUIRED TO REACH THE MAXIMUM
POSSIBLE IN THE SALARY SCHEDULE

No. of systems	No. of years required
3	No salary schedule
1	3
2	5
1	6
2	7
4	8
1	9
9	10
3	11
3	12
2	13
1	15
3	16
1	7-8
1	8-14
1	13-15
1	14-18
1	15-19
40	TOTAL

TABLE XI

S U M M A R Y

PRACTICES IN GIVING CREDIT FOR TEACHING IN
OTHER SYSTEMS

No. of systems	Practice followed
4	Full credit
1	Full credit up to ten years
10	Full credit up to five years
2	Full credit up to four years
1	Full credit up to three years
1	Full credit up to five years and 25% thereafter
1	Full credit for the first four years and 50% for the next six years if the teaching was in North Central Association territory
1	Two-thirds credit
2	Fifty per cent credit up to five years
3	Fifty per cent credit
1	\$50 for each year of teaching up to five years
1	\$100 for each year of teaching up to five years
1	\$125 for each year of teaching up to four years
1	\$50 for each year of teaching up to twelve years
7	Left to discretion of board and superintendent
1	No credit allowed
<u>2</u>	No policy in the system
40	TOTAL

number of years required to reach the maximum in salary schedules, little uniformity was found in the current practices. There were only two practices showing a noticeable amount of agreement, namely, the practice where approximately 25 per cent give full credit for previous teaching experience up to five years, and the practice where approximately 17 per cent leave the decision, as to how much credit shall be granted for previous teaching experience, to the board of education. It will be observed that nineteen systems require from 9-14 years of teaching experience for teachers to reach the maximum salary. This represents almost 50 per cent of the systems and is the most common practice. Next in number of times mentioned were the eleven systems requiring 3-8 years and the six systems requiring 15 years of experience. The variation in practices employed in the systems was wide, ranging from the granting of no credit by one system to the granting of full credit by four systems. A somewhat common practice is the allowance of increments of so many dollars per year, varying from fifty to one hundred twenty-five dollars for each year of experience up to a designated number allowed. In other systems there is no limit as to the number of years for which credit for experience in another system is allowed.

There is clearly no uniformity in practices providing for increases in salary as the teacher approaches the maximum provided for in the salary schedule. The wide variety

of practices followed makes it strongly possible that injustices may creep in and thus cause the teachers, employed in these systems, to feel insecure and uncertain. Both the school and the community may be losing because of this situation, since failure to allow sufficient credit for teaching experience in the system may cause the teachers, who would contribute much to the school and the community out of their varied experiences, to seek employment where more liberal allowance is made for their teaching experience. Such a situation often tends to encourage in-breeding and stagnation. Also, when circumstances make it necessary for a teacher to transfer from one system to another, the teacher is sometimes victimized if he finds himself in a system where his previous teaching experience is greatly discounted or disregarded altogether in reckoning his salary rate.

Salary revisions during the school term. In two of the systems provision is made in the contract for a possible salary revision, at the middle of the year. In the case of the one system, this revision may be upward only, and that on condition that available funds will permit. In the other system the board of education reserves the right to increase or decrease salaries, a blanket amount, at the beginning of the second semester.

This practice of revising the salary downward gives possible cause for uncertainty and insecurity. At the same

time teachers are given cause to question their real status in, or value to, the community.

Salary differentials for elementary and secondary school teachers. Thirty-two of the systems make no difference in salaries for teachers in the secondary and elementary grades, while eight of the systems continue to make some difference between teachers in these two departments. It is reasonable to conclude that the systems included in the study have attempted through the removal of salary differentials to place teachers in elementary and secondary departments on an equal basis.

In summary. It was found that 83 per cent of the systems issue contracts renewable annually while the remaining 17 per cent provide the teacher with a continuing contract. Most teachers are, therefore, not in possession of tangible assurance that they may not be dismissed suddenly and possibly unjustly. Thirty-seven per cent of the systems have termination clauses in the contract, most of which accord the privilege of terminating the contract to both the teacher and the employing body.

Ninety-seven per cent of the systems provide a sick leave for teachers granting from five to ten days off with pay in most cases. Sixty-five per cent of these systems permit the teacher to take time off not only for his own illness, but also for illness or death in the immediate fami-

ly, and twenty-two per cent of the systems make a separate provision for such absences. Practices, permitting unused days of the sick leave to accumulate from one year to the next, vary from a policy providing that no days are accumulative to one making it possible for 100 to accumulate, the most common practice being to permit 30 days to accumulate.

Leaves of absence with pay, providing opportunity for professional growth, are granted in only one of the forty systems, though thirty-four systems grant such leaves without pay for one or two years. Thus it is evident that the teacher must, in thirty-nine of the systems, bear the financial responsibility for his professional growth.

Maternity leaves are granted in twenty-three systems. Most of the systems do not specify the length of time which may be taken off.

The practice in over ninety-five per cent of the systems of employing the teacher nine and one-half to ten months per year leaves him without employment for from two to two and one-half months per year. The way in which his time is spent depends upon the amount of pressure either for increased income or for professional growth.

Salary schedules have been adopted in thirty-seven of the systems, five of which use a cost-of-living base. Experience and training are the major factors influencing salary increment in thirty-two of the systems and merit,

determined by rating, in the remainder.

The wide variety of practices in allowing credit for teaching experience in other systems would appear to discourage an interchange of teachers, resulting in possible loss to the community and injustice to the teacher.

Only eight of the systems make salary differentials between teachers in the elementary and secondary departments.

CHAPTER VI

PRACTICES AFFECTING THE TEACHER IN HIS COMMUNITY RELATIONSHIPS

The following aspects of the teacher's community relationships were selected for study in this survey since they are mentioned often, by teachers and educators, as causes for dissatisfaction within the ranks of teachers:

(1) the extent to which the board of education or the community undertake to assist the teacher in finding adequate and appropriate living accommodation; (2) readiness of the community to accept the teacher as a member; (3) restrictions on the teacher's out-of-school activities; (4) readiness of the community to provide the type of educational program the superintendent considers necessary.

Assistance to teachers in finding suitable living accommodation. Responsibility for assisting the teacher, new in the community, to find suitable living quarters is recognized by thirty-nine of the communities, according to the reports of the superintendents. Only one respondent indicated that in his system no responsibility for such assistance is assumed by the board of education or the members of the community. There was no indication of a general pattern of assistance followed in all or even a large

majority of the school systems (Table XII). Though nearly all the systems attempt to render some type of assistance, it is evident that this assistance does not stem from provision of written personnel policies, but rather as a practice initiated by some community organizations or officials.

A true picture of the situation could hardly be obtained from the above data without due consideration being given to the actual type of assistance rendered. An analysis of the replies of the superintendents indicates that the actual assistance comes from many different quarters: the office girl, the principal of the school, the supervisor, the parent-teacher association, the housing bureau, the personnel department, and the teachers' club. Types of help were found to range from the maintenance of lists in the office, to advertising, placing of telephone calls, contacting prospects, and conducting the new teacher in a car to see places of possible accommodation. But whether the form of assistance amounts to little or to much, the very fact that assistance is rendered is evidence of a feeling of responsibility and personal interest toward the teacher who is new to the community. The assistance thus received should help to contribute to a feeling of acceptance and security on the part of the teacher.

The teacher's acceptance by the community. Since acceptance of the teacher by the community, on much the same

TABLE XII

S U M M A R Y

PRACTICES IN ASSISTING TEACHERS TO FIND
LIVING ACCOMMODATION

No. of systems	Type of assistance rendered
1	No assistance rendered
1	Principal and supervisor give all possible help
1	Members of the community co-operate
1	Personnel department renders assistance
1	Housing Committee of Teachers' Club
1	Parent-teacher Association active in giving assistance
1	Housing bureau maintained in superintendent's office
2	Teachers taken to see prospective places
5	Superintendent gives all possible help
6	Contacts made for teachers by office
7	Superintendent accepts responsibility for find- ing suitable accommodation
8	Administration gives teachers every assistance possible
13	Office serves as clearing house for accommodation

basis as the average member of the community is accepted, has been repeatedly referred to as one of the needs of teachers, it was considered pertinent to this study to inquire into what is being done in the forty communities that appears to be directed toward this end. It is assumed that the teacher's acceptance into membership in local clubs and community activities is substantial evidence of acceptance by the community at large.

In all of the systems, the superintendents affirmed that teachers are invited to membership in local community clubs, and to participate in local community activities. Six of these superintendents used the terms "urged" and "encouraged" to emphasize the fact that teachers are welcomed into membership in local community clubs and organizations. One superintendent stated that the local clubs "could not run without the teachers." Two modified their affirmative replies by saying that teachers are welcomed to most of the clubs in the community. When questioned as to the possibility of pressure being exerted to direct teachers into certain clubs and activities, or away from others, thirty-nine superintendents reported there was no pressure of this type. Only one superintendent stated that some pressure might be brought to bear on the teachers in the system with which he was connected.

As evidence of the desire, on the part of the ad-

ministrators of the schools, to co-operate in helping the teachers to enjoy association in the clubs and to participate in local community activities, two of the superintendents stated that adjustments in teaching schedules have been made in their systems to enable members of the teaching personnel to attend meetings that would otherwise have conflicted with the teaching schedule.

If, as these data appear to indicate, teachers are accepted into the social life of the communities studied, there is reason to conclude that barriers, which are often believed to exist against the teacher's acceptance into the community, have been broken down and the teachers have little cause to question their acceptance by the communities.

Restrictions on the teacher's out-of-school activities. If restrictions on the teacher's out-of-school activities exist in a school system, they must be imposed by clauses in the contract drawn up, by the personnel policies, or by pressure exerted by the members of the community. The investigator requested the privilege of examining some of the contracts which had been drawn up and were in operation at the time. In a large majority of the systems, the contracts were found to be very simple documents, quite uniform in their wording, and simple in their requirements. In no cases were statements found written into the contracts

which appeared to be designed in any way to regulate or restrict the out-of-school life of the teacher. Responses of the superintendents invariably indicated that no restrictions are imposed by clauses in the contracts. There was no evidence found to the contrary.

No evidence was found in the written personnel policies that would indicate that teachers are faced with restrictions on their out-of-school activities.

In the replies relating to restrictions in the form of public opinion (Table XIII), eighteen of the respondents asserted that teachers in their systems have no restrictions placed on their out-of-school activities, beyond those which restrict the conduct of the average citizen of the community. "Drinking in public" is listed among the prohibitions in fifteen of the remaining twenty-two systems, while "drinking" and "drinking excessively" were mentioned in three others, bringing the total number of systems where drinking is restricted to eighteen. Smoking in public or about the school grounds was mentioned as being frowned upon in six of the communities. Of the nineteen respondents who reported that special staff lounges or club rooms are maintained in their systems, three pointed out that teachers gather in the lounges to smoke and visit. It is significant to note that the two aforementioned restrictions or prohibitions comprise the only ones which were mentioned by any large number of

TABLE XIII

S U M M A R Y

COMMUNITY OR BOARD RESTRICTIONS ON THE TEACHER'S
ACTIVITIES OUT-OF-SCHOOL

No. of systems	Practices engaged in by citizens, but prohibited among teachers
18	None
15	Drinking intoxicating drinks in public
2	Drinking intoxicating drinks
1	Drinking excessively
3	Smoking in public
3	Smoking on school grounds
1	Playing poker
1	Political activity
1	Wearing abbreviated attire or bathing costumes on streets

the superintendents.

Other restrictions mentioned in only one instance each were: playing poker, political activity, and the wearing of bathing costumes and other abbreviated attire on the streets. These last three restrictions, while not placing severe prohibitions on the activities of the teachers, might easily be interpreted as infringements on their individual rights--infringements which the average citizen of the community does not suffer. Inconsistencies of this type often provide fertile ground in which tensions and frustrations can thrive.

Remarks, made by the superintendents, indicated the attitude of their respective communities toward the out-of-school conduct and activities of the teacher. In some instances the respondent seemed pleased to assert that the community, in which his schools are located, is "liberal." It was stated by other superintendents that the "community is conservative, therefore the teacher is not free to drink, though he may smoke in public." Some of the superintendents went so far as to assert that there are no restrictions so far as the board of education is concerned, though the community would not permit drinking on the part of the teacher, and that the teacher's conduct should be such as the community can point to with pride. One superintendent added that there was a time when women might not smoke and remain in

employment as teachers, though they might do so now. "Good judgment" and "discretion" were expressions used to describe principles that should guide the conduct of teachers in other communities.

Readiness of the community to co-operate. The superintendents were requested to give their opinions as to the readiness and willingness of the board of education and the members of the community to co-operate in providing the type of educational policies and program which the superintendents consider appropriate to the needs of the community. The replies to this question indicated that, in 75 per cent of the systems, both the community and the board of education, which is a representative body of the community, co-operate in setting up and maintaining the type of educational program and policies which, in the opinions of the superintendents, are needed (Table XIV). Two superintendents went so far as to say that the board and community are sometimes ahead of the teachers, two others expressed the opinion that the superintendent is given "too much rope." Six of the respondents indicated that they receive co-operation from the boards and communities in most things. Of the remaining systems, two reported that the board and community "co-operate pretty well" and two stated that they receive co-operation in all "except money." Thus only four systems reported difficulties which could be interpreted to consti-

TABLE XIV

S U M M A R Y

SUPERINTENDENTS' APPRAISALS OF THE READINESS OF
THE BOARD AND THE COMMUNITY TO CO-OPERATE IN
THE TYPE OF EDUCATIONAL PROGRAM
CONSIDERED NECESSARY BY THE SUPERINTENDENT

No. of systems	The superintendents' appraisals
26	Board and community are ready to co-operate
6	Board and community are ready to co-operate in most things
2	Board and community give the superintendent "too much rope"
2	Board and community are ahead of teachers
2	Board and community co-operate "pretty well"
2	Board and community co-operate in all "ex- cept money"

tute any opposition to the program worthy of concern. It thus seems evident that much of the responsibility for improving the educational program in the community depends upon the leadership and initiative of the superintendent. Since there is such a clear indication, in the replies of the superintendents, that they have the support of the community and the board of education in setting up the type of educational program which they consider desirable, it is logical to conclude that the superintendent can, therefore, play a major role in providing more attractive and satisfying working relationships for the men and women who make up the teaching personnel in these schools.

In summary. The data indicate that: (1) help is given to teachers in finding suitable and appropriate living quarters; (2) teachers are accepted into the community, as evidenced by their welcome into clubs and social activities; (3) teachers in the forty systems may live lives much like those of the average citizens of the communities in which they teach except in about half of the communities where drinking in public is frowned upon, and in six communities where restrictions on smoking exist.

It seems quite apparent that the restrictions or regulations, designed to control the out-of-school activities of teachers, are in the nature of community pressure resulting from local prejudices, opinions, or customs,

rather than from pressure within the organization of the school system itself. Little was found in the actual community relationships that would appear to cause tensions and frustrations.

Replies of the superintendents were almost unanimous in the opinion that their boards of education and communities were ready to give a considerable degree of cooperation in setting up the type of educational program which the superintendents consider desirable. Two superintendents credited the board of education and the community with often being ahead of the teachers. Only four encounter any opposition to their programs from the community and the board of education which might give cause for concern. Superintendents in the systems investigated should therefore play a major role in improving the educational program and in providing more attractive and satisfying working conditions for the teaching personnel.

CHAPTER VII

THE ADJUSTMENT OF TEACHING LOADS IN THE FORTY S Y S T E M S

To ascertain what methods are being employed in the forty school systems in the arrangement of the actual teaching load, the data in this chapter have been arranged under four headings: (1) maximum load assigned to high school teachers; (2) load adjustments for beginning teachers; (3) maximum number of preparations required of teachers; (4) practices in distributing extra-curricula responsibilities in teaching loads.

Load assignments to high school teachers. As shown by the data recorded in Table XV, the majority of the systems fall into one of two groups as far as load assignments for secondary teachers are concerned. Twenty-five systems consider 5 periods of teaching per day the maximum load for a teacher, and twelve accept 6 periods per day as the maximum. Of the four remaining systems, one allows a maximum load of 7 periods per day; one computes the teacher's load on the basis of 1800 hours of duty for the year; and the superintendent of the one remaining system declined to discuss teaching loads in terms of periods per day or per week, contending that "loads are a professional matter determined by

TABLE XV

S U M M A R Y

MAXIMUM TEACHING LOADS IN HIGH SCHOOLS

No. of systems	Maximum load
25	Five teaching periods per day
12	Six teaching periods per day
1	Seven teaching periods per day
1	Eighteen hundred hours per year
1	Considered a professional matter determined by each teacher

each teacher."

In the interviews conducted by the investigator, the question was asked if the teaching load, or the daily program of the teacher, was built around the plan of requiring a minimum number of hours of work from each teacher, such as is the common practice in industry. Replies to this question may be summarized as follows:

35 Make no attempt to build the teaching program around a minimum number of hours

4 Require from thirty to forty-five hours per week as the minimum

1 Computes the time required on a yearly basis

Thus, in the majority of cases, it was evident that there was little indication of a movement toward putting the teacher on a definite hourly basis like industrial workers.

In defense of the program in his system, which is located in a highly industrial area, one superintendent stated that teachers actually work about 85 per cent of the number of hours that are required of the technical and industrial workers in his community. In another system the practice is followed of granting extra pay at the rate of \$2.50 per hour for all time required of teachers in excess of 1300 hours per year. The program in another system was found to include eight periods in the day, the eighth being known as the "opportunity period." All teachers are required to be in their classrooms during this period, in order to be available to

students requiring special help. In one system full time study hall supervisors are hired, thus freeing teachers from this responsibility.

Load adjustments for beginning teachers. Although nearly seventy-five per cent of the systems make some load adjustment favoring the beginning teacher (Table XVI), there is no overall pattern. A wide variety of methods are employed, some systems using several. Among the approaches to the problem of adjusting the load of beginning teachers are found the following techniques: relief from extra-curricula responsibilities altogether, or assignment of lighter ones than those assigned teachers of wider experience; release from home room responsibility; release from responsibility on committees; fewer class preparations; and "lighter type of classes," or a "lighter type of work."

A clearer understanding of what is meant in the last two expressions may be gained by examining the replies of other respondents who mentioned "classes that are easier to handle," or "classes with less discipline." In describing his method of dealing with the problem, one superintendent said, "I give them the breaks." Further significant replies came from two superintendents who are employing techniques that are very similar and yet which seem peculiar to their systems. One said that he pairs inexperienced teachers with

TABLE XVI

S U M M A R Y

METHODS OF ADJUSTING LOADS FOR NEW TEACHERS

No. of systems	Type of load adjustment
12	No difference made
9	Easier type of classes assigned
7	Smaller classes assigned
6	No extra-curricula responsibilities assigned
4	Fewer preparations for classes assigned
2	Lighter extra-curricula responsibilities
2	Classes with less problems of discipline
2	Teachers taken in tow by more experienced teachers
2	One class less assigned
1	Preparations limited to two fields
1	Load lightened some
1	Teachers not placed on committees
1	No home room responsibilities assigned
1	Fewer classes and extra study halls assigned

those who are more experienced, the other referred to his practice of having "veteran teachers take younger teachers in tow."

The twelve systems, which make no difference in the loads carried by their beginning teachers, are overlooking a possible cause of frustration and discouragement which might be avoided if beginning teachers were given some special consideration in the form of load adjustment during the first year of teaching. When faced with a certain amount of anxiety and insecurity accompanied by the strain of planning the year's work without previous experience, some relief is almost essential. If adjustments are not made the teacher is handicapped and thus unable to perform at his best. This means that the community suffers a loss which will be reflected in the training of its youth, and this in turn will affect the future of the community.

Number of preparations required of teachers. Thirty-five systems make no differences in teaching loads, even though the number of preparations required may vary considerably from the number of periods taught. There was little agreement among administrators as to the adjustments which should be made in the individual teaching load, as the number of preparations vary. In the five systems where a difference

is made, two give additional extra-curricula responsibilities when the number of preparations is small, and three require one, two, and three preparations daily in their respective systems (Table XVII).

The system requiring only one class preparation of teachers and the system requiring not more than three are among the large systems, having enrollments of 5000 or more. On the other hand the system requiring only two class preparations has an enrollment of less than 1500. In spite of the fact that it is easier to limit the class preparation requirements for teachers in the larger systems, there seems to be little relationship between the size of the system and the number of preparations required of teachers.

In defence of the policy of making no differences in load, irrespective of the number of preparations, one superintendent stated that the teacher "still has individual differences to take into account." Possibly other superintendents and administrators in the thirty-five systems where no differences are made concur in this opinion. It is reasonable to conclude that the number of preparations for classes does not weigh very heavily as a factor in the arrangement of teaching loads in the majority of the systems investigated.

Practices in distributing extra-curricula responsibilities. With a view to ascertaining how the extra-curricula

TABLE XVII

S U M M A R Y

PREPARATION REQUIREMENTS OF TEACHERS

No. of systems	Daily preparations required of teachers
35	No difference in teaching load regardless of number of preparations
2	Extra-curricula responsibilities increased for teachers with fewer class prepara- tions
1	Three preparations
1	Two preparations
1	One preparation

responsibilities of the teachers are tied in with the remainder of their load assignment, the following two questions were asked: (1) "Is the extra-curricula load of the teacher considered when teaching loads are computed?" and (2) "How are the extra-curricula responsibilities of teachers in these school systems distributed?"

The replies to the first question revealed that thirty-two of the systems provide that extra-curricula responsibilities shall be taken into consideration when computing teaching loads. Of these, twenty-nine systems consider only extra-curricula responsibilities in computing the teaching load. The remaining systems make an attempt to equate the entire load distributed to the teacher by taking into account all responsibilities carried by the teacher, in addition to the extra-curricula load. This method would seem to provide less cause for feeling, among teachers, that their loads were not equally distributed. Since only three systems employ this method, or any other method assuring that all factors are considered, there is an evident need for policies which will remove inequalities by taking into consideration all responsibilities carried by the teacher, including his extra-curricula load. Unless this is done much is left to the discretion of the superintendent or some other administrator.

Extra-curricula responsibilities make added demands

upon the teacher's time and therefore limit his time for other duties. Also, being a part of the overall program of education, they deserve consideration the same as classroom instruction. Since extra-curricula responsibilities make more work for the teacher and since they make greater demands upon his time, the eight systems, which do not take them into account when computing the teaching load, leave room for injustices in the form of unbalanced or unduly heavy loads, thus giving rise to feelings of frustration and tension on the part of the teachers.

In reply to the question concerning the methods employed in distributing extra-curricula responsibilities, approximately seventy-five per cent of the superintendents reported that they are assigned (Table XVIII). The remaining twenty-five per cent use a variety of methods such as (1) every teacher is expected to have charge of at least one activity, but with some choice allowed; (2) teachers are free to decide whether or not they will carry any responsibility outside the classroom; (3) the size of the teaching load assigned determines whether or not extra-curricula responsibilities are to be carried; (4) teachers are hired for a definite responsibility; and (5) a committee distributes some responsibility to everyone.

Four systems provide extra pay as an inducement for teachers to carry extra-curricula responsibilities. This

TABLE XVIII

S U M M A R Y

PRACTICES IN DISTRIBUTING EXTRA-CURRICULA
RESPONSIBILITIES

No. of systems	Methods employed
31	<u>The responsibilities are assigned</u>
	17 Principal assigns according to interest
	5 Administration assigns on basis of interest, ability, and time demanded
	5 Administration assigns, everyone expected to sponsor at least one activity, some choice
	2 Administration assigns, extra pay granted
	1 Superintendent assigns on basis of interest
	1 Superintendent and Principal assign jointly
7	<u>A degree of the co-operative method employed</u>
	4 Teachers may choose (2 grant extra pay)
	2 Worked out co-operatively
	1 Distributed by committee of teachers
2	<u>Teachers employed for definite activities</u>
40	TOTAL

ranges from pay for practically all of the activities such as class and club sponsorships, and coaching for athletics and plays, to an extra allowance for the football coach only.

Five superintendents reported that, in their system, everyone is expected to carry some responsibility in directing the extra-curricula activities within the school. This situation is brought about in the small systems where teachers are few and the variety of activities many. In the larger systems, where more teachers are employed, such factors as interest, ability and experience can weigh more heavily in the decisions. When it is considered that twenty-three of the thirty-one systems, which assign activities, take into account the personal interest of the teacher, it will be conceded that the teacher has some opportunity to influence the decisions. The words "interest," "choice," and "co-operative method" are used in connection with the distribution of extra-curricula responsibilities a total of thirty-four times, making 85 per cent of the total number of appearances possible. There is, then, evidence to support the view that the assigning of extra-curricula responsibilities is not altogether an arbitrary procedure in the forty school systems.

At the same time the question may be raised as to how much voice the teacher has in the decisions as to the extra-

curricula responsibilities he should carry, in the absence of some uniformly constituted means of making his interests and his voice heard. In all except the seven systems reporting the use of some form of the co-operative method in making extra-curricula assignments, the question, as to how the expression of interest is made, is left to the administration. It will be conceded that, in the absence of definite policies providing for an expression of interest and choice, much is left to the discretion of the administration. This condition may cause the teacher to question whether the load has been distributed with fairness and due regard to the interests, aptitudes, and experience of the teachers.

When teachers are employed with a definite understanding that they are to carry certain responsibilities, when they may choose whether or not they will sponsor certain activities, or when they or their representatives from the staff have a part in the distribution of extra-curricula responsibilities, there is less reason to question whether their voices are heard, and therefore less likelihood of dissatisfaction among the members of the personnel.

In summary. The treatment of the data relating to the distribution of teaching loads in the forty school systems disclosed that: (1) the practice is followed of limiting the number of teaching periods for which a teacher is responsible; (2) twenty-eight systems make adjustments in

the teaching loads of beginning teachers; (3) the number of preparations required for classes is not, in the majority of the systems, considered in reckoning the teaching load; and (4) extra-curricula responsibilities are assigned in over 75 per cent of the systems investigated though only three of these do not take the teacher's interest and ability into account when assigning the extra-curricula load. Even though interest and ability are recognized when teaching loads are distributed, the responsibility of distribution was found to rest largely upon the principal, the supervisor and the superintendent, instead of being administered according to a formula arrived at by co-operative action, or by a representative committee made up with teacher representation and charged with the responsibility of assuring an equitable distribution of the loads assigned to teachers.

CHAPTER VIII

METHODS OF SHARING IN PLANNING AND ADMINISTRATION

All of the systems investigated showed some sensitivity to the need of extending to teachers the opportunity to participate in school planning, and a majority of the systems consider it essential to include members of the student body and members of the community.

This chapter is concerned with the following aspects of shared planning and administration: (1) teacher participation in setting up local educational objectives; (2) agencies through which teachers participate in formulating school policies; (3) agencies for participation in the selection of teaching materials; (4) agencies for teacher participation in the arrangement and decoration of the classroom; (5) lay participation in school planning; and (6) student participation in school planning.

I. TEACHER PARTICIPATION IN SETTING UP LOCAL SCHOOL OBJECTIVES

The data reveal that twenty of the systems operate according to educational purposes and objectives set up to meet the needs in the local communities served by the schools. In seventeen of these systems the objectives are duplicated

or printed for distribution to all concerned or interested.

Relation of enrollment to written objectives. When the forty systems were divided into four groups according to the total student enrollment within the school system (Table XIX), it was found that the groups having the systems with the smallest enrollment are also the groups having the fewest number of systems with definitely set up educational objectives suited to local needs. The highest percentage with written objectives was found in the group having the largest enrollment. This appears to indicate a recognition in large systems of a need for written objectives. The reason for this may be due to the fact that there is less opportunity for personal contacts in the working relationships of the schools where the number of teachers is large, and hence a recognized need for the use of some technique to assure unity of purpose and action.

Set up co-operatively. It is significant to note that, in all but three of the systems where specifically outlined objectives exist, the objectives were set up co-operatively by the staff and administrators (Table XX). Parents or laymen were permitted to participate in six of the systems, while students were included in the co-operative action in only three systems. It is logical to conclude that, in the systems where it was considered necessary or advisable to set up the local educational objectives in

TABLE XIX
LOCAL EDUCATIONAL OBJECTIVES IN THE FORTY
SCHOOL SYSTEMS

Total student enrollment	Number of systems in the group	Number of systems having written objectives	Percentage of systems with written objectives
Up to 1500	13	5	38
1501 to 2500	14	5	35
2501 to 5000	6	4	66
5001 and up	7	6	85
Total	40	20	50

TABLE XX

S U M M A R Y

METHODS EMPLOYED IN SETTING UP LOCAL
EDUCATIONAL OBJECTIVES

No. of systems	Agencies employed
8	Teachers, principals, superintendent
3	Teachers, administrators, laymen
3	Teachers, administrators, laymen, students
1	Teachers club and board of education
1	Teachers' committee and administrators
1	Teachers' committee
2	Administrators only
1	Board of education only

written form, there was a sensitivity to the need for employing the co-operative method of setting up and evaluating them.

Comments of superintendents. Comments, made by the superintendents in the course of the interviews, furnish some insight into the viewpoint of the leaders in the systems where objectives do not exist in written form. These comments often took the form of an apology for the absence of local objectives. One superintendent suggested that he did not want objectives in written form in his system, another stated that he has never reached the point where he is able to say, "this is our philosophy." He then added that each year in his annual report he includes a statement of the philosophy by which his schools have operated up to that time. In three of the systems departmental objectives had been agreed upon by the teachers, but these had not been brought together in an effort to form overall objectives for the system. The objectives for the high school had been worked out in another system but they were reported to be still working on the objectives for the elementary department. Two superintendents indicated that their systems were in the process of setting up objectives, while a third stated that he had been hired with the definite understanding that he would develop a set of objectives. These objectives, he added, when developed would be

submitted to the board of education, principals, and other parties concerned for their approval. The superintendent of still another system finds no need for written educational objectives. According to his statement, his method is to "indoctrinate the staff through key people." This he accomplishes at the pre-school conference where he outlines, to his teachers, the objectives and the philosophy for the year. He then depends upon his key people to keep these before the teachers until they are accepted.

It is clear, then, that in the systems where the objectives are not written up, a wide range of ideas exist as to the usefulness of objectives. There is a possibility that teachers in these systems are working without common goals and can hardly be expected to work with the same unity of purpose that prevails where the activities of the school are co-operatively planned and directed to commonly accepted purposes and objectives.

II. AGENCIES FOR TEACHER PARTICIPATION IN FORMULATING SCHOOL POLICIES

All the respondents reported the existence of agencies through which teachers might have a voice in formulating school policies. Fourteen agencies were reported as avenues for this participation (Table XXI). By far the most common agency mentioned was committees, being used by twenty-

TABLE XXI

S U M M A R Y
AGENCIES FOR TEACHER PARTICIPATION

No. of systems reporting	Agencies for participation
26	Committees
14	Clubs (value dependent upon their activities)
11	Pre- and post-school conferences
4	Teachers' meetings
3	Workshops
2	Suggestions to principal and superintendent
2	Conferences with superintendent
2	Staff meetings
2	Community surveys
1	Supervisors
1	Teachers elected on administrative committee
1	Departmental research
1	Study groups
1	Advisory council

six systems. The next two most frequently used agencies were teachers clubs, and pre-school and post-school conferences. The other methods or agencies were reported much less frequently, having been referred to from only one to four times by the different respondents.

When consideration is given to the actual amount of participation, on the part of the individual teacher, which these different agencies provide, it will be apparent that they vary appreciably in degree of potential participation. Illustrating this point, it will be conceded that teacher membership on the administrative council affords greater opportunity for the teacher to have an effective voice in the decisions that are made, than the method of suggestions from the individual teacher to the principal. Therefore in order to obtain a fair estimate of the extent to which participation is made possible in the individual systems it is necessary to consider not only the number of agencies used in each system but also the amount of participation possible through the particular agency.

It is also obvious that the effectiveness of any agency or technique for teacher participation depends upon how that agency or technique is used. As a case in point, teachers' meetings may provide a large measure of teacher participation, or they may become merely gatherings where the principal or the superintendent announces to the members

of the staff recent policies adopted by the board of education, or decisions reached by the administrative staff. A further example is the use of clubs. This is an agency which has possibilities for very effective use, though it has inherent weaknesses. Unless possessed of dynamic leadership, clubs may easily become mere social occasions where the members do little more than pass the time of day, thus experiencing little actual participation in planning school policies.

However, the greater the number of agencies used for teacher participation in planning school policies, the greater the likelihood that the individual teacher will have a voice in the planning and administration of policies and procedures which affect his working conditions or his own personal welfare, for it will be recognized that, even though the agencies may not be used to the fullest extent of which they are capable, their usefulness may be increased as a sensitivity to the need for shared planning is increased.

Distribution of agencies according to system. Table XXII shows the number of agencies used in each of the forty systems. It will be seen that 18 of the systems use one agency only, 14 use two, 7 use three, and the remaining system uses five agencies.

Use of committees. It will be noted that the princi-

TABLE XXII
S U M M A R Y
TECHNIQUES FOR TEACHER PARTICIPATION IN SCHOOL PLAN-
NING AND ADMINISTRATION ARRANGED ACCORDING TO
THE NUMBER AND TYPE OF TECHNIQUES
USED IN THE SYSTEM

No. of agencies used	Number of sys- tems	Distribu- tion of systems	Agencies
One	18	9	Committees
		6	A developed system of committees
		1	Textbook and curriculum only
		1	Reorganization and building only
		1	Co-ordinating only
		4	Clubs
		2	Suggestions only
		2	Teachers' meetings held by principal
		1	Pre-school conference
Two	14	3	Committees and clubs
		2	Committees and pre-school conference
		1	Committee and workshop
		1	Committee and supervisor

TABLE XXII (Continued)

S U M M A R Y

TECHNIQUES FOR TEACHER PARTICIPATION IN SCHOOL PLAN-
 NING AND ADMINISTRATION ARRANGED ACCORDING TO
 THE NUMBER AND TYPE OF TECHNIQUES
 USED IN THE SYSTEM

No. of agencies used	Number of sys- tems	Distribu- tion of systems	Agencies
		1	Committee and teachers' meeting held by principal
		1	Committees and conference with superintendent
		1	Pre-school conference and club
		1	Pre-school conference and teacher membership on ad- ministrative council
		1	Pre- and post-school con- ference and club
		1	Club and staff meetings
		1	Advisory council and com- munity survey
Three	7	2	Committee, club, pre-school conference
		1	Committee, club, monthly teachers' meetings
		1	Committee, club, conference with superintendent

TABLE XXII (Concluded)

S U M M A R Y

TECHNIQUES FOR TEACHER PARTICIPATION IN SCHOOL PLAN-
 NING AND ADMINISTRATION ARRANGED ACCORDING TO
 THE NUMBER AND TYPE OF TECHNIQUES
 USED IN THE SYSTEM

No. of agencies used	Number of sys- tems	Distribu- tion of systems	Agencies
		1	Committee, pre-school con- ference, staff meetings
		1	Committee, pre-school con- ference, community survey
		1	Staff meeting, workshop, supervision
Five	1	1	Committee, pre-school con- ference, workshop, study group, department of re- search
	—	—	
	40	40	

pal means through which participation for teachers in planning school policies is made possible is by representation on committees. A consideration of the extent to which this method has been developed within the systems provides a fair estimate of the degree of participation made possible in the systems through this agency.

Of the twenty-six systems using committees, either alone or with other methods, it was found that:

1. Nine systems have developed a framework of standing and special committees, allowing a wide range for teacher participation within these systems. Standing committees afford a measure of continuity and stability in teacher representation, though sometimes at the expense of sensitivity to the will of the teachers concerned.

2. Ten systems have no standing committees, but use only special committees. The question may be raised as to whether the systems using only special committees have a constant or continuous agency through which teachers can have a voice in arriving at decisions affecting their working conditions or personal welfare. However, committees chosen for special duties may be more active in accomplishing the purposes for which they were appointed than standing committees to which many matters are referred.

3. Seven systems use one or two committees only, which are standing committees. Six of these systems use

committees which are capable of allowing a fair measure of participation, namely: (a) conference committees with forty members, which in turn are divided into sub committees; (b) reorganization committee; (c) building committee; (d) school planning committee; (e) co-ordinating committee; and (f) curriculum committee, which is used in two systems. Thus it will be seen that there are possibilities for an appreciable degree of participation in six of the seven systems using one or two committees only. There is a question, however, as to the degree of potential participation possible in the remaining system of this group which uses the co-ordinating committee composed of teachers from six schools within the system. It will be seen that, except for the teachers from the six schools who are on the co-ordinating committee, the majority of the teachers in this system have no agency through which they can have a voice in influencing decisions affecting their working conditions and personal welfare.

The majority of the committees are teacher-chosen and the remainder are appointed by the superintendent. There is some possibility that committees appointed by the superintendent may not be so representative of the entire teaching staff as committees which are chosen by the teachers themselves. But on the whole, from the above analysis, it will be seen that, in the majority of the systems using the

committee method, there is some measure of teacher participation assured.

Systems using one agency only. Referring again to Table XXII, it will be seen that, of the 18 systems which cited the use of only one agency for teacher participation in setting up school policies, nine make use of committees. Eight of these nine systems use committees which furnish an effective means of participation since they deal with aspects of school policies which are far-reaching in their effect upon the operation of the school and since wide representation from among the members of the personnel is possible. The use made of the co-ordinating committee, as mentioned earlier, is more limited since only six schools in the system have representation on the committee and since its work is limited to the co-ordinating of the work of the different schools within the system.

Of the other agencies cited by the respondents mentioning only one agency, clubs, pre-school conferences, and teachers meetings offer possibilities for effective use when organized with this objective in view. In the case of the clubs much depends upon the leadership. The system which uses the technique of suggestions from individual teachers only does not show evidence of much planning for teacher participation by the administrative staff.

Systems using two or more agencies. Of the 22 systems where the respondents cited two or more agencies which were used for teacher participation in setting up school policies and procedures, it will be noted that committees were mentioned by sixteen of the twenty-two systems. Pre-school conferences and clubs were mentioned seven and ten times respectively. Thus it will be noted (as in the case of systems using one agency only) that, in the systems citing two or more agencies in use, committees, clubs, and pre-school conferences were most often referred to. Techniques mentioned less often by the superintendents employing two or more agencies were: staff meetings; workshops; conferences with the superintendent; and community surveys. While these agencies can provide some measure of participation, it will be conceded that as ordinarily conducted there is little opportunity for effective participation in formulating school policies by teachers. Thus again, much depends upon organization and leadership.

Of the agencies cited only once by the superintendents, representation on the administrative council and representation on the advisory council appear to hold the greatest possibilities for an effective voice in influencing the formulating of school policies. Membership on the advisory council, while more effective than many of the agencies referred to, appears to be somewhat less effective

than representation on the administrative council since the former group sit in an advisory capacity only, and the latter as the name implies have administrative functions. In both cases the sole purpose of the organization is to provide for teacher participation in planning the school policies.

No voice in decisions. The principal means through which participation by teachers in planning school policies is made possible is by representation on committees. Thus within the forty systems there is a framework through which teachers may express opinions on matters pertaining to the setting up of school policies. However, only four systems make any provision for teachers to share in the decisions relating to school planning. Five techniques employed in these four systems were: referring decisions to teacher committees; decisions made by joint action; voice in formulating salary schedules; arranging for revision of the curriculum; and development of personnel policies for use in the system.

Since there is a framework through which teachers can express their opinions on matters pertaining to school planning and administration, there is an evident recognition among the forty superintendents of the need for giving teachers a voice in shaping the conditions which affect their

working conditions and personal welfare. In the absence of some definite voice in deciding on which suggestions shall be followed and which shall be discarded or filed for future reference there is reason to question whether the teachers' need for a voice in plans and decisions affecting his working conditions and personal welfare is being met. Unless this framework includes some provision for a voice in decisions it may serve as a mere escape valve for the teacher who will soon discover its ineffectiveness as an agency for participation. The need is evident. Techniques must be developed and applied that insure (1) actual teacher participation in school planning, and (2) effective implementation of suggestions made by teachers and accepted by the groups affected.

Participation in the selection of teaching materials.

One superintendent out of the forty stated frankly that no provision existed in his system whereby teachers could effectively express their views as to needed materials or equipment. The other thirty-nine superintendents stated that in their systems provision had been made whereby teachers could have a voice in the selection of materials to be used in their teaching.

But it is apparent from an examination of the data appearing in Table XXIII, that, for the most part no machinery exists for sharing, but that the sharing of teachers in

TABLE XXIII

S U M M A R Y

TECHNIQUES THROUGH WHICH THE TEACHER MAY SHARE
IN THE SELECTION OF TEACHING MATERIALS

Number of systems	Techniques employed
1	No provision made
20	Requisitions
8	Recommendations
8	Teachers make requests
3	Budgets built and spent co-operatively
—	
40	

the selection of materials with which they are to teach comes through the medium of asking in the form of requisitions, recommendations, and requests. Eighteen of the respondents referred to the use of "budgets." In many of the systems the budgets are formed from the recommendations and requisitions.

Sixteen of the superintendents indicated that some form of co-operative means is employed in deciding what recommendations of purchases are to be made to the board of education. When the replies were examined it was found that "some form of co-operative means" included: (1) teachers recommend to the board a departmental budget; (2) teachers' councils plan for expenditures; (3) committees make recommendations; and (4) committees consider requisitions. In one system a technique has been developed and adopted which makes it possible for the teachers to give more effective expression to their needs. The teachers in this system are asked to list their requests under three different categories: absolutely necessary, necessary, and would like.

Some of the superintendents were careful to add comments such as: "teachers have ninety-five per cent of the voice in selection," "teachers' requests are usually granted," "it is seldom that a request of a teacher is not granted even though action must be taken by the administrative staff," "little is refused by the administrative staff," and "the power of veto has not thus far been exer-

cised." Some of the above statements were made by the superintendents to emphasize the fact that even though no machinery exists for teacher participation in the selection of materials and equipment, teachers get what they want. It will be conceded, however, that teachers in the majority of the systems are lacking in definite assurance that their expressions of preferences will be effective since the statements from the superintendents indicate clearly that in thirty-four of the systems the final decisions are reached either by the superintendent and administrative staff or by the board of education.

Thus it is evident that in the majority of the systems, the teacher, though free to requisition, request, or recommend, must leave the final decision to a group in which there is no teacher representation and over which he has little if any control. It will be conceded that even though very few of the requests of teachers have been refused in certain systems in the past, there is little to make the teacher feel that democratic processes are at work, since there is an absence of factors that encourage him to feel that he has had a part in arriving at the decisions.

Teacher participation in the arrangement and decoration of the classroom. Related also to the working conditions of the teacher are the arrangement and decoration of the classroom. Data having a bearing on provisions made for

the teachers to have a voice in the arrangement and decoration of the classroom appear in tabulated form in Table XXIV. Here it will be noted that systems may be logically divided into three equal groups according to practices followed: (1) those systems which make no claim for any type of participation on the part of the teacher in deciding on classroom arrangement and decoration, or which reported that very little freedom exists in their systems; (2) systems which indicated that teachers are "consulted" when changes are made, or asked to suggest or to recommend what they desire; and (3) systems reporting, "complete freedom", "utmost freedom," and "much freedom." In only one system was the reply made that teachers are encouraged, in that system, to make suggestions. There is in these data very little that could be interpreted as definite provision for the teacher to make his needs and opinions felt. On the other hand, the teacher appears to be dependent upon the willingness and readiness of his superiors to give him a voice in matters affecting his teaching efficiency and the conditions under which he works.

III. LAY PARTICIPATION IN SCHOOL PLANNING

Table XXV contains a summary of data relating to lay participation in school planning, an analysis of which provides the answers to two pertinent questions: To what extent have the members of the community been given a voice in

TABLE XXIV
DEGREES OF PARTICIPATION PERMITTED TEACHERS
IN ARRANGEMENT AND DECORATION
OF CLASSROOMS

No. of systems	Degree of participa- tion	Distribu- tion of systems	Expressed as
13	<u>Little or no voice:</u>	8 3 1 1	No voice Very little voice Planned by building teachers Some freedom
14	<u>Voice through suggestions and recom- mendations:</u>	4 1 6 2 1	Consulted Consulted in decorations; free to arrange Can make suggestions Can recommend Principal and teacher get together
13	<u>Considerable freedom:</u>	5 1 1 2 1 1 1 <u>1</u>	Complete freedom Utmost freedom Considerable freedom Much freedom Teachers get what they want Arrange as they please Left to ingenuity of teacher Free except to paint
40		40	

TABLE XXV
PROVISION FOR LAY PARTICIPATION IN SCHOOL
P L A N N I N G

No. of agen- cies used	Number of sys- tems	Distri- bution of systems	Agencies used
None	6		
One	25	11	Parent-teacher association
		2	Community groups on special prob- lems
		2	Advice on home making and voca- tional education
		2	Special advisory groups selected by the board of education
		1	Citizens advisory committee on building program
		1	Citizens represented on life ad- justment committee
		1	Citizens in pre-school conference
		1	Citizens committees
		1	Club representation on committees
		1	Laymen included on committees
		1	Community advisory council meets weekly
		1	Community advisory council meets monthly
Two	8	2	Parent-teacher association and community council
		2	Parent-teacher association and special committees
		1	Parent-teacher association and educational committee made up of four citizens
		1	Parent-teacher association and membership on curriculum council

TABLE XXV (Concluded)
 PROVISION FOR LAY PARTICIPATION IN SCHOOL
 P L A N N I N G

No. of agen- cies used	Number of sys- tems	Distri- bution of systems	Agencies used
		1	Parent-teacher association and women's club
		1	Joint lay and professional group for Business Industry Day; curriculum planning committee
Five	1	1	Lay committees on adult education; educational planning committee; health council; library commit- tee; vocational education com- mittee
	— 40	— 34	

planning for the schools of the community? and, What techniques are employed in the forty systems which provide for lay participation in school planning? Six superintendents definitely stated that no provision is made for laymen, in their communities, to participate in school planning (Table XXV), while thirty-four superintendents indicated that some provision for lay participation exists in their systems. Of the thirty-four systems, twenty-five provide only 1 agency for lay participation, eight use 2 agencies, and one system employs 5 agencies.

Parent-teacher association. When the agencies employed are examined further, it is apparent that the parent-teacher association was the agency most frequently referred to as the avenue through which the members of the community might participate in school planning, being used eleven times as the only agency, and seven other times with one additional technique. One of the superintendents who reported the parent-teacher association as the only provision made in his system for laymen to have a voice in school planning, defended the lack of more provisions on the grounds that he does not believe in shifting responsibility from the board of education, which has been elected to plan for education in the community.

While the parent-teacher association can play a vital

part in the educational program of the community by providing the members of the community with a means of influencing plans and decisions affecting the school and its program, it will be recognized that the effectiveness of the parent-teacher association is not the same in every community since the organization does not function the same everywhere.

While it may have potentialities for making the operation of the school more sensitive to community opinion and community needs, it can not function effectively unless it becomes more than an agency providing a social outlet for a small number of the community. Its effectiveness, then, will vary from community to community dependent upon leadership and sensitiveness to the need for close collaboration between the community and the school.

Other agencies. Committees providing for lay participation were: education planning committee; special committees; advisory board; adult education committee; curriculum council; citizens advisory committee on building program; and life adjustment committee.

Among the other techniques mentioned either once or twice were: community members participate in pre-school conferences; community members participate in Business and Industry Day; citizen membership on the health council; community council; and community members on special project groups.

The data examined furnish sufficient evidence to support the opinion that there is a framework through which laymen can express opinions on school planning and administration in thirty-four of the systems. Notwithstanding the existence of this framework, it must be recognized that in the absence of definitely formulated policies providing for participation, outlining the actual part which the community members may have in the planning, there is a wide range possible in the actual extent to which participation might take place through the existing agencies, since the organizations mentioned may operate differently in various communities. There is, however, clear evidence of sensitivity on the part of many of the superintendents to the need for making it possible for members of the community to have a part in school planning. This fact calls for a careful examination of the use being made in the forty systems of the parent-teacher association, membership of laymen on committees, advisory councils and community councils, as well as lay membership on Business and Industry Day planning, and at the pre-school conferences.

IV. STUDENT PARTICIPATION IN SCHOOL PLANNING

Two questions relating to student participation in school planning were directed to the superintendents. "To what extent are students permitted to have a voice in school

planning?" and, "What agencies exist in the system which provide for such participation?" It will be noted (Table XXVI) that only two respondents indicated that no provision of any type had been made for students to have some voice in school planning. Twenty-eight of the systems use 1 agency only for student participation, and the ten remaining systems use 2 agencies. The student council is employed in thirty-two systems. Twenty-four systems use it as the only agency and eight systems use it with other agencies such as: student council representation on the City Council, student representation on the transportation committee, inter-school council, assembly committee, student government and student representation on the lay committee.

Apart from the student council there is a total of twelve agencies employed, most of which are capable of allowing a considerable degree of student participation. Among the techniques offering the greatest promise of usefulness in student participation are student representation on Community Councils or advisory councils which meet regularly to discuss school policies and plans, and the city-wide student committee on school board nominations. This latter technique would seem to encourage a greater sensitivity on the part of members of the board of education to the wishes and ideas of students.

It is significant that only two superintendents out

TABLE XXVI
S U M M A R Y
AGENCIES FOR STUDENT PARTICIPATION IN SCHOOL
P L A N N I N G

No. of agencies used	No. of systems	Distribu- tion of systems	Agencies cited
None	2	1	None
		1	None as yet
One	28	24	Student council
		1	City-wide student committee on school board nominations
		1	Junior and senior high school council meet regularly to discuss school plans
		2	Student government
Two	10	1	Student council; student council president on City Council
		1	Student council; inter-school council
		1	Student council; student re- presentation on transporta- tion committee
		1	Student council; students on assembly committee
		1	Student council; students on citizens study group
		1	Student council; students on lay committee
		2	Student council; student government
		1	Student representation on Community Council; student forums
		1	Student government; student participation in pre-school conference
		<u>40</u>	

of the forty indicated that no provision exists in their systems for student participation in school planning. At the same time it must be recognized that the existence of a student council in thirty-two of the school systems is not indisputable evidence that actual participation exists since it must be conceded that, as in the case of the parent-teacher association, and clubs, such agencies can become a mere form not giving much opportunity for participation to the students. Irrespective of the actual degree of participation, there is evidence in these data to support the opinion that a start has been made in the forty systems toward the setting up of agencies for student participation in school planning and policy making.

In summary. All forty systems showed a sensitivity to the need of extending participation in school planning to include teachers and, in the majority of systems to include students and laymen. Fourteen techniques are used in the systems to provide participation. Committees are used by 65 per cent of the systems, and teachers' clubs, pre-school and post-school conferences in over 25 per cent of the systems. Approximately 45 per cent of the systems employ one technique for teacher participation in school planning, 35 per cent employ two, and 20 per cent use three or more techniques thus bringing added assurance that the voice of

the teacher can be heard. Committees as used in the forty systems provide a technique offering promise of usefulness for teacher participation. Clubs mentioned somewhat less frequently than committees also have possibilities for use in teacher participation, but depend upon the leadership and readiness of the administration to accept their decisions in the absence of definite policies outlining such provisions. It is significant that all the techniques mentioned, with the exception of membership on the administrative committee referred to by one respondent, have this inherent weakness--dependence upon the administration to accept the suggestions made. Thus the administration has the final voice.

Sharing in the selection of teaching materials comes largely through the use of requisitions, recommendations, and requests which must be approved in most cases by the administration. Sixteen of the systems provide a way whereby teachers may have a voice in deciding which purchases shall be made. In the remaining twenty-four systems the final decision on purchases to be made or suggestions to be accepted rests with the administrators.

The technique most often mentioned as providing for lay participation was the parent-teacher association. Others mentioned were membership on committees and participation in special community-school projects and undertakings.

There is evidence of a recognition of the need for the expression of lay opinion in thirty-four of the forty systems. In the absence of definitely formulated policies providing for such participation there is a wide range in the actual amount of participation possible and also in its effectiveness. Since there is a sensitivity of the need for lay participation and a framework making a measure of participation possible, the need for policies bringing assurance of an effective voice by the members of the community in school planning is evident.

Twenty-eight systems provide at least one agency whereby students can have a voice in school planning and twenty-four of these mention the student council as the agency. Eight other systems refer also to the student council, making a total of thirty-two times this agency was mentioned. Other agencies mentioned were: student council representation on City Council, student representation on different committees in the school, and committees concerned with mutual problems of the school and community. A city-wide student committee on School Board nominations appears to be a technique offering possibilities for usefulness in other situations.

Since only two superintendents out of the forty indicated that no provision exists in their system for student participation in school planning, it is evident that the

benefits accruing from such provision are recognized, and that a start has been made toward making use of this potentiality for improving school planning.

CHAPTER IX

PROVISIONS FOR PROFESSIONAL GROWTH OF T E A C H E R S

In this chapter provisions for the professional growth of teachers are discussed under three sections: (1) actual techniques in current use for encouraging professional growth, (2) the extent to which in-service-programs have been developed within the systems, and (3) provision made for rating the efficiency and growth of the teaching personnel.

Techniques employed to promote professional growth.

In the interviews each superintendent was requested to outline briefly the methods employed in his system with a view to encouraging professional growth among the members of the teaching personnel. The in-service-training programs, as outlined in the replies, show a variety of activities.

Altogether there are twenty methods or techniques used (Table XXVII). No clearly defined overall pattern of practices in current use was found, though there was an indication of preferences for certain of the techniques. Extension courses were the most frequently mentioned, however only approximately a third of the superintendents referred to this method.

TABLE XXVII
S U M M A R Y
TECHNIQUES USED FOR IN-SERVICE TRAINING
FOR TEACHERS

No times mentioned	Techniques reported
16	Extension courses (1 system pays tuition)
11	Workshops
11	Pre-school conferences
10	Special planning committees
7	Consultive services (1 system bears expenses)
7	Special speakers
7	Special study groups
6	Teacher's meetings dealing with special problems
3	Study conferences
2	Summer school work 1 financial help on tuition 1 \$5.00 for each credit hour earned
2	Teacher tied in with teacher training program in local college
2	Teachers institutes
1	Bonus to assist non-degree teachers
1	Teacher participation in policy and budget development
1	Special meetings for the new personnel
1	Financial assistance in travel or study

TABLE XXVII (Concluded)
S U M M A R Y
TECHNIQUES USED FOR IN-SERVICE TRAINING FOR
T E A C H E R S

No. times mentioned	Techniques reported
1	Twelve months program for teachers
1	Camping program
1	Surveys
1	Co-operative conservation program

In **spite** of the fact that there was a wide range in the choice of techniques used in the various systems, there was considerable agreement, among the superintendents, on the type of technique preferred. Twenty-eight of the systems recognized the part which a co-operative approach to the solution of mutual problems can have in promoting professional growth among the members of the teaching personnel. This is shown by the fact that these systems are using the following techniques a total of fifty-two times:

- 11 Pre-school conferences
- 11 Workshops
- 10 Special planning committees
- 7 Special study groups
- 6 Teachers' meetings dealing with special problems
- 3 Study conferences
- 1 Teacher participation in policy and budget development
- 1 Camping programs
- 1 Surveys
- 1 Co-operative conservation programs

The replies of the superintendents showed that use was made of the various co-operative study methods in buildings and also on a system-wide basis, thus indicating that these techniques lend themselves readily for adaptation and use in many different types of systems. While at work teachers find themselves confronted with problems which call for a solution, and in seeking the solution they often find it profitable to engage as groups in a study of the problems which are of special interest to a number of other teachers.

In this way the group is held together by a common interest in the solution of a definite problem which concerns those who make up the group. It is possible for a teacher to be a member of several groups engaged in the study of various problems. In the solution of these problems the experiences of others often prove highly beneficial and stimulating.

Included among the topics reported as having been studied in these groups are: guidance, personnel problems, policy making, health, interpretation of tests, the core curriculum, surveys, camping programs, and conservation. In some systems a co-operative program including actual field work on a project such as conservation was undertaken. In other systems the entire staff found it profitable to engage in a rather exhaustive study of some problem of common interest.

The systems using these co-operative techniques have the following advantages over the other systems: (1) Techniques, which afford large numbers of the personnel the opportunity to participate, are particularly effective because they encourage those having a part in the program to feel that the success of the program and their own personal success are closely identified; (2) the employing of many talents and capabilities, and the making use of wider experiences increases the possibility of discovering the best solution to the problems being considered in the program;

(3) getting teachers to use their experience in solving these problems serves to keep the thinking and planning of the teachers sensitive to the needs of those in the classrooms with whom they come into close contact.

As teachers study together in these co-operative groups, a need is often felt by the members of the groups for some special speaker, or for a certain type of consultive service calculated to meet a special need to which the group is sensitive. Thus the use of special speakers and consultive services are linked with the co-operative method. However, only a little more than a third of the systems make use of the two last mentioned services.

The plan for holding special meetings with members of the personnel, who have only recently been employed in the system, is a technique in personnel administration to which little reference has been made, and yet it is a method which apparently has potentialities for good. If teachers, new to the system and community, can be brought together and given the benefit of the experiences of others, mistakes may be avoided and the process of adjustment speeded up, thus enabling the teacher to attain his maximum efficiency without unnecessary delays.

It is significant to note that the superintendents recognized the opportunities for professional growth in such techniques as special speakers on topics of interest, pre-

school conferences, and teacher participation in policy development, and budget development. Their conception of professional growth is not limited to those techniques which enable the teacher to earn credit for degree courses or certificates, as is shown by the fact that out of the total of ninety-two times that techniques for the promotion of professional growth were used, in only twenty-two systems were techniques used providing for the earning of credit hours. These may be summarized according to the number of times mentioned as follows:

- 16 extension courses
- 5 financial assistance given for study
- 2 summer school
- 2 teaching tied in with teacher training program in local college.

Of the many school systems employing techniques in the in-service-training program designed to provide credit toward degrees or certificates, only two require further study. One of these systems requires that each non-degree teacher attend summer school or earn a minimum of three semester hours credit every year. The other system requires that the teacher attend summer school every three years or take work that is equivalent.

Seven systems offer some inducements for professional growth in the form of financial aid. This varies from full payment of tuition for extension courses to the payment of a few dollars bonus for hours of credit earned, and also for

assistance in meeting the expense for teacher travel for professional improvement and consultant services. The various types of financial assistance provided for by one system each are listed as follows:

- (a) payment of tuition for extension courses
- (b) payment of a bonus to assist teachers without degrees
- (c) payment for consultants and teacher travel
- (d) payment for extra summer school attendance
- (e) payment of \$5.00 for each hour of credit earned
- (f) payment of 50 per cent of the teacher's salary during a year off for professional growth
- (g) payment of teachers' salaries for 12 months.

Since the teachers in the one system which employs the members of the teaching personnel for twelve months of the year receive salaries representative of a full year's employment, they may then be expected to spend their time as may be agreed upon with the administration. Ordinarily the teachers are permitted to choose from a number of suggestions the activities in which they wish to engage during the summer. This practice permits the planning of a summer program for the professional growth of teachers without fear of jeopardizing their financial position. It places the responsibility for financing such a program on the community where the increased efficiency of the teacher is felt.

This policy grows out of a principle that is rather widely accepted in modern society, namely, that those who benefit are the ones who should pay. Since the community as a whole stands to benefit when the efficiency of the teacher

is increased, it is reasonable to assume that the community should bear a large share of the expense incurred in providing for the professional growth of teachers who already have the minimum qualifications required for the positions which they hold.

It will be observed, however, that a very small percentage of the forty systems give tangible evidence that they recognize the responsibility of the community for bearing the cost of keeping the teacher abreast of recent developments in his profession, or of maintaining his professional growth, both of which offer promise of increasing the efficiency of his performance as an educator in the community. In this respect boards of education and communities, of the majority of the forty systems, are falling short of what business and industry are reported to be doing to keep their employees abreast of the latest developments in their fields of speciality. It is significant to note, that in industry, the responsibility for financing an employee improvement program is frequently assumed by the organization, because the organization recognizes the benefits it derives from the improvement of its workers.

In-service-training programs in individual systems.

In order to give a more complete idea as to the actual extent to which the individual school systems are making

provisions for in-service-training for their teachers the data have been arranged in Table XXVIII to show the number and the variety of methods used in each system. From a study of this table, it will be noted that of the forty systems:

- 2 systems, or 5% have no in-service-training program
- 12 systems, or 30%, employ one technique
- 11 systems, or 27½%, employ two techniques
- 15 systems, or 37½%, employ three or more techniques.

From the above, it would be logical to conclude that rather extensive provision is being made in the majority of the forty school systems for the professional growth of the teachers. However, when the types of techniques employed are considered, it will be noted from Table XXVIII that, of the 12 systems employing one technique only, 7 reported extension courses as the technique employed. This means that no planned program for in-service-training actually exists in these seven systems, since extension courses are open to all, and are planned and conducted by some institution, separate and apart from the local school system. It would seem that unless some special form of assistance, financial or otherwise, is rendered to the members of the teaching personnel who are taking extension courses, these courses could hardly be included in the list of techniques which the system provides for in-service-training. According to re-

TABLE XXVIII
S U M M A R Y
ANALYSIS OF TECHNIQUES USED FOR IN-SERVICE
TRAINING FOR TEACHERS

No. of methods used	Number of systems	Distribu- tion of systems	Techniques used
None	2		
One	12	7	Extension courses
		2	Special planning committee
		1	Tied in with teacher training
		1	Special speakers invited
		1	Consultive service
Two	11	1	Extension courses, study groups
		1	Extension courses, planning committee
		1	Extension courses, workshops
		1	Extension courses, teachers meetings
		1	Extension courses, pre-school conference
		1	Special planning committee, teachers meetings,
		1	Special planning committee, workshops
		1	Consultive service, co-operative conservation program
		1	Consultive service, pre-school conference
		1	Pre-school conference, study conferences
		1	Teachers' meetings, summer school
Three	8	1	Extension courses, pre-school conference, workshops
		1	Extension courses, study conferences, teacher participation in forming policies

TABLE XXVIII (Continued)

S U M M A R Y

ANALYSIS OF TECHNIQUES USED FOR IN-SERVICE

TRAINING FOR TEACHERS

No. of methods used	Number of systems	Distribu- tion of systems	Techniques used
		1	Workshop, consultive service, special planning committee
		1	Special planning committee, study group, in-service- training tied in with local college
		1	Workshops, special speakers, study groups
		1	Workshops, pre-school confer- ences, teachers' meetings
		1	Special speakers, summer school, teachers' meetings
		1	Special planning committee, study groups, pre-school conferences
Four	5	1	Pre-school conference, study groups, workshops, bonuses
		1	Workshops, special planning committee, camping program, surveys
		1	Special speakers, pre-school conference, institutes, special planning committees
		1	Special speakers, pre-school conference, study groups, workshops
		1	Extension courses, workshops, study groups, institutes
Five	1	1	Extension courses, pre-school conference, study groups, consultive service, teachers' meetings

TABLE XXVIII (Concluded)

S U M M A R Y

ANALYSIS OF TECHNIQUES USED FOR IN-SERVICE
TRAINING FOR TEACHERS

No. of methods used	Number of systems	Distribu- tion of systems	Techniques used
Nine	1	1	Special planning committees, special speakers, consul- tive service, workshops, appropriations for travel, pre-school conferences, special meeting for new per- sonnel, institutes, 50% salary for year leave for study

ports of the superintendents, only one system pays the tuition for extension courses. It will be observed further, that out of the 11 systems reporting the use of two techniques in their in-service-training programs, five of the superintendents listed extension courses as one of the techniques, leaving only 6 systems which actually provide two methods involving considerable thought and planning on the part of those responsible for encouraging professional growth among the members of the staff. This means that when extension courses, which are not a technique planned and provided by the responsible bodies in the local system, are subtracted from the techniques listed, there is an appreciable reduction in the number of provisions actually made in the systems for in-service-training. When extension courses are eliminated a considerable change in the amount of provision for in-service-training of teachers is evident. This change may be summarized as follows:

- 9 systems or $22\frac{1}{2}\%$ rather than 5% provide no in-service-training program
- 10 systems or 25% rather than 30% provide one technique for in-service-training
- 8 systems or 20% rather than $27\frac{1}{2}\%$ provide two techniques for in-service-training
- 13 systems or $32\frac{1}{2}\%$ rather than $37\frac{1}{2}\%$ provide three or more techniques for in-service-training

Thus it will be seen that in nearly one-half of the forty school systems no provision, or only one technique is provided

for in-service-training for the members of the staff.

Referring again to Table XXVIII, it is significant to note that of the 23 systems using one or two methods only for in-service-training, 12 systems, or more than half, listed extension courses. On the other hand, out of the 15 systems using three or more methods for in-service-training, only 4 systems listed extension courses as one of the methods employed. On examining the data from the standpoint of the total number of techniques employed, extension courses comprised more than 33 per cent of the total of thirty-four techniques used by the 23 systems employing one or two techniques and only 6 per cent of the fifty-eight techniques used by 10 systems employing three or more techniques. Thus, on the whole, the systems having the more comprehensive programs for in-service-training do not consider extension courses as a technique to be listed as a part of their programs for the professional growth of teachers. There is among the 25 systems listing either no technique or one technique, apart from extension courses, a significant lack of evidence of planning for the in-service-training and growth of teachers.

Although many of the techniques, listed by the superintendents, obviously lend themselves readily to group action on the part of teachers, there was little evidence indicating that the planning and setting up of the programs

for professional growth of teachers was a co-operative undertaking including the teachers themselves in the planning.

In speaking of the co-operative technique for planning the in-service-training program MacKenzie says:

Programs of in-service education should be products of co-operative staff activity. Many efforts at in-service education have failed because they were planned by administrators or supervisors to achieve some improved educational program or procedure which they alone could visualize. Lack of results in such instances has not always been a result of presenting proposals that were unsound. Some efforts have resulted in failure because teachers did not recognize the need implied in the recommendations and hence did not accept whole-heartedly the suggested plan of action.¹

Since there is so little evidence of co-operative planning for the in-service-training programs in the forty systems, there is reason to question whether the situation does not give rise to conditions in which the teachers may not recognize the benefits to be derived from such a program, and, therefore, may fail to take advantage of their opportunities because they had no part in the planning.

Provisions for rating teachers on professional growth.

Provision is made, by seventeen of the systems, for some type of formal rating designed to encourage the members of the

¹ Gordon N. MacKenzie, "Developing and Administering The Curriculum and Pupil Services," The Forty-Fifth Yearbook of the National Society for the Study of Education, Part II, (Chicago: The University of Chicago Press, 1946), p. 43.

teaching staff to perform at a high level of efficiency and to grow professionally, leaving a total of twenty-three systems without any formal method for rating the members of the teaching personnel. Reference to Table XXIX discloses that, in twelve of the seventeen systems making provision for formal rating of teachers, the rating is done by those engaged in administration. Only five of the systems follow the co-operative method of allowing some form of teacher participation in the rating. Thus the function of rating is performed, to a large extent, by those engaged in administration.

From the data examined it may be concluded that over half of the teachers in the forty systems investigated are not provided with any type of formal rating of their performance in the classroom or of their professional growth, and that where some provision has been made, the function is largely in the hands of administrators. In the absence of some type of formal rating of the members of the teaching personnel, an effective technique for keeping the teacher posted on his progress and performance as evaluated by others has been overlooked. When promotions are made in the twenty-three systems with no plan for rating, room is left for feelings of possible injustice. In the systems where this function is limited to the administration, the teacher has cause to feel that his record may not have been the major consideration, while through the use of the co-operative method,

TABLE XXIX
S U M M A R Y
PARTICIPANTS IN THE RATING OF TEACHERS

Number of systems reporting	Participants in the rating
1	Principal only
1	Superintendent only
1	Principal, supervisor
1	Principal, assistant superintendent
2	Superintendent, principal
4	Superintendent, supervisor
1	Superintendent, principal, board of education
1	Superintendent, principal, consultants
1	Superintendent, principal, teachers
1	Superintendent, principal, department heads
1	Superintendent, committees of teachers
2	Principal, teachers
23	Systems not reporting a plan for rating
40	Total

the teachers themselves have representation in the group doing the rating and have more reason to feel that their cases have been handled on the basis of merit and free from prejudice.

In summary. A total of twenty techniques scattered rather widely among the different systems were reported by the superintendents as having been used for professional growth of the personnel. No overall pattern of practices was found. There was evidence of recognition on the part of the superintendents of the value of employing co-operative techniques. The earning of hours of credit for degrees or certificates was not the prime consideration in setting up the program for professional growth. There was very little evidence, in the amount of financial assistance rendered, to indicate that the communities accept the responsibility for helping the teacher to keep abreast of recent developments in his field and to grow professionally. Extension courses comprised $33\frac{1}{3}$ per cent of the techniques referred to by the systems listing only one or two techniques employed for in-service-training. Since approximately one-half of the forty school systems fall into this group and since extension courses can hardly be considered a technique planned for and provided by the systems, it is logical to conclude that, in half of the systems, little or no provision is made for in-service-training for the teachers.

There was little evidence indicating that programs for professional growth of teachers are planned and set up by co-operative action of the teachers. Approximately 40 per cent of the systems provide some method of formal rating for the teachers. In the majority of these systems the rating is done by administrators and administrative staff.

CHAPTER X

ADDITIONAL TECHNIQUES EMPLOYED FOR MEETING THE NEEDS OF THE PERSONNEL

Near the termination of the interview, each superintendent was asked to suggest any additional methods used in his system which, in his opinion, were proving effective in making the working relationships of the teachers more attractive or satisfying. It was considered that these might be significant and have implications for use in other systems, since they might be indicative of new approaches to the problem of administering the personnel. Many of the superintendents, in their replies, gave indication of being pleased at this opportunity of giving an account of the methods and techniques which they had been instrumental in employing, and which, in their opinions, were proving successful. Only three of the respondents made no additional suggestions. One of these superintendents explained his failure to make any additional suggestions with the statement that 80 per cent of his teachers were married women with home duties, and therefore, had no time for extras.

Aspects of personnel administration mentioned. In the analysis of the replies, two objectives were kept in view: (1) the teacher's need, and (2) the techniques which

were reported as successful in meeting the need. The following aspects of personnel administration were referred to (Table XXX): (1) maintenance of friendly relations among teachers; (2) maintenance of friendly relations between teacher and administrative staff; (3) teacher-community relations; (4) sharing in planning and administration; (5) salary practices and financial aid; (6) status and evaluation; and (7) provision for professional growth.

As will be seen in Table XXX, suggestions relating to most of the areas of personnel administration to which reference was made were few: for, as some superintendents stated, the ground had been "pretty well covered" by the questions asked in the earlier part of the interview. The replies are, however, significant. Thirty per cent of the respondents cited techniques relating to inter-teacher relationships, over 37 per cent cited techniques relating to teacher-administrator relationships, and more than 25 per cent referred to techniques concerned with community-teacher relationships. It is evident from the large number of references made to the teachers' relationships with administrators, the community, and other teachers, that principals and superintendents are seeking to discover new approaches to problems which arise in these areas of personnel administration.

The specific techniques cited will be discussed under

TABLE XXX
S U M M A R Y
AREAS OF PERSONNEL ADMINISTRATION TO WHICH
REFERENCE WAS MADE IN THE ADDITIONAL
SUGGESTIONS

No. of systems reporting	Areas of personnel administration mentioned
15	Maintaining friendly relations between teachers and administrative staff
12	Teacher-community relations
6	Sharing in planning and administration
4	Salary practices and financial aid
6	Status and evaluation
8	Provision for professional growth

the areas of personnel administration in which they have been classified.

I. FRIENDLY RELATIONSHIPS AMONG TEACHERS

The responses regarding techniques for the promotion of friendly relationships among teachers were divided under four headings (Table XXXI): (1) special projects on which teachers work together; (2) social occasions providing opportunity for the teachers to know one another as friends and neighbors; (3) special efforts to welcome and orient new teachers; and (4) special efforts to provide recreational facilities for teachers.

Special projects. The use of some special project on which teachers can work together and center their interests and efforts brings them close together and affords an opportunity for them to see one another in different settings and under more relaxed conditions than their regular routine. The two applications of the technique cited were, teachers uniting in the giving of a Christmas pageant and teachers undertaking social functions on a co-operative basis.

Social occasions. Social occasions providing the opportunity for teachers to know one another as friends received considerable emphasis, having been mentioned by nine superintendents. Five different techniques were suggested.

TABLE XXXI
S U M M A R Y
ADDITIONAL TECHNIQUES DESIGNED TO PROMOTE FRIENDLY
RELATIONSHIPS AMONG TEACHERS

No. times mentioned	Technique employed
2	<u>Special projects on which teachers work together</u> 1 Teachers unite in giving Christmas pageant 1 Teachers plan social functions on co-operative basis
9	<u>Social occasions providing opportunity for the teachers to know one another as friends and neighbors.</u> 5 Coffee hour in the afternoon at close of school 1 Teachers club dinner every Tuesday 1 Social events--the year opens with a breakfast; dinner parties with special speakers paid for by the board 1 American Federation of Teachers and teachers club reception annually 1 Week-end color tours
5	<u>Special efforts to welcome and orient new teachers</u> 2 Principal assumes the responsibility of seeing that new teachers are made welcome 1 Open house maintained by the superintendent for new teachers before school opens

TABLE XXXI (Concluded)

S U M M A R Y

ADDITIONAL TECHNIQUES DESIGNED TO PROMOTE FRIENDLY
RELATIONSHIPS AMONG TEACHERS

No. times mentioned	Technique employed
1 Hospitality committee organized to write to the newly appointed teachers and to meet them upon their arrival	
1 "Buddy" system for new teachers	
1 <u>Special effort to provide recreational oppor-</u> <u>tunities for teachers</u>	
	1 Administration sees that teachers are taken into the recreation clubs of the community, and that they have clubs of their own.

While all types of social occasions mentioned were designed to bring the teachers together on an informal and social basis, each represents a slightly different approach to the problem. The most common, and perhaps the easiest arranged for, are the coffee hours and teas, some of which are held daily and others weekly. Including a larger number of the personnel and somewhat more complicated in arrangement, are the club dinners, dinner parties, and receptions. While entailing more work and expense the additional effort may be justified because of the opportunities afforded for members of the personnel to work together on projects of mutual interest under conditions differing from daily school routine.

A social function differing from the above mentioned occasions but accomplishing the same purpose is color tours. While referred to only once, this technique provides a wide scope of usefulness and can be highly beneficial in more ways than merely providing an opportunity for teachers to get together. Not the least of these further benefits is the opportunity for teachers to become acquainted with the country's resources, points of interest, ways of living, and beauty spots, thus broadening the teachers' understanding and appreciation of the community, and enriching their experiences.

Orientation of new teachers. Five systems are using techniques which are designed to make the teacher who is new

in the community feel that he is welcome and to assist him in becoming adjusted, as rapidly as possible, to his new surroundings. In two of the systems the principal assumes this responsibility and in one system open house is maintained by the superintendent for new teachers before school opens. Two techniques which suggest new and effective approaches are the use of a "hospitality committee" organized to write to new teachers before their arrival and to meet them upon their arrival, and the "buddy system", in which the new teacher is teamed up with a more experienced teacher in the community who is responsible for rendering special assistance during the period of adjustment. It was pointed out by the superintendents that this last named technique makes the new teacher much freer in seeking advice and assistance, and at the same time gives him a feeling of greater assurance that the person offering the help is qualified to render assistance.

Recreational facilities for teachers. Although referred to by only one superintendent, the practice of assuming the responsibility for seeing that teachers are provided with opportunities for recreation in the clubs of the community and in clubs of their own is capable of serving at least two very useful purposes, not only that of furnishing opportunity for social contacts and relaxation, but also providing teachers with further evidence of the administrator's

interest in their welfare.

II. CORDIAL RELATIONS BETWEEN TEACHERS AND ADMINISTRATORS

Even more varied than the suggestions for promoting friendly relationships among the teachers were the suggestions of techniques for promoting cordial relationships between the members of the teaching staff and the administrators (Table XXXII). The four general headings, under which the techniques mentioned by the respondents fall, were:

(1) social occasions providing opportunity to meet on other than a professional basis; (2) assistance given in solving teachers' personal problems; (3) conditions which bring closer relationships between teachers and administrators; and (4) consideration for teachers displayed by the superintendent.

Social occasions. The technique receiving the greatest emphasis was social occasions providing the opportunity for teachers and administrators to meet on other than a professional basis. Eight ways of providing for social occasions calculated to bring the members of the board, the principal, or the superintendent together with the teachers, were cited. In four instances the board of education assumed the initiative and provided opportunities for teachers and members of the board to meet together. Board-teacher picnics appear to be especially promising since they provide

TABLE XXXII
S U M M A R Y
ADDITIONAL TECHNIQUES DESIGNED TO PROMOTE FRIENDLY
RELATIONS BETWEEN TEACHERS AND ADMINISTRATORS

No. of times mentioned.	Techniques employed
8	<u>Social occasions providing the opportunity to meet on other than a professional basis</u> 1 Board-teacher picnics 1 Teachers are guests of the board one night every year 1 Board-Faculty dinner twice a year 1 Board entertains all teachers and employees including bus drivers 1 Superintendent and his wife entertain teachers at the opening of the school year 1 Superintendent has open house for new teachers before opening of school 1 High school principal entertains all teachers the first week of school 1 Superintendent makes friendly calls upon teachers
7	<u>Administrators assist teachers with personal problems</u> 4 Superintendent lets teachers know he takes an interest in their personal problems and is ready to render assistance

TABLE XXXII (Concluded)

S U M M A R Y

ADDITIONAL TECHNIQUES DESIGNED TO PROMOTE FRIENDLY
RELATIONS BETWEEN TEACHERS AND ADMINISTRATORS

No. of times mentioned	Techniques employed
3 Superintendent assists teachers with such personal matters as filling out income tax forms and finding suitable living accommodation	
2	<u>Conditions which bring closer relationships between teachers and administrator</u> 1 Informal atmosphere maintained 1 Relationships kept personalized
5	<u>Consideration for teachers displayed by the superintendent</u> 1 Superintendent works with teachers on some project of mutual interest even to pouring concrete with them until 11 p.m. 1 Superintendent asks teachers to do nothing he would not be willing to do 1 Superintendent holds conferences with the teacher to discuss his visit to the classroom 1 Tenure in own assignments 1 Blue Cross Insurance handled for teachers

opportunities for relaxation and mutual understanding with less effort and expense than formal occasions. Of the three techniques referring to more formal gatherings such as dinners for the board of education and teachers, the one which takes in all employees including the bus drivers appears to be especially significant. In a gathering of this nature where all members of the school personnel meet on an equal basis, each employee, regardless of his type of work, is made to feel that he is an important part of the system. This technique offers promise of usefulness in bringing about a spirit of fellowship and understanding among all members of the personnel by removing feelings of class distinction.

The following techniques mentioned by 3 superintendents for bringing the administrators and teachers together were: the superintendent and his wife entertain teachers at the opening of the school year; the superintendent and his wife hold open house for the teachers before opening of the new school year; and the principal entertains the teachers from his system. These evidences of the administrators' personal interest in the teachers hold possibilities for removing barriers which may appear to exist.

Holding even greater possibilities for bringing about understanding between the teacher and the administrator through social contact is the practice cited by one superin-

tendent of making friendly calls upon the teachers of his system. Apart from demonstrating a personal interest in the teacher, the visit also gives the superintendent an insight into the home conditions of the teacher thereby enabling him to meet more intelligently any problems which the teacher may have in the future.

Administrators assist teachers with personal problems.

By manifesting a special interest in the teacher's personal problems the superintendent makes the teacher feel that he is being dealt with as an individual and a human being rather than as a mere employee or "just another teacher." Under these circumstances the teacher's confidence in the administrator may be increased, his feeling that he belongs may be strengthened, and his sense of security remain unshaken. Definite suggestions whereby the superintendent can demonstrate his interest in the personal problems of teachers were: rendering assistance in the making out of legal papers such as income tax forms; and assuming the responsibility of assisting teachers in finding suitable living accommodation.

Closer relationships between teachers and administrators. Although citing no definite techniques for bringing about closer relationships between teachers and administrators two superintendents stressed the value of maintaining an informal atmosphere and personalized relationships

between the superintendent and the members of the teaching staff. When such relationships are maintained teachers are much less likely to struggle on silently and to the point of frustration before approaching the superintendent for assistance or relief on a problem which might have been easily solved if undertaken co-operatively and in time.

Consideration for teachers displayed by the superintendent. Five suggestions were made by the respondents emphasizing the benefits resulting when the superintendent's interest in, and consideration for the members of the teaching staff expresses itself in relationships and services not usually considered of major importance. As an example one superintendent cited an occasion when he worked with members of the teaching personnel until 11 p. m. pouring concrete for a new stadium thus showing evidence of his personal interest in school activities beyond the mere performance of his routine duties. At the same time the occasion furnished an opportunity for the teachers and administrators to know and understand each other better. Other techniques suggesting how the superintendent can show his sympathy and consideration for teachers were: holding conferences with the teachers following a visit to the classroom for the purpose of discussing the visit; asking the teachers to do nothing which he himself is unwilling to do; and giving teachers the assurance of tenure in their own assignments, thus

enhancing their feeling of security. Little courtesies and services rendered to the teachers such as the handling of Blue Cross Insurance, or similar accounts, cause some additional work for the office, but bring returns in the form of a better understanding and more cordial relations between the teachers and administrative staff, and these in turn bring other attendant benefits.

III. TEACHER-COMMUNITY RELATIONSHIPS

Although the various aspects of teacher-community relationships had been dealt with in the interviews, the importance of maintaining good relationships between the teachers and the community was further emphasized by additional techniques cited by over one-fourth of the respondents.

It is interesting to note (Table XXXIII) that, in the additional techniques cited by the respondents, two major phases relating to the problem of bringing about better and closer teacher-community relations have been recognized: (1) making the individual teacher feel that he is one of the community; and (2) binding the school as a whole and the community closer together.

To make the teacher feel he is one of the community. Six different techniques were cited which seem designed to prevent the teacher from coming to the community as a mere

TABLE XXXIII
S U M M A R Y
ADDITIONAL TECHNIQUES REFERRING TO TEACHER-COMMUNITY
R E L A T I O N S H I P S

Need to be met	Techniques employed
<u>To make the teacher feel that he is one of the community</u>	Parent-teacher association holds welcoming dinner in one of the best hotels in town in honor of the new teacher Teacher urged to participate in civic activities Community not permitted to make demands upon teachers for sponsorships of clubs such as Boys' Scouts Names of new teachers given to local minister Help public not to take "just a teacher" attitude Teachers encouraged to put off "professionalism" at times
<u>To bind the school as a whole and the community closer together</u>	Frequent social gatherings Church and parent-teacher association receptions Industry, Education, Business Day Annual Recognition Day Round table discussions at service clubs

TABLE XXXIII (Concluded)

S U M M A R Y

ADDITIONAL TECHNIQUES REFERRING TO TEACHER-COMMUNITY
R E L A T I O N S H I P S

Need to be met	Techniques employed
	Maintain good public relations program
	Keep teachers and community informed as to what goes on
	Help teachers to see that the school belongs to the public--teachers are "hired help"

sojourner. Frequently a teacher's out-of-school interests are centered in some other community, thus his only contacts with the community where he is teaching are often limited to problems relating to a child's lack of progress or his failure to become adjusted. His contacts with those members of the community who are not parents may be even more limited. One technique cited is a welcoming dinner held by the parent-teacher association in one of the best hotels in town to honor the new teacher. It is commonly stated that "first impressions are lasting impressions." If there is any truth to this statement, this practice is well timed. From the first it may serve to make teachers feel as one, not only with other teachers, but also with the members of the community. If this technique can also make the community feel that the teacher belongs to the community, a great stride will have been made toward the integration of efforts in behalf of educational goals.

The teacher's sense of belonging may be further increased by the practice in another system of urging teachers to take part in civic activities. In this way the teacher's interests become identified with community interests. This helps to dispell the "sojourner" attitude on the part of the teacher and leads the community to look upon the teacher, not merely as an instructor of its children, but also as a helpful member of the community at

large.

This technique evidently has the attendant danger that the teacher might become too much involved in civic activities. The reference made by one superintendent to the practice in his system of preventing the community from making excessive demands upon the teacher's time for club sponsorships and similar responsibilities indicates that teachers in that system are active in community life and that they are in need of protection against being called upon to do more than their time or physical abilities will permit. Though symptomatic of a situation quite different from that which is often reported to exist, namely, one in which the teacher lives and works apart from the community, the practice is one which may need to be considered in connection with efforts to integrate the activities of the school and the community.

Giving the minister the name of the teacher who has recently arrived in the community furnishes another means of binding the teacher to the community not only in his social relationships, but also in his religious life.

The superintendent who referred to his efforts to make the community accept the teacher on a level commensurate with his contribution to the community rather than to take the "just a teacher" attitude is reflecting a sensitivity on his part to the need of providing teachers with a

feeling of status in the community. This need is often expressed by teachers and appears to be closely bound up with the factors contributing to dissatisfaction among teachers. The response of this superintendent, therefore, while not suggesting a method by which the objective can be accomplished does point to a desirable relationship which calls for consideration by school and community leaders.

Another superintendent attempts to accomplish the same end by encouraging teachers to "put off professionalism." This enables the members of the community to meet on equal grounds with the teacher, and affords the community an opportunity to see the teacher as an individual with needs and desires that are similar to their own; it provides the teacher with the opportunity to gain a better appreciation of the viewpoint of parents. Thus the community and the teacher understand each other better.

To bind the school as a whole and the community closer together. Among the eight techniques suggested which seem designed to bind the school as a whole and the community closer together is the practice of holding frequent social gatherings. These gatherings may assume many different forms and range from afternoon teas and coffee hours to elaborate banquets and receptions planned and organized by the joint efforts of teachers and members of the community. Co-

operative planning and working of this nature help to get the community and the school as a whole "pulling together", thus promoting teamwork and mutual understanding. Very similar in form as well as in benefits which accrue to both the teacher and the community are receptions planned and sponsored by the church and parent-teacher association.

The institution of a special day known as Industry, Education, Business Day is another technique which seems promising as an effective means of integrating the efforts of the community and promoting better understanding. On this day the contributions which are made to community life by each of these essential elements of the community are emphasized. When the educators have a better understanding of the needs of the community, and when the community has a clearer idea of the potentialities of the school as a factor in the community, each will benefit. To bring the day to a close a banquet is held in the evening. This special day has been found very successful in creating in the community a greater respect for the teacher and his work.

Annual Recognition Day organized in another community is planned in much the same way as Business, Industry, Education day and is designed to acquaint the community with the work of the school and the part which it is capable of playing in community life and community planning. Its principal purpose appears to be to bring community groups

together where they can be shown how the school is serving the interests of the community; and to solicit intelligent and sympathetic support from the community.

Two other techniques with potentialities for keeping the work of the school before the members of the community, thus assuring closer co-operation of effort and greater respect for the teacher as a community leader, are round table discussions at service clubs and the maintenance of a good public relations program. The latter mentioned technique is much broader and more inclusive. It may include round table discussions at service clubs and much more, such as newspaper publicity, public appearances of teachers in panel discussions and, in fact, any presentation of the school and its activities which will make the public better acquainted with the objectives of the school, and how it is seeking to attain these objectives. It was stated that out of these talks and discussions grow invitations to membership in the community clubs.

Of particular interest and concern to larger communities and school systems is the suggestion that teachers and community members should be kept informed as to what is going on in the school and in the community, thus keeping down dangerous rumors which can quickly divide a community and arouse suspicion and opposition.

In helping teachers to see that the school belongs to the public and that teachers are "hired help", one superintendent is evidently attempting to bring about a situation in which the community feels and accepts its responsibility for providing the necessary facilities and equipment for education, hiring competent teachers, and supporting an adequate program; while at the same time he is endeavoring to keep teachers sensitive to their responsibility to the needs of the community. The absence of such a relationship might easily lead to disunity and lack of co-operation.

It sums up that the suggestions relating to the promotion of better teacher-community relationships fall for the most part into a pattern of techniques calculated to "get them together." This indicates a recognition of the need for a better understanding between members of the teaching personnel and the members of the community.

IV. SHARED PLANNING AND ADMINISTRATION

Only three of the superintendents suggested techniques having a relationship to shared planning or administration. (Table XXXIV). Most of these suggestions were of a general nature, providing little in the way of actual techniques for sharing in either school planning or administration. It will be noted, however, that the suggestions

TABLE XXXIV
S U M M A R Y
ADDITIONAL TECHNIQUES REFERRING TO TEACHERS SHARING IN
SCHOOL PLANNING AND ADMINISTRATION

Need for	Techniques employed
<u>Opportunity for teachers to influence conditions and decisions affecting their welfare</u>	Teachers given opportunity to suggest ways and means of making improvements Teacher's preference sought and recorded in effort to keep him in field of interest and specialization Transfers, other than those compelled by enrollment, made only at request of the teacher in writing, otherwise on a seniority basis

made refer to aspects of administration which affect the working conditions of the teacher and are therefore related to his ability to work efficiently.

Opportunities for teachers to influence conditions affecting their welfare. The opportunity to suggest ways and means of making improvements in the operating or equipping of the school was cited as providing one avenue for the teacher to influence conditions in the school and to enhance his feeling of belonging. Teachers who are accorded the opportunity to make suggestions for improvements and desirable changes have an avenue for exerting some influence on the conditions under which they work and are less likely to experience feelings of tension and frustration. Affecting the teacher more personally were the two remaining suggestions, that the teacher's preference for certain subjects or activities be sought and recorded in order to keep him in his field of interest and specialization, and that transfers other than those made necessary by fluctuations in enrollment be made only upon written request of the teacher or on a seniority basis. These considerations for the teacher's personal preferences not only assure that teachers will be more interested in their work and better prepared for it, but also that they will feel that their interests are considered as well as the interests of the school and com-

munity. When they are aware that an effort is being made to keep them teaching in their fields of interest and specialization after they have expressed their preferences, there is less likelihood of dissatisfaction, even though it is not always possible to accede to their wishes.

The second practice suggested by another superintendent of making transfers only upon written request from the teacher or on the basis of seniority, unless compelled to do so by fluctuations in enrollment, provides the teacher with a measure of assurance and security which is essential to his efficient performance in the system.

V. SALARY PRACTICES AND FINANCIAL AID

Four respondents supplied suggestions for the betterment of the teacher's financial position (Table XXXV). These techniques are grouped under the following headings: (1) assurance of security; (2) equality of income; (3) incentive for increased efficiency.

Assurance of security. Two of these suggestions, improvement in pension provisions and loans, help to give the teacher a feeling of security from want or lowered standard of living. While teachers do not regard income as the most important consideration, financial remuneration is, nevertheless, a factor affecting the attractiveness of the job

TABLE XXXV
S U M M A R Y
ADDITIONAL TECHNIQUES MENTIONED REFERRING
TO SALARY PRACTICES AND FINANCIAL AID

Need	Technique employed to meet the need.
------	--------------------------------------

Assurance of security

Pension advantages improved

Loans to teachers

Equality of income

Help on transportation expense

Incentive for increased
efficiency

Promotion on merit basis

and the morale of the employee.

Equality of income. One system attempts to equalize the expense of commuting by providing some assistance on transportation expenses. This technique may not be a major consideration in a small system where distances in the city are short, but in a large city, where housing facilities are not available near the school, it may serve to prevent a feeling of dissatisfaction.

Incentive for increased efficiency. Promotion on the merit basis serves two very useful purposes. It provides an incentive for increased efficiency and professional growth, and at the same time, gives less cause for suspicion, prejudice or favoritism when promotions are made. The feeling that justice and fair play are guiding principles in the administration of school policies will go far to inspire confidence and elicit the whole-hearted response of the teacher.

The assurance of security, equality of income, and the incentive for efficiency of work meet three recognized human needs and are therefore, important considerations when personnel policies are formulated if the teacher is to experience satisfaction in his working relationships.

VI. PROVISION FOR EVALUATION OF THE TEACHER'S WORK AND ENHANCEMENT OF HIS STATUS

Evaulation of the teacher's work. During the investigation little was found that could be interpreted as providing for appraisal and evaluation of the work which teachers are doing in the schools, and among the additional techniques suggested, only two references were made to this aspect of personnel administration (Table XXXVI). These two suggestions were "appraise the work of teachers and let them know what they are doing," and "give them credit for what they do." This lack of reference to appraisal and evaluation suggests that, in neglecting this phase of personnel administration, a large number of the systems are lagging behind what is being done by large industrial and business organizations, and are thus failing to make use of a technique which is proving successful in other areas of administration. By reducing possibilities of uncertainty and insecurity, such a technique may also remove causes for dissatisfaction and inefficiency, thus meriting consideration in building morale and increasing efficiency.

Feeling of status. Five references were made by the respondents to the need for emphasis on helping teachers to have a feeling of status. When examined more closely it is seen that four replies merely refer to the importance of at-

TABLE XXXVI
S U M M A R Y
ADDITIONAL TECHNIQUES REFERRING TO PROVISION FOR
TEACHER EVALUATION AND ENHANCEMENT OF STATUS

Need for	Techniques employed
<u>Evaluation of the teacher's work</u>	Appraise the work of teachers and let them know how they are doing
<u>Feeling of status</u>	Effort made to help teachers to see their jobs as the most important in the system Every opportunity used to give teachers a feeling of status Provide opportunity for teachers to receive publicity such as the coach receives Give teachers public recognition and the opportunity to stand on their own Urge teachers to participate in panel discussions, and to speak at clubs and public gatherings

tention being given to this aspect of personnel administration. Only one reply refers to a technique which merits the study and consideration of those interested in discovering ways and means of enhancing the feeling of status among teachers. This technique is to urge that teachers appear in panels, before clubs, and at public gatherings where they can make a contribution from their fields of specialization and be enabled to make contacts which are not possible under ordinary circumstances. In this way they emerge from their classrooms to make contributions, to become acquainted, accepted, and appreciated. Thus the public is given a keener appreciation of the teachers and their work. When discussing possible causes for the failure of the teaching profession to attract a sufficient number of capable and well trained men and women to the profession, teachers almost invariably refer to the lack of status which the profession has. If this condition is to be changed, one possible approach to the problem is to make the public better acquainted with the teacher, his abilities, and his activities.

VII. PROFESSIONAL GROWTH

The suggested techniques for promoting professional growth included four approaches to the problem, namely, (1) through professional literature, (2) expert assistance, (3)

additional training, and (4) experimentation (Table XXXVII).

Useful literature. Access to and the privilege of using a professional library is essential to efficient work in every school system of any size. The receiving of continuous reports of available material in the library facilitates the work of the teacher and stimulates him in his work.

Expert assistance. The one reference to the substitution of consultant service for the type of supervision which is commonly provided may be a practice which merits study and consideration by other administrators. If there is the possibility that the teacher's antipathy for the supervisor and the traditional type of supervision can be exchanged for a sense of need for expert advice and the type of service which consultants called in at the request of the teacher can render, then it would seem that the approach of the one respondent to the problem holds possibilities for use in other school systems.

Additional training. Reference was made to the principal's fostering a seminar from a nearby university. While the fostering of seminars and extension courses from a university does not entail a large amount of planning or a heavy expenditure of money, it does represent an interest on the part of the administrative staff in the professional

TABLE XXXVII
S U M M A R Y
ADDITIONAL TECHNIQUES REFERRING TO PROVISION
FOR PROFESSIONAL GROWTH

Need for	Technique employed
<u>Knowledge of useful literature available</u>	Professional library maintained Continuous reports of available material in school library
<u>Access to expert assistance</u>	Consultant service replaces supervision
<u>Additional training</u>	Seminar from university fostered by principal
<u>Opportunity to experiment</u>	Experimental laboratories maintained in two systems

growth of the teachers. An arrangement of this kind also often results in an economy of time for the teachers since it makes it unnecessary for teachers to travel long distances to the university. At the same time other teachers are more likely to receive an incentive to make use of such facilities when they have the opportunity to observe them more closely.

Opportunity to experiment. Two superintendents considered experimentation as an important method for promoting professional growth among the members of the teaching personnel. Reference was made to laboratories for experimentations in the fields of audio-visual education and in curriculum revision. Although mentioned by only two superintendents, the opportunity to experiment and try out new techniques and approaches to problems is conducive to continued healthy growth, whether in a profession or in the fields of science. Since so few references have been made to this technique, it is reasonable to conclude that very little is being done in providing opportunities for experimentation. The schools which do not provide teachers with such facilities and grant them the freedom to carry out promising experiments are neglecting a technique which has potentialities for stimulating professional growth among the members of the teaching personnel.

In summary. Three superintendents made no additional suggestions of techniques which they were finding successful. The thirty-seven who made additional suggestions touched on seven different areas of personnel administration. Community-teacher relationships, inter-teacher, and teacher-administrator relationships were referred to most often, indicating the importance which the superintendents placed upon the value of maintaining good human relationships among the members of the personnel. The replies suggesting techniques for bringing about good human relationships included: special projects on which teachers work together; social occasions providing the opportunity to know one another; special efforts to provide recreational facilities for teachers, and informal and personalized relationships with the superintendent.

Coffee hours, teas, socials and club dinners were among the most frequently mentioned techniques to bring the members of the personnel together. Mentioned only once, but having potentialities for wider use were color tours, conducted to points of interest.

Directed toward the welcoming and orienting of new teachers are the use of the hospitality committee and the "buddy system."

Emphasis was placed on making the teacher feel that he is one of the community, the community feel that he is

one of the community, and on binding the community and the school together in interests and activities. This can be done best by getting the school and community together in work and on social occasions.

Giving the teacher a voice in matters affecting him, providing him with loans and adequate pensions, helping him to feel that the status of his profession has been enhanced, and letting him know how he is doing were other techniques mentioned.

References to professional growth emphasized the need for access to expert advice; a knowledge of useful literature available; additional professional training and the opportunity to experiment and try out new ideas.

CHAPTER XI

C O N C L U S I O N S

I. GENERAL SUMMARY OF FINDINGS

Status of personnel policies. Only $37\frac{1}{2}$ per cent of the school systems investigated have personnel policies which are fully codified and written up, leaving $32\frac{1}{2}$ per cent with fragments of their policies written up and 30 per cent with no policies in written form. Fifty per cent of the systems are sensitive to the need for fully codified personnel policies as is evidenced by the fact that they either have their policies written up or are in the process of writing them up. The percentage of systems with written personnel policies is greater in the systems with larger enrollments.

Methods of formulating personnel policies. The co-operative method was employed in setting up the policies in approximately 82 per cent of the systems where personnel policies have been fully codified or exist in fragmentary form only. In each of the five systems where personnel policies were in the process of being formulated, the co-operative method was being employed. The study revealed that the systems which recognized the need for codifying the policies and practices recognized also the need for making provision for revising and altering them frequently.

Distribution of personnel policies. In 45 per cent of the systems teachers are supplied with copies of existing personnel policies. (Over half are without written assurance of conditions and procedures affecting their working conditions and personal welfare.) Among the most frequently mentioned methods of acquainting teachers with the policies were: staff meetings, pre-school conferences, bulletins, and handbooks.

Salary policies and practices relating to the teachers' feeling of security. Few systems have adopted the policy of issuing continuing contracts to teachers. Therefore, teachers in the majority of systems have no written assurance of a position in the system beyond the termination of their annual contracts. Termination clauses are used in few systems and when used favor the teacher in the larger number of cases.

The systems are almost unanimous in the practice of allowing teachers to take time off for personal illness without the loss of pay, the most common practice being an allowance of ten days per year without deductions from pay.

There is general agreement among the school systems in allowing the unused days of sick-leave to accumulate from year to year, though there is no uniformity as to the number of days permitted to accumulate.

Absences for death or illness in the immediate family

are permitted with pay in most of the systems. The general practice is to include these as part of the sick-leave policy, though in about 25 per cent of the systems separate policies are provided to regulate this type of absence.

The need of the teacher for time off for further study, without placing in jeopardy his position or seniority, is recognized in the majority of systems, though only one system makes arrangements for leaves of absence with pay to provide for teacher growth.

Teachers in 95 per cent of the systems are left without employment in the school system for from two to two and one-half months each year.

More than 90 per cent of the systems have adopted salary schedules. Approximately 12 per cent of them provide for fluctuations from a basic salary in order to meet changes in cost of living.

Increments for individual teachers are made on the basis of experience and training in the majority of the systems. There was no evidence of uniformity of practices in the number of years required to reach the maximum in the salary scale. There was a lack of uniformity in giving credit for previous teaching experience when computing salaries for teachers coming from other school systems.

Eighty per cent of the systems make no difference in salaries for teachers in the secondary and elementary de-

departments.

Community-teacher relationships. In all but one of the systems the communities recognize the responsibility for assisting the teacher, new in the community, to find suitable living quarters.

Teachers are welcomed into local clubs and community activities without effort on the part of the community to bring pressure as to which clubs they should join.

In the communities included in the investigation teachers may live lives much like the average citizens of the communities in which they teach, except in approximately 40 per cent of the communities where drinking in public is frowned upon, and in fewer communities where some prohibitions on smoking exist. These restrictions are not written into the contracts. Whatever restrictions that may exist appear to result from the teacher's fear that the contract may not be renewed if his conduct or activities are inconsistent with the community's concept of proper teacher decorum. Teachers, therefore, accepting appointments to positions in the forty systems would experience few restrictions on their conduct provided they subscribe to the customs and mores of the community to which they are appointed, apart from those which have to do with smoking and drinking.

Seventy-five per cent of the superintendents reported that the boards of education and members of the communities

co-operate in providing the type of educational policies and program which the superintendents consider appropriate to the needs of the community.

Teaching loads. Teaching loads in secondary schools, are built for the most part around the requirement of five classes per day for each teacher. Beginning teachers are given, in most of the systems, some special consideration in the arrangement of their teaching loads in order to make them lighter.

The number of preparations for periods taught by the teacher are not taken into account when computing the teaching load in the majority of the systems.

Consideration is given to extra-curricular responsibilities when load assignments are made in more than half of the systems. These extra-curricular responsibilities are assigned in the majority of the systems though some effort is made to distribute them according to the interest and ability of the teacher concerned. Little evidence of the co-operative method was seen in the distribution of extra-curricular responsibilities.

Sharing in planning and administration. One-half of the systems operate according to educational purposes and **objectives** set up to meet the needs of the local communities served by the schools. There was an apparent relation-

ship between size of the school system and the use of definitely set up educational objectives. Written objectives were found more often in the larger school systems.

All the superintendents gave some evidence of recognizing the need for giving teachers a voice in planning the school program and school policies. This sharing was provided for largely through committees, teacher clubs, pre-school conferences, and workshops.

While teachers might make suggestions in all the systems, there was little evidence that opportunity is given for teacher participation in making decisions affecting the working conditions of teachers or their personal welfare while on duty. Decisions as to which suggestions are accepted rest usually with the administrators.

Teacher participation in selecting teaching materials consists mainly in making recommendations for the budget by means of requisitions, the final decision resting with the superintendent or the board of education. Little evidence was found of provisions for teachers to have a voice in the arrangement or decoration of their classrooms.

In almost all of the systems there is some agency through which laymen can make their voices heard in school planning. Techniques for including laymen in the planning of the educational program comprise few others than the parent-teacher association and membership of laymen on committees.

Ninety-five per cent of the systems reported some provision for student participation in school planning. The student council is the principal agency through which students may express their opinions on school planning and administration.

Professional growth for teachers. In-service-training programs for teachers showed a lack of long range planning in the majority of the systems, the policy being to make use of such agencies as were convenient. Extension courses, workshops, and pre-school conferences were most frequently mentioned. Very little of the co-operative method was in evidence in planning the program for professional growth.

There was a significant absence of techniques for helping teachers to know how they are progressing.

Additional techniques suggested. When the superintendents were asked, at the close of the interview, to mention any additional techniques which they were finding useful in making the work of the teacher more attractive or his working relationships more satisfying, more than 90 per cent made suggestions touching on seven different areas of personnel administration. These included: (1) The maintenance of friendly relations among teachers; (2) maintenance of friendly relations between teachers and administrative staff; (3) teacher-community relations; (4) sharing in planning and

administration; (5) salary practices and financial aid; (6) status and evaluation; and (7) provision for professional growth. Since the majority of the additional techniques suggested relate to sections one, two or three, it is evident that the emphasis in the minds of the superintendents is on better human relations.

II. GENERAL CONCLUSIONS

The fact that the majority of the teachers in the forty school systems are not provided with written assurance of attractive and satisfying working relationships and conditions through fully codified personnel policies; that they have no assurance of employment beyond the termination of the annual contract; and, that it is necessary for them to seek employment for from two to two and one-half months each year, indicate that the teachers are not provided with conditions essential to their sense of security.

Lack of uniformity among the school systems investigated in giving credit for teaching experience in other systems and in the number of years required to reach the maximum in the salary schedule; the absence of techniques designed to distribute teaching loads according to interests, aptitudes, training and experience, and on an equitable basis when extra-curricular responsibilities are taken into account; and the absence of techniques for assuring teachers

that promotions will be made on the basis of merit, are conditions which give rise to feelings of dissatisfaction and possible frustration among teachers.

Although all systems showed a sensitivity to the need for co-operative school planning, as was evidenced by the fact that all had a framework through which teachers could participate, there was a significant lack in the majority of the systems of techniques giving teachers an effective voice in reaching decisions which affect their working conditions and personal welfare.

The findings of this study fail to support a common complaint of teachers charging communities with unduly restricting the out-of-school activities of teachers.

The study revealed a lack of techniques in use for enhancing the status of teachers and adds its confirmation to the charge that little is being done to provide teachers with a feeling of status.

The absence of long range plans for the professional growth of teachers in the majority of systems and the failure of the systems to render financial aid to teachers for professional growth indicates that the communities in which the school systems are located do not accept the responsibility for initiating and financing the professional growth of teachers.

Since the findings of the study indicate that provi-

sion for teacher security, participation in administration, growth, and kindred needs of teachers are often left to the generosity and discretion of the superintendent; and since the superintendents in the majority of the systems have themselves indicated that boards of education and communities are ready to co-operate with them in setting up the type of school program and policies considered necessary in the community, it is evident that the superintendent plays a major role in forming policies, controlling working conditions and planning the educational program.

The conclusions of this study suggest certain plans of action which are calculated to assist in making the working relationships of teachers more satisfying and teaching more attractive.

CHAPTER XII

SUGGESTIONS GROWING OUT OF THE STUDY

I. BASIC CONSIDERATIONS IN FORMULATING PERSONNEL POLICIES FOR PUBLIC SCHOOL SYSTEMS

Evolving from the present study are certain basic considerations which appear to be essential in providing attractive and satisfying working relationships in the school system. These should be given careful consideration and may be used as a guide in the development of school personnel policies for the local community. These basic considerations fall logically under three headings; (1) procedures in the development of policies; (2) essential policies; (3) community and administrative courtesies.

A. Procedures in the development of policies.

1. Before proceeding with the formulation of personnel policies, educational objectives, designed to meet the needs of the local community, should be set up and clearly defined by the co-operative efforts of all parties concerned.
2. All parties concerned with the operation of the school and the attainment of its objectives should have a voice in formulating the

policies and procedures to be used in the school system.

3. The policies and procedures should be formulated with due regard for the local educational objectives.
4. When the policies and procedures have been clearly set out, copies should be made available to all concerned.
5. Provisions should be made whereby the policies can be altered easily and frequently in order to keep them sensitive to the changing needs of the community and teaching personnel.

B. Essential policies.

1. Following a reasonable period of probation for the new teacher, he should be provided with the assurance of permanence of tenure and continuous employment if he continues to perform his duties efficiently.
2. A retirement plan should be established making adequate provision for the financial needs of the family upon the retirement of the teacher, or in case he should become disabled prior to the attainment of the retirement age.
3. A salary schedule should be adopted providing

sufficient financial remuneration to enable the members of the teaching personnel to maintain a standard of living which compares favorably with that of the members of other professions in the community and should incorporate the following features:

- a. Salary to be paid in twelve monthly instalments, it being provided that one month each year may be used by the teacher for his annual vacation.
- b. The salary schedule to be studied frequently in order to keep it sensitive to the changes in cost of living.
- c. Increments in salary to be provided on the basis of experience, training, and merit.
- d. Full credit for teaching experience in other systems, up to a maximum of five years, and 50 per cent credit for teaching experience in other systems exceeding five years, to be allowed in computing the salary.
- e. Ten years of teaching experience to be required before the maximum salary is paid.
- f. Promotions to be made, as far as possible, from among the personnel within the system

and on the basis of experience, qualifications, and service rendered.

- g. No salary differentials to be made for teachers in respect of sex or their teaching in the secondary or elementary departments.

4. A sick leave policy should be adopted incorporating the following provisions:

- a. Absence from duty, in case of illness, with full salary to be assured for a maximum of ten days each year.
- b. The unused days of sick leave allowed on full salary to be permitted to accumulate to a maximum of thirty days.
- c. Absences caused by death or illness in the immediate family to be permitted on the same basis as the teacher's illness.
- d. Long term leaves with part salary up to six months to be granted to teachers who are in need of special medical treatment, in cases where teachers have rendered at least seven years of service within the system.

5. A contract should be issued to the teacher

containing the following features:

- a. A statement of the amount to be paid in twelve monthly installments.
 - b. A statement of the time and manner of payment.
 - c. Protection against unfavorable salary revision during the school year.
6. The load assignment of the newly appointed teacher should be lightened and adjusted in one or more of the following ways:
 - a. Fewer class preparations.
 - b. Fewer teaching periods per week.
 - c. The assignment of classes without heavy disciplinary problems.
 - d. The assignment of less responsibility for sponsorships and extra-curricular responsibilities.
7. The load assignment should be so arranged as to demand not more than forty-five hours from the teacher each week.
8. The distribution of extra-curricular responsibilities and sponsorships should be on the basis of the teacher's interests, aptitudes, experience, and training.
9. Pre-school conferences should be conducted:

- a. Individually with newly appointed teachers.
 - b. With groups of newly appointed teachers.
 - c. With the entire teaching personnel.
10. All members of the teaching personnel should be granted a maximum of five days with full pay each year to visit classrooms in other school systems.
11. All members of the teaching staff should be provided with the opportunity for professional growth through such techniques as:
- a. Pre-school conferences
 - b. Workshops
 - c. Week-end and summer camps
 - d. Local study groups
 - e. Enrollment in extension courses
 - f. Opportunity for participation in curriculum revision
 - g. Participation in school planning and administration
 - h. Opportunity for attendance at teacher conferences
 - i. Opportunity to engage in experimentation and research
 - j. Access to a professional library

- k. Opportunity to use consultive services
 - 1. Sabbatical leave with salary for study or travel.
- 12. The actual physical environment of the teacher should be such as to contribute toward the mental and physical health of the teacher.
- 13. A democratic approach should be made in the solution of school problems by the use of such techniques as:
 - a. Committees
 - b. Clubs
 - c. Pre- and post-school conferences
 - d. Teachers' meetings
 - e. Workshops
 - f. Representation on administrative and advisory councils
 - g. Student council
 - h. Student government
 - i. Parent-teacher association
- 14. Teachers should have a voice in arriving at decisions affecting their working conditions or personal welfare through representation on the administrative council.
- 15. A positive program should be undertaken to evaluate the work of the teacher and to let

him know how he is progressing.

C. Community and administrative courtesies.

1. All teachers who make application for employment in the system should be made acquainted with:
 - a. Literature describing the community and all aspects of community life which would have a possible influence on the prospective teacher's decision to become a member of the community.
 - b. The character of the population, community activities, both social and industrial. This may be accomplished by personal visitation to the community and the school between the time of application and the time for signing the contract.
 - c. The educational philosophy of the community as well as local community problems which concern the educational program.
 - d. The personnel policies and procedures in operation within the system before signing the contract.
2. Assistance should be rendered to the newly

appointed teacher in finding suitable living accommodation, this assistance to come through the local teachers club, community organizations, and the superintendent or the principal.

3. Definite plans should be made for meeting the teacher arriving in the community for the first time, and for making him feel welcomed. Much assistance in making him feel welcomed may come from: a hospitality committee, local community organizations such as service clubs, the parent-teacher association, or especially arranged teas, banquets, or luncheons.
4. An active effort should be made to give teachers public recognition and credit for what they do.
5. An active effort should be made, by maintaining good public relations, to keep members of the teaching staff and the public informed on school plans and activities.
6. Members of the teaching staff should be assured of the freedom to live normal lives such as the average members of the community would expect to live.
7. A positive program should be undertaken for

promoting friendly relationships among administrators, teachers and members of the community. Such a program may include: social activities, special projects of mutual interest, recreational opportunities, Industry-Education-Business Day, and an Annual Recognition Day.

II. RECOMMENDATIONS FOR FURTHER STUDY

As the work of this investigation is brought to a close a number of further related studies in the field of human relations and personnel administration, in the opinion of the investigator, offer promise of usefulness to administrative officers and others concerned with making the working relationships of teachers more satisfying and the job of teaching more attractive:

1. A study of methods and techniques which the members of the teaching personnel in the same forty systems are finding satisfying in their working relationships would probably yield additional data and serve as a means of validating the conclusions of this investigation.

2. A further study dealing with practices and procedures in the small school systems of the State of Michigan would, in the opinion of the investigator, show different trends than those indicated by the data from the larger

schools, thus helping to complete the picture of the actual situation in the schools of the State of Michigan.

3. A more exhaustive study of techniques and methods employed in the school systems of a particular county, or two or three different systems located in widely separated parts of the state would have value and produce data not possible in a survey of the type just completed by the investigator.

4. A statistical treatment of data having a bearing on teacher-turnover and its relationship to the satisfaction of certain of the recognized needs of teachers, would seem to offer promise of usefulness to administrators and other leaders in education.

5. More intensive study should be given to the industrial and business approach to the problem of making greater use of human resources. The investigator is convinced that, despite the differences in purposes and objectives existing between these two groups and education, there is much in their research results and techniques that educators can study with profit.

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A P P E N D I X

APPENDIX A

"If there is available an alphabetical listing of the names of persons whose attributes or behavior is to constitute a universe to be studied by sampling methods, then each ith case (5th, 10th, 20th, etc., depending on the size of the sample desired in relation to the size of the finite population) can be drawn, and the sample will yield a result fairly comparable to that obtained with a table of random numbers. Certain precautions in using such lists are necessary to avoid distortion of the samples. As Stephan has pointed out, some of the names of the list or some records in a file may be missing or have been temporarily removed. If records are missing because they are being used, their absence may distort the sample because there may be some correlation between the active use of these records and their trait or behavior being studied."¹

.....

"In the United States Census of 1940, some of the information sought was obtained by sampling methods, for the first time in the history of the census. A sampling technique somewhat analogous to taking every ith case from a file was employed by the interviewers. Each census taker secured information on certain questions (nativity, usual occupation, social security status, marital status, etc.,) from each 20th person. The sample obtained was therefore used on 5% of all the people in the United States."²

¹ John Gray Peatman, Descriptive and Sampling Statistics (New York: Harper and Brothers Publishers, 1947), p. 296.

² Ibid.

APPENDIX B
SCHOOL SYSTEMS INCLUDED IN THE INVESTIGATION
ARRANGED ALPHABETICALLY

Adrian	Kalamazoo
Albion	Kearsley
Alma	Lakeview
Alpena	Lapeer
Battle Creek	Luddington
Bellville	Marysville
Big Rapids	Midland
Cadillac	Mt. Clemens
Centerline	Muskegon
Clawson	Owosso
Coopersville	Pontiac
Detroit	River Rouge
East Lansing	Romeo
Flint	Royal Oak
Farmington	St. Joseph
Gladwin	Sturgis
Grand Ledge	Trenton
Greenville	Walled Lake
Hastings	Yale
Hillsdale	
Inkster	

APPENDIX C

LETTER OF INTRODUCTION

(COPY)

MICHIGAN STATE COLLEGE
EAST LANSINGPlacement Bureau
Office of the Director

August 19, 1948

To Public School Administrators in Michigan:

This is to introduce Warner McClure, Helderberg College, Capetown, South Africa, who is completing his Doctor's dissertation with us at Michigan State College. He is interested in gathering data relative to personnel policies. If you can help him in the solution of his problem, I know that he will be very grateful and I shall also appreciate your co-operation.

His committee here consists of Dr. Guy Hill, Dr. George Angell, Dr. W. H. Combs, Dr. Marshall Knappen, and myself. We are all very interested in the outcome of the study; we think it significant.

You can be assured that any information that you give to Mr. McClure will be kept in confidence and the study will not reveal the names of any personnel or schools in the state. In fact, Mr. McClure is planning to keep the information under numbers rather than names of schools or superintendents, so that even his committee will not know where he gets these data.

Yours for the best interest of education,

Clyde M. Campbell
Director of
Teacher Placement

CMC:bb

APPENDIX D

COPY OF THE QUESTIONNAIRE

Number

Date

MICHIGAN PERSONNEL POLICY STUDY

Name of School System

Address

Name of Superintendent In system
since Type of school Organization within the system

.....

Is the core curriculum used? Enrollment

Number of Teachers Teacher Replacements

I. The Status of Personnel Policies......1. Does the system have a written statement of
school purposes and objectives?

.....2. Are they printed or duplicated?

.....3. Who participated in their development?

.....4. How often are they revised and altered if
necessary?

.....5. When were they last modified?

.....6. Does the system have a written statement of
personnel policies?

.....7. Are they printed or duplicated?

.....8. Who participated in setting them up?

.....9. How often are they reviewed and altered if
necessary?

APPENDIX D (Continued)

-10. When were they last modified?
-11. How are the teachers made acquainted with them?
-12. Are permanent teacher personnel records maintained?

II. Practices and techniques which seem directed toward making the working relationships of teachers more attractive and satisfying.

-1. Does the system have any additional professional or academic requirements for teachers above those of the University or the North Central Association?
-2. What are the additional requirements?
-3. Who selects the teachers to be hired?
-4. What factors are given consideration in the selection of teachers?

☐ Field of specialization?	☐ Other types of experience?
☐ Institution where trained?	☐ Legal residence?
☐ Educational philosophy?	☐ Church affiliation?
☐ Sex?	☐ Race?
☐ Personality?	☐ Marital status?
☐ Health?	☐
☐ Physical disabilities?	
☐ Experience in teaching?	
-5. Which of the following features enter teachers' contracts?
 -a. Termination clause? Whose rights recognized?
 - ☐ Both parties ☐ teachers ☐ board
 -b. Tenure?
 - ☐ Continuing contract ☐ Stated tenure

APPENDIX D (Continued)

.....c. Fixed time, method and rate of pay?

- () Reference to salary schedule?
- () Specified amount?
- () Fixed time for payment?
- () Stated method of payment?

-6. What restrictions does the contract make on out of school activities of the teacher?
.....
-7. What is considered a maximum load for teachers in high schools?
-8. Is any attempt made to limit the demands upon a teacher's time to a definite number of hours per week? How many?
-9. How are the extra-curricular responsibilities distributed?
.....
-10. How are the extra-curricular responsibilities taken into account when computing teaching load?
-11. Is previous teaching experience taken into account when teaching loads are assigned?
-12. What difference is made when a teacher has two or more sections of the same class?
-13. Is the size of the class taken into account when arranging teaching loads?
-14. What is there in the policy that gives the teacher assurance of adequate teaching materials?
-15. What provision is made for teacher participation in the arrangement and decoration of the classroom?
-16. Are teachers invited to membership in local clubs?

APPENDIX D (Continued)

-17. Is the teacher free to choose the activities he wishes?
-18. What must the teacher refrain from doing which the average citizen of the community might do acceptably?
.....
-19. For how many months is the teacher employed?
-20. Does the system have a salary schedule?
-21. Is there a probationary period in the schedule?
-22. Following the probationary period how are increases determined?
.....
-23. How many years are required to reach the maximum?
-24. If undergraduates are hired is there a differential for the number of years of preparation?
-25. Is a difference made between elementary and secondary teachers?
-26. Is there a difference between men and women?
-27. Is there a difference in salary for M.A. degree?
For professional training beyond the M. A.?
-28. What other experiences are considered in setting salaries?
.....
-29. Is advancement from probationary and early professional status determined on the basis of merit?
-30. Who participates in the rating?
.....

APPENDIX D (Continued)

-31. Is a specific base for cost-of-living recognized?
-32. Is the schedule designed to recognize annual cost-of-living fluctuations from the base?
-33. Has a sick leave policy been developed?
-34. a. For how many days' absence per year will salary be paid?
- b. Are the unused days cumulative? How Many?
- c. Does the policy require a medical certificate in case of doubt?
- d. What features assure its administration in a dignified and objective manner?
- e. What provision has been made for absences or serious illness in the immediate family?
- f. What is the maximum number of days allowed for such absences?
- g. Are absences with pay permitted for illness or death of others than the immediate family?
-35. What provision has been made for absences with pay for teacher improvement?
- a. What part of the salary is received?
- b. How many years of teaching are required?
- c. How is such leave arranged?
- d. In what activities may the teacher engage on such leave?
- e. How is such leave arranged?

.....

APPENDIX D (Continued)

-36. Is a maternity leave provided for?
-37. What provision is made for leave of absence without pay?
- a. What is the maximum time allowed for such leave?
-38. How do teachers participate in school planning?
-
-
-39. How do teachers share in decisions which affect their working conditions or personal welfare?
-
-40. What provision is made for lay groups to participate?
-
-
-41. What provision has been made for student participation in school affairs?
-
-
-42. What per cent of the teachers are members of unions?
-43. What assistance is given teachers in finding suitable living accommodations?
-
-44. How many teachers are teaching on emergency permits?
-45. Is retirement compulsory? At what age?

APPENDIX D (Continued)

-46. Is a health examination required before employment?
-47. Is an annual health examination required?
-48. Are teachers' lounges or clubrooms provided?
Staff libraries?
-49. What type of in-service-training is provided?
-
-
-50. Do you feel that the board and community are willing to support you in the kind of policies and program you would like to put into effect?
-51. What other policies or practices do you employ to make your teachers' working relationships more satisfying, or the job more attractive.

APPENDIX E

TABLE XXXVIII

SYSTEMS CLASSIFIED ACCORDING TO
E N R O L L M E N T

Total En- rollment	Symbol	System numbers in- cluded in the classi- fication	No. systems in group
Up to 1500	1	1,7,9,17,18,19,20, 22,24,25,29,31,33.	13
1501-2500	2	2,3,6,11,14,26,27, 28,32,34,35,38,39,40.	14
2501-5000	3	4,5,8,15,21,36.	6
5001-up	4	10,12,13,16,23,30,37.	7

APPENDIX F

TABLE XXXIX

STATUS OF SCHOOL PERSONNEL POLICIES

System number	Does system have written personnel policies?	Are they printed or duplicated?	Who participated in setting them up?
1	No	No	Board and staff are developing
2	Yes (F)	No	Exist as they develop from board actions; being compiled
3	No	No	
4	Yes	No	Staff, board, administrators, parents, students
5	Yes	No	Staff, board, administrators
6	No	No	
7	Yes (F)	No	Grew out of board actions
8	Yes (F)	Yes	Grew out of board actions
9	No	No	Board acts and superintendent interprets
10	Yes (F)	No	Now being developed co-operatively

† (F) Denotes fragmentary.

APPENDIX F (Continued)

TABLE XXXIX

STATUS OF SCHOOL PERSONNEL POLICIES

System number	Does system have written personnel policies?	Are they printed or duplicated?	Who participated in setting them up?
11	Yes	Yes	Staff, administrators, board
12	Yes	No	Staff, administrators, students, laymen
13	Yes (F) *	Yes	Staff, administrators, board
14	Yes (F)	Yes	Administrators, teachers' committee
15	Yes	Yes	Staff committees, administrators, board
16	Yes (F)	Yes	Superintendent, board, teacher representation
17	Yes	Yes	Teachers club, administrators board
18	Yes (F)	Yes	Grew out of board actions
19	No	No	
20	Yes (F)	Yes	Staff committees, administrators

* (F) Denotes fragmentary

APPENDIX F (Continued)

TABLE XXXIX

STATUS OF SCHOOL PERSONNEL POLICIES

System number	Does system have written personnel policies?	Are they printed or duplicated?	Who participated in setting them up?
21	No	No	
22	No	No	Worked on in summer workshop
23	Yes	Yes	Grew out of board actions
24	Yes (F) *	No	Superintendent compiled from board actions for past 12 years
25	Yes (F)	Yes	Administrative actions
26	No	No	
27	No	No	
28	Yes (F)	Yes	Teachers clubs, administrators
29	No	No	
30	Yes	Yes	Administrators, staff
31	No	No	

* (F) Denotes fragmentary

APPENDIX F (Continued)

TABLE XXXIX

STATUS OF SCHOOL PERSONNEL POLICIES

System number	Does system have written personnel policies?	Are they printed or duplicated?	Who participated in setting them up?
32	Yes	Yes	Department heads, committees and superintendent
33	Yes	Yes	Staff and superintendent
34	Yes	Yes	Staff, principals
35	Yes	Yes	Teachers' committees and suggestions from Michigan Educational Association
36	Yes (F) *	Yes	Staff, administrators, board
37	Yes	Yes	Superintendent, executive committee, personnel director, board, superintendent, staff
38	Yes	Yes	Staff, principals, superintendent, board
39	Yes	Yes	Staff, principals
40	No	No	Committee working on for two years

* (F) Denotes Fragmentary

APPENDIX G

TABLE XL

PRACTICES RELATING TO TEACHERS' CONTRACTS

System number	Termination clause?	No. days notice	Clause favors teacher or board	Type of contract	Is specific amount stated?	Does contract contain stated conduct restrictions?
1.	No			Continuing	Yes	No
2.	No			Annual	Yes	No
3.	Yes	30	Board	Annual	Yes	No
4.	Yes	30	Both	Continuing	Yes	No
5.	No			Annual	Yes	No
6.	Yes	30	Both	Annual	Yes	No
7.	Yes	30	Both	Annual	Yes	No
8.	Yes	30	Teacher	Annual	Yes	No
9.	No			Annual	Yes	No
10.	No			Continuing	Yes	No
11.	No			Annual	Yes	No
12.	Yes	30	Both	Annual	Yes	No
13.	No			Annual	Yes	No
14.	No			Annual	Yes	No

APPENDIX G (Continued)

TABLE XL

PRACTICES RELATING TO TEACHERS' CONTRACTS

System number	Termination clause?	No. days notice	Clause favors teacher or board	Type of contract	Is specific amount stated?	Does contract contain stated conduct restrictions?
15.	No			Annual	Yes	No
16.	No			Annual	Yes	No
17.	No			Annual	Yes	No
18.	No			Annual	Yes	No
19.	No			Annual	Yes	No
20.	No			Annual	Yes	No
21.	Yes	30	Teachers	Annual	Yes	No
22.	Yes	30	Both	Annual	Yes	No
23.	Yes	30	Both	Continuing	Yes	No
24.	No			Annual	Yes	No
25.	No			Annual	Yes	No
26.	No			Annual	Yes	No
27.	No			Annual	Yes	No
28.	No			Annual	Yes	No

APPENDIX G (Concluded)

TABLE XL

PRACTICES RELATING TO TEACHERS' CONTRACTS

System number	Termination clause?	No. days notice	Clause favors teacher or board	Type of contract	Is specific amount stated?	Does contract contain stated conduct restrictions?
29.	No			Annual	Yes	No
30.	Yes	30	Teachers	Annual	Yes	No
31.	No			Annual	Yes	No
32.	No			Annual	Yes	No
33.	No			Annual	Yes	No
34.	Yes	60	Both	Continuing	Yes	No
35.	Yes	30	Both	Annual	Yes	No
36.	Yes	60	Both	Continuing	Yes	No
37.	No			Continuing	No	No
38.	Yes	30	Teachers	Annual	Yes	No
39.	No			Annual	Yes	No
40.	Yes	30	Both	Annual	Yes	No

APPENDIX H

TABLE XLI

PRACTICES RELATING TO SICK LEAVE

System number	Is there a sick-leave policy?	Number days salary is paid.	Days permitted to accumulate
1.	Yes	5	30
2.	Yes	10	25
3.	Yes	10	30
4.	Yes	10	15
5.	Yes	5	20
6.	Yes	5	20
7.	Yes	5	None
8.	Yes	10	60
9.	Yes	5	15
10.	Yes	6	No provision
11.	Yes	5	25
12.	Yes	10	60
13.	Yes	5	30
14.	Yes	10	$\frac{1}{2}$ up to 30
15.	Yes	10	15
16.	Yes	10	40

APPENDIX H (Continued)

TABLE XLI

PRACTICES RELATING TO SICK LEAVE

System number	Is there a sick-leave policy?	Number days salary is paid	Days permitted to accumulate
17.	Yes	10	20
18.	Yes	10	30
19.	Yes	10	30
20.	Yes	10	30
21.	Yes	10	30
22.	Yes	10	30
23.	Yes	10	40
24.	Yes	10	30
25.	Yes	10	No provision
26.	Yes	10	30
27.	Yes	10	30
28.	Yes	5	30
29.	Yes	5	10
30.	Yes	10	30

APPENDIX H (Concluded)

TABLE XLI

PRACTICES RELATING TO SICK LEAVE

System number	Is there a sick-leave policy?	Number days salary is paid	Days permitted to accumulate
31.	No *		
32.	Yes	30	None
33.	Yes	10	40
34.	Yes	10	50
35.	Yes	10	30
36.	Yes	10	50
37.	Yes	10	100
38.	Yes	10	No provision
39.	Yes	7	30
40.	Yes	10	35

* When absences occur no substitutes are hired; teachers double up.

APPENDIX I
TABLE XLII
PRACTICES RELATING TO LEAVE FOR SICKNESS
IN THE FAMILY

System number	Is illness or death in family included?	Number days permitted	Provision for other needs
1.	No	3	No
2.	Yes		By per- mission
3.	Yes		No
4.	No	5	No
5.	No	5	No
6.	Yes		No
7.	No		No
8.	Yes		No
9.	Yes		No
10.	By permission	3	No
11.	Yes		No
12.	Yes		3 days of sick leave
13.	No	3	No
14.	Yes		No

APPENDIX I (Continued)

TABLE XLII

PRACTICES RELATING TO LEAVE FOR SICKNESS
IN THE FAMILY

System number	Is illness or death in family included?	Number days permitted	Provision for other needs
15.	Yes		No
16.	Yes		No
17.	Yes		Discre- tion of superin- tendent
18.	At superin- tendent's discretion		No
19.	Yes		No
20.	Yes		No
21.	Yes		Discre- tion of superin- tendent
22.	Yes	5	No
23.	Yes		Discre- tion of superin- tendent
24.	Yes		No

APPENDIX I (Continued)

TABLE XLII

PRACTICES RELATING TO LEAVE FOR SICKNESS
IN THE FAMILY

System number	Is illness or death in family included?	Number days permitted	Provision for other needs
25.	Absences ignored		No
26.	Yes		Part of regular policy
27.	Yes		Discre- tion of superin- tendent
28.	Yes		No
29.	Yes		Part of regular policy
30.	No	5	3
31.			
32.	Yes		Discre- tion of superin- tendent
33.	Yes		Discre- tion of superin- tendent

APPENDIX I (Concluded)

TABLE XLII

PRACTICES RELATING TO LEAVE FOR SICKNESS
IN THE FAMILY

System number	Is illness or death in family included?	Number days permitted	Provision for other needs
34.	At discre- tion of superin- tendent		Discre- tion of superin- tendent
35.	Yes		No
36.	No	3	1
37.	No	5	Discre- tion of superin- tendent
38.	Yes		No
39.	Yes		No
40.	No	5	No

APPENDIX J

TABLE XLIII

PRACTICES RELATING TO OTHER TYPES OF LEAVE

System number	Is leave granted with pay for professional improvement?	What portion of salary is paid?	Are leaves permitted without pay?	How long may leave extend?	Is maternity leave granted?
1.	No	None	Yes	1 year	No
2.	No	None	No		No
3.	No	None	Yes	Arranged	Yes
4.	No	None	Yes	1 year	Yes
5.	No	None	Yes	1 year	Yes
6.	No	None	Yes	1 year	Yes
7.	No	None	Yes	2 years	Yes
8.	No	None	Yes	As arranged	No
9.	No	None	Yes	1 year	No
10.	No	None	Yes	Arranged	No
11.	No	None	Yes	1 year	Yes
12.	Yes	50%	Yes	1 year	Yes
13.	No	None	Yes	2 years	Yes
14.	No	None	Yes		Yes
15.	No	None	Yes	1 year	Yes

APPENDIX J (Continued)

TABLE XLIII

PRACTICES RELATING TO OTHER TYPES OF LEAVE

System number	Is leave granted with pay for professional improvement?	What portion of salary is paid?	Are leaves permitted without pay?	How long may leave extend?	Is maternity leave granted?
16.	No	None	No		No
17.	No	None	Yes	1 year	Yes
18.	No	None	Yes	1 year	No
19.	No	None	Yes	1 year	Yes
20.	No	None	Yes	1 year	Yes
21.	No	None	Yes	1 year	No
22.	No	None	Yes	1 year	Yes
23.	No	None	Yes	1 year	Yes
24.	No	None	No		No
25.	No	None	Yes	1 year	No
26.	No	None	Yes	1 year	Yes
27.	No	None	Yes	1 year	Yes
28.	No	None	Yes	1 year	Yes
29.	No	None	No		No
30.	No	None	Yes	2 years	Yes
31.	No	None	No		No

APPENDIX J (Concluded)

TABLE XLIII

PRACTICES RELATING TO OTHER TYPES OF LEAVE

System number	Is leave granted with pay for professional improvement?	What portion of salary is paid?	Are leaves permitted without pay?	How long may leave extend?	Is maternity leave granted?
32.	No	None	Yes	2 years	No
33.	No	None	Yes	1 year	No
34.	No	None	Yes	1 year	No
35.	No	None	Yes	1 year	Yes
36.	No	None	Yes	1 year	Yes
37.	No	None	Yes	1 year	Yes
38.	No	None	Yes	1 year	No
39.	No	None	Yes	1 year	Yes
40.	No	None	Yes	1 year	No

APPENDIX K

TABLE XLIV

PRACTICES RELATING TO TEACHERS' COMPENSATION

System number	Months employed	Salary schedule	Years to reach maximum	Credit for teaching in other systems
1.	9½	Yes	3 years	Full
2.	10	Yes	11 years	50%
3.	9½	Yes	9 years	No policy
4.	9½	Yes	13 years	No policy
5.	10	Yes	10 years	Full
6.	10	Yes	7 years	Full
7.	9½	Yes	13 years	Full
8.	9½	Yes	5 years	Superintendent decides
9.	9½	Yes	10 years	Up to 5 years
10.	9¾	Yes	15-19 years	Discretion of superintendent
11.	10	No		Superintendent decides
12.	10	Yes	13-15 years	Discretion of superintendent and board
13.	10	Yes	16 years	Full to 5 years
14.	10	Yes	16 years	Full to 4 years
15.	10	Yes	10 years	Full to 5 years

APPENDIX K (Continued)

TABLE XLIV

PRACTICES RELATING TO TEACHERS' COMPENSATION

System number	Months employed	Salary schedule	Years to reach maximum	Credit for teaching in other systems
16.	10	Yes	12 years	$\frac{1}{2}$ up to 5 years
17.	10	Yes	8 years	Full to 5 years
18.	$9\frac{1}{2}$	Yes	6 years	Up to 4 years
19.	10	Yes	10 years	Full to 5 years
20.	10	Yes	10 years	Up to 5 years
21.	10	Yes	10 years	50%
22.	10	Yes	16 years	$\frac{1}{2}$ up to 5 years
23.	10	Yes	12 years	Full up to 5 years
24.	$9\frac{1}{2}$	Yes	12 years	Full up to 5 $\frac{1}{4}$ thereafter
25.	10	No	Each is dealt with individually	
26.	$9\frac{1}{2}$	Yes	7 years	50%
27.	$9\frac{1}{2}$	Yes	11 years	Full to 5 years
28.	10	Yes	10 years	Discretion of superintendent and board
29.	$9\frac{1}{2}$	Not written	5 years	\$50 for each year to 5 years

APPENDIX K (Concluded)

TABLE XLIV

PRACTICES RELATING TO TEACHERS' COMPENSATION

System number	Months employed	Salary schedule	Years to reach maximum	Credit for teaching in other systems
30.	10	Yes	14-18 years	Full for 1st 4 years - $\frac{1}{2}$ for next 6, if in North Central Territory
31.	9 $\frac{1}{2}$	No	A matter of bargaining	
32.	10	Yes	8 years	\$100 year up to 5 years
33.	10	Yes	11 years	Full to 5 years
34.	12	Yes	8 years	\$50 year up to 12 years
35.	9 $\frac{1}{2}$	Yes	10 years	Full to 3 years
36.	10	Yes	7-8 years	\$125 year up to 4 years
37.	10	Yes	8 years	None
38.	9 $\frac{1}{2}$	Yes	15 years	Full to 10 years
39.	10	Unwritten	10 years	Two-thirds
40.	9 $\frac{1}{2}$	Yes	8-14 years	Up to 5 years

APPENDIX L

TABLE XLV

PRACTICES RELATING TO CHANGES IN TEACHERS' COMPENSATION

System number	Cost of living base recog- nized?	Increments determined by merit?
1.	Yes	No
2.	Yes	No
3.	No	No
4.	Yes	No
5.	No	Yes
6.	No	No
7.	No	No
8.	Yes	Yes
9.	No	No
10.	No	Yes
11.	No	No
12.	No	No
13.	No	No
14.	No	No
15.	No	No
16.	No	No
17.	No	No

APPENDIX L (Continued)

TABLE XLV

PRACTICES RELATING TO CHANGES IN TEACHERS' COMPENSATION

System number	Cost of living base recog- nized?	Increments determined by merit?
18.	No	No
19.	No	Yes
20.	No	No
21.	Yes	Yes
22.	No	Yes
23.	No	Yes
24.	No	No
25.		No
26.	No	Yes
27.	No	No
28.	No	No
29.	No	No
30.	No	No
31.	No	No
32.	No	No
33.	No	No

APPENDIX L (Concluded)

TABLE XLV

PRACTICES RELATING TO CHANGES IN TEACHERS' COMPENSATION

System number	Cost of living base recog- nized?	Increments determined by merit?
34.	No	No
35.	No	No
36.	No	No
37.	No	No
38.	No	No
39.	No	No
40..	No	No

APPENDIX M

TABLE XLVI

PROVISIONS FOR TEACHERS TO SHARE
IN SCHOOL PLANNING

System number	What provisions are made for a voice in choosing teaching materials?	What provisions are made for a voice in room decorations and arrangements?
1.	Teachers recommend to board departmental budget	Select visual aids Consulted in decorations
2.	No provision	None
3.	Requests considered by superintendent	None
4.	Asked to make recommendations for budget after Christmas	None
5.	Present requisitions in Spring	Consulted in decorations Free to make arrangements
6.	Budget: requisitions	Very little
7.	Requisitions to principal; he approves, passes to board	Get what they want
8.	Requisitions considered in budget made in February	None
9.	Requisitions considered by superintendent placed in budget	Utmost freedom

APPENDIX M (Continued)

TABLE XLVI

PROVISIONS FOR TEACHERS TO SHARE
IN SCHOOL PLANNING

System number	What provisions are made for a voice in choosing teaching materials?	What provisions are made for a voice in room decorations and arrangements?
10.	Requisitions reviewed in Spring by superintendent and assistant	None
11.	Departmental budgets requisitions to superintendent	Complete freedom
12.	Budgeted amounts; Teachers council plans spending	Complete freedom
13.	Free to requisition materials, request assistance scoring tests	Complete freedom
14.	Submit requisitions in Spring; Approved by principal and superintendent	Submit ideas and samples to superintendent
15.	Budget made after all requisitions considered Administrative staff decides	Free except for painting suggestions
16.	Principal presents requests of teachers in Spring Administrative staff acts	Teachers recommend

APPENDIX M (Continued)

TABLE XLVI

PROVISIONS FOR TEACHERS TO SHARE
IN SCHOOL PLANNING

System number	What provisions are made for a voice in choosing teaching materials?	What provisions are made for a voice in room decorations and arrangements?
17.	Budget arranged; not followed; teachers get what they want	Complete freedom
18.	Departmental budget built in Spring; teachers suggest	Decorate as they please
19.	Requests to principal before April; decided on by Administrative staff	Complete freedom
20.	Requisitions; budget made up of approved requisitions	Planned by building room teachers
21.	Work through committees; discuss with superintendent. Gives if possible	Make suggestions
22.	Have 95% of the voice in selection	Little voice
23.	Committee of teachers recommends to superintendent	Suggestions
24.	Teachers requisition to committees; then to board in the Spring	Consulted

APPENDIX M (Continued)

TABLE XLVI

PROVISIONS FOR TEACHERS TO SHARE
IN SCHOOL PLANNING

System number	What provisions are made for a voice in choosing teaching materials?	What provisions are made for a voice in room decorations and arrangements?
25.	Work through teachers' committee. Requests to be listed: absolutely necessary, necessary, would like	Suggestions
26.	Committees make recommendations; requisitions to superintendent	Free to suggest
27.	Requisitions included in budget	Very little
28.	Department heads recommend	Consulted
29.	Requisitions presented; board makes budget	Complete freedom
30.	Department head presents to principal; principal to superintendent; superintendent appoints committee which decides	None
31.	Chosen by teachers concerned	Encouraged to suggest
32.	Budget made from requisitions	Considerable freedom
33.	Recommend through principal	None

APPENDIX M (Concluded)

TABLE XLVI

PROVISIONS FOR TEACHERS TO SHARE
IN SCHOOL PLANNING

System number	What provisions are made for a voice in choosing teaching materials?	What provisions are made for a voice in room decorations and arrangements?
34.	Chosen co-operatively; budget system	Some freedom
35.	Requisitions presented; principal and superintendent build budget from this	Much freedom
36.	Teachers' committee study; requests to superintendent by February; budget built from requests	None
37.	Selections made through committees (representative)	Principal and teachers together decide
38.	Requisitions entered in budget; much work through committees	Consulted
39.	Committees in departments recommend to administrative staff	Left to ingenuity of teacher
40.	Requisitions presented to committee, which recommends for budget	Free to recommend

APPENDIX N

TABLE XLVII

PRACTICES RELATING TO TEACHING LOADS

System number	Maximum high school teaching load	Are extra-curricula responsibilities considered?	How are extra-curricula responsibilities distributed?
1.	5 classes 1 study hall	Yes	Everyone sponsors one activity; as much choice as possible
2.	5 classes including study hall	Yes	Everyone does something; a degree of choice
3.	5 classes out of 6 periods daily	Yes	Everyone does something; committee distributes
4.	1800 hours duty	Equated	Everyone expected to carry reasonable load
5.	5 classes out of 6 periods daily		Each must have some responsibility; a degree of choice
6.	5 classes and 1 study hall	Yes	Principal assigns according to interest
7.	6 classes 45 minutes long	No	Assigned and extra pay is given
8.	6 classes	Yes	On basis of time demanded, interest, field of specialty
9.	6 classes	Yes	Each must have some responsibility; a degree of choice

APPENDIX N (Continued)

TABLE XLVII

PRACTICES RELATING TO TEACHING LOADS

System number	Maximum high school teaching load	Are extra-curricula responsibilities considered?	How are extra-curricula responsibilities distributed?
10.	Professional matter, determined by teacher	Yes	Teachers may choose
11.	6 classes	No	All do something; pattern of interest followed
12.	6 classes	Equated	Employed for certain activities
13.	5 classes	Yes	Principal assigns according to interest
14.	5 classes	No	Assigned by principal; distributes on basis of interest and specialty
15.	6 classes	Yes	According to ability and interest
16.	5 classes	Yes	Assigned by principal
17.	5 classes	Yes	Based on ability, interest, willingness
18.	5 classes	Yes	Principal assigns according to interest
19.	6 classes and 1 study hall	Yes	Teachers given list; principal checks and assigns
20.	5 classes	Yes	Assigned by principal; attempts to equalize; interest

APPENDIX N (Continued)

TABLE XLVII

PRACTICES RELATING TO TEACHING LOADS

System number	Maximum high school teaching load	Are extra-curricula responsibilities considered?	How are extra-curricula responsibilities distributed?
21.	5 classes	Yes	According to interest; voluntary basis
22.	6 periods	No	Voluntary basis; extra pay
23.	5 classes	Yes	Principal assigns in terms of interest
24.	5 classes	Yes	Principal and head of department place before teachers in pre-school conference; extra pay
25.	5 classes	Yes	By ability when hired; principal assigns
26.	5 classes	Yes	According interest, training
27.	5 classes	No	Principal assigns according ability and interest; distributed to broaden
28.	5 classes	Yes	Assigned by principal on equitable basis
29.	7 periods	No	Superintendent assigns on basis of interest and ability
30.	6 periods	Yes	Principal assigns; consults teachers

APPENDIX N (Concluded)

TABLE XLVII

PRACTICES RELATING TO TEACHING LOADS

System number	Maximum high school teaching load	Are extra-curricula responsibilities considered?	How are extra-curricula responsibilities distributed?
31.	6 classes	No	Principal assigns on basis of interest
32.	6 classes	Yes	Jointly by superintendent and principal on basis of talent, interest and student choice
33.	5 classes	No	Pay; voluntary basis
34.	6 periods	Yes	Co-operatively
35.	5 classes	No	Extra pay; voluntary basis
36.	5 classes	Yes	Equated; interest
37.	5 classes 1 study hall	Yes	Principal assigns
38.	5 classes	Yes	Principal assigns; interest
39.	5 classes	Yes	Questionnaire; principal assigns
40.	5 classes	Yes	Committee equates

APPENDIX O

TABLE XLVIII

FURTHER PRACTICES RELATING TO TEACHING LOADS

System number	What difference is made for teachers with 2 or more sections of same class?	Is size of class considered in load assignment?
1.	Only 2 preparations required	Yes
2.	None	Yes
3.	None	No
4.	None	Yes
5.	None	No
6.	None	Yes
7.	None	Yes
8.	More extra-curricula activities	Yes
9.	None	No
10.	None	No
11.	None	Yes
12.	None	Yes
13.	None	No
14.	None	No
15.	More extra-curricular activities	Yes
16.	None	No
17.	None	Yes

APPENDIX O (Continued)

TABLE XLVIII

FURTHER PRACTICES RELATING TO TEACHING LOADS

System number	What difference is made for teachers with 2 or more sections of same class?	Is size of class considered in load assignment?
18.	None	Yes
19.	None	No
20.	None	No
21.	None	Balanced
22.	None	No
23.	None	No
24.	None	No
25.	None	No
26.	None	No
27.	None	Occasionally
28.	None	More classes
29.	None	No
30.	1 preparation for all	No
31.	None	No
32.	None	Equated
33.	None	Occasionally
34.	None	No

APPENDIX O (Concluded)

TABLE XLVIII

FURTHER PRACTICES RELATING TO TEACHING LOADS

System number	What difference is made for teachers with 2 or more sec- tions of same class?	Is size of class considered in load assignment?
35.	None	No
36.	None	No
37.	None over 3 prepara- tions	Yes
38.	None	No
39.	None	Equated
40.	None	No

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