

AN EVALUATION OF THE TOLAR ELEMENTARY
SCHOOL, TOLAR, TEXAS 2

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AN EVALUATION OF THE TOLAR ELEMENTARY
SCHOOL, TOLAR, TEXAS

THESIS

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CHAPTER I

INTRODUCTION

Statement of the Problem

The problem set forth for this study is to evaluate the Tolar Elementary School, Tolar, Texas.

Purpose of the Study

The purpose of the study is to determine the weak points and the strong points of the school, and to offer suggestions for improvement where needed.

Procedure

The Tolar Elementary School was evaluated on the basis of criteria found in the Evaluative Criteria, published by the Cooperative Study of Secondary School Standards. A companion volume, How to Evaluate a Secondary School, was used in making all computations, summarizing results, and making ratings. Since the Evaluative Criteria was originally produced for use in secondary schools it was necessary to make certain adaptations and modifications in order to apply it to an elementary school. Thermometer scales for use in showing the scores in graphic form could not be used as the norms for them were formulated for secondary schools and could not

be applied to the elementary school. Instead, comparisons were made with standards set up for elementary schools by recognized educators. Tables taken from the Evaluative Criteria were modified in form in order that they might conform to the manual of instructions for preparing a thesis.

Evaluations on all items were made by means of checklists and evaluative questions. Below is given the general instructions for the use of the checklists and evaluative questions in making the evaluations.

The use of checklists requires four symbols.

(1) If the provision or provisions called for in a given item of the checklist are definitely made or if the conditions indicated are present to a very satisfactory degree, mark the item, in the parenthesis preceding it, with the symbol (✓); (2) if the provision is only fairly well made or the conditions are only fairly well met, mark the item with the symbol (-); (3) if the provisions or conditions are needed but are not made, or are very poorly made, or are not present to any significant degree, mark the item with the symbol (0); (4) if it is unnecessary or unwise for the school to have or to supply what specific items call for, mark such items with the symbol (N). (Note: The figures are to be regarded merely as convenient symbols, not mathematical terms.) In brief, mark items:

- ✓ condition or provision is present or made to a very satisfactory degree
- condition or provision is present to some extent or only fairly well made.
- 0 condition or provision is not present or is not satisfactory
- N condition or provision does not apply

Space is provided at the end of each checklist for writing additional items.

Evaluations are to be made, wherever called for, on the basis of personal observation and judgment, in the light of the checklist as marked in accordance with the above instructions, and of all other available evidence, using a five point rating scale, as follows: (Note: The figures are to be regarded merely as convenient symbols, not mathematical quantities.)

5. - Very superior; the provisions or conditions are present and functioning to the extent found in approximately the best 10% of regionally-accredited schools.
4. - Superior; the provisions or conditions are present and functioning to the extent found in approximately the next 20% of regionally-accredited schools.
3. - Average; the provisions or conditions are present and functioning to the extent found in approximately the middle 40% of regionally-accredited schools.
2. - Inferior; the provisions or conditions are present and functioning to the extent found in approximately the next 20% of regionally-accredited schools.
1. - Very inferior; the provisions or conditions are present and functioning to the extent found in approximately the lowest 10% of regionally-accredited schools.
- N. - Does not apply.¹

Organization

After a brief introduction, the philosophy and objectives of the evaluated school are discussed in Chapter II. The philosophy and objectives formulated by the professional staff are presented and compared with those formulated by several leading educators.

Chapter III presents a description of the pupil population and school community. Such basic data regarding pupils as enrollment, withdrawals, age-grade distribution, and mental ability of pupils are given. Data regarding the community include population data, occupational status of adults, educational status of adults, financial resources, and other agencies affecting education.

¹Cooperative Study of Secondary School Standards, Evaluative Criteria, p. 30.

The curriculum and courses of study are evaluated in Chapter IV. Checklists and evaluations taken from the Evaluative Criteria are included. The present curriculum and courses of study are examined, and compared with conditions approved by leading authorities. Criticisms of the present situation are made with suggestions for improvement.

The evaluated school has no organized program of pupil activity, and has no library service; however, these subjects are discussed briefly in Chapter V. Checklists and evaluations are not included in the chapter. Standards for both pupil activity and library service are set up, and suggestions made for including these agencies in the educational program of the school.

Chapter VI deals with instruction; classroom activities, use of community and environment as opportunities for instruction, use of textbooks and other instructional materials, and methods of appraisal are discussed. Checklists and evaluative questions are used to show the status of the school in the matter of instruction. Criticisms and suggestions for improvement are made.

The outcomes of the educational program are studied in Chapter VII. Outcomes in attitudes and appreciations, and in the principal subject-matter fields are shown by means of checklists and evaluative questions. Suggestions are made for improving the outcomes of the educational program.

The professional and non-professional staffs of the evaluated school are studied in Chapter VIII. The professional staff is considered from the standpoints of numerical adequacy, selection, qualifications, improvement in service, and conditions of service. The non-professional staff is considered from the angles of qualifications, improvement in service, and conditions of service. Checklists and evaluations show the status of the professional and non-professional staffs. Standards are set up, criticisms made of present conditions, and suggestions made for improvement.

Chapter IX presents the study of the school plant. The school plant includes the site, the building, and equipment. These educational agencies are studied with respect to health and safety, economy and efficiency, and influence on the educational program. Where criticisms are made, suggestions are made for improvement.

Chapter X deals with school administration. The specific items include administrative staff, organization, supervision of instruction, business management, and school and community relations. Conditions found in the evaluated school are shown by means of checklists and evaluative questions.

In Chapter XI a number of conclusions are drawn, and recommendations made for improvement.

CHAPTER II

PHILOSOPHY AND OBJECTIVES

In every program of evaluation a well-stated philosophy and set of objectives for the school to follow are the first requisites. In the following excerpt from Evaluative Criteria the philosophy and objectives are concisely set forth:

It is essential for each school to have a carefully formulated educational philosophy. The school should be free to determine this philosophy for itself to the extent that it promotes the principles and spirit of American democracy. Each school should be able to justify any marked variation from generally accepted principles. The stated philosophy of education should be associated with and be made fundamental to the educational program of each school. This philosophy should be made specific in a statement of objectives. Without such a statement of objectives growing out of a sane educational philosophy, a school leads an aimless life.¹

A philosophy of education is not the abstract, forbidding thing that it is often thought to be. Bolton, Cole, and Jessup say that "it is merely a tentatively complete and ordered set of ideas and ideals which give meaning to details. A philosophy of education must constantly reach out beyond the schoolroom and be included in a philosophy of society."²

¹Cooperative Study of Secondary School Standards, op. cit., 1940, p. 6.

²Frederick H. Bolton, Thomas R. Cole, and John H. Jessup, The Beginning Superintendent, p. 145.

John Dewey expresses his philosophy of education as follows:

If philosophy is for anything -- if it is not a kind of mumbling in the dark, a form of busy work -- it must shed some light upon the light. Life without it must be a different sort of thing from life with it. And the difference which it makes must be in us. Philosophy, then, is reflection upon social ideals, and education is the effort to actualize them in human behavior.³

In speaking of the philosophy of education, McGaughy says:

The philosophy which accepts it as a fact that the elementary school must be concerned with the total personality of the child, and the psychology which recognizes that child as a unified integrated human being, rather than as the sum of many specific and separate parts and traits, must be the bases for any sensible and scientific extension of the frontiers of elementary education.⁴

The staff of the evaluated school believes that the type of political organization most desirable for society is one in which all individuals have equal voice in the determination of policies. The economic organization most desirable is one in which no restrictions are placed upon the right of an individual to amass wealth. The social organization most desirable is one in which all individuals have equal social status regardless of economic, cultural, or intellectual qualifications and regardless of race or nationality. In a democracy the school should place most emphasis upon helping

³Educational Policies Commission, The Unique Function of Education in American Democracy, p. 1.

⁴J. R. McGaughy, An Evaluation of the Elementary School, pp. 37-38.

to prepare pupils to make adjustments to meet changing conditions. Free elementary education should be provided for all children who are not mentally or physically defective to such an extent that they cannot be educated with normal children. In a democracy the financial support of elementary education is primarily the responsibility of the federal or national government. Education is an enterprise involving many community agencies. As the chief institution developed by society for education, the school should actively seek the advice and cooperation of community agencies in planning and carrying on the educational program of the community. Elementary school attendance should be required by law for all pupils until they graduate regardless of age.⁵

With regard to the curriculum, the staff believes that the most desirable theory with respect to individual differences among pupils requires that the elementary school study each pupil to discover his particular traits and abilities as a basis for his own curriculum. Pupils should have some part in determining the content and activities which constitute their school experiences. The offerings of the elementary school should be organized in terms of conventional subject classifications with definitely planned correlation of subjects so as to insure consideration of the total experience of each pupil. The offerings of the elementary

⁵Cooperative Study of Secondary School Standards, op. cit., pp. 8-9.

school should be planned chiefly with a view to the discovered developmental and adjustment needs of its pupils regardless of their future academic plans. The educational program of the elementary school should be concerned primarily with selected experiences which pupils find interesting but whose major value is in adult life. The responsibility of the elementary school for assisting in the development of well-rounded pupil personalities requires exploration of the pupils' abilities together with social integration and some differentiation.⁶

In regard to the pupil activity program, it is the belief of the staff that in a well-organized pupil activity program pupils should be free to initiate plans, subject to a sponsor's approval. In choosing leaders for the various pupil activities, pupils should be unrestricted in the selection of leaders. The principal and teachers of the elementary school should encourage pupil activities to supplement the curriculum and make definite provision for sympathetic supervision to insure desirable outcomes.⁷

The elementary school library should be a place where trained personnel not only help pupils and teachers to find and use materials needed in their study but also feel responsibility for stimulating leisure time and independent reading interests of pupils and teachers. Library needs of

⁶Ibid., pp. 9-10.

⁷Ibid., p. 10.

elementary pupils can be adequately met by a school library so planned and equipped as to serve both school and community needs.⁸

In carrying out the guidance function of the elementary school it is desirable that the pupil and staff members discover cooperatively the characteristics and needs of the pupil and decide the specific experiences to be provided. In relation to secondary and higher schools, the elementary school should make definite provision for effective articulation. This should involve not only information about the school but cooperative efforts toward mutual understanding and toward elimination of conditions which make pupil adjustment difficult. The elementary school should assume the responsibility for assisting pupils in all phases of personal adjustment -- the school's guidance function includes educational, vocational, social, recreational, and other phases.⁹

Within the classroom the teacher should treat each pupil as an individual and assist him in achieving the maximum development of which he is capable in the given field. Learning is promoted most effectively by participating in activities which require problem solving procedures, or reflective thinking, generalization, and application, with incidental direction of emotional responses.¹⁰

With reference to outcomes, the staff believes that the

⁸Ibid., p.11.

⁹Ibid., pp. 11-12.

¹⁰Ibid., p. 12.

pupil should be taught how to think rather than what to think. Participation in the program of an elementary school should result in development of generalizations, appreciations, attitudes, and ideals in addition to the acquisition of knowledge, habits, and skills.¹¹

The final decision on the selection of teachers should be made by the board of education, accepting or rejecting the nominations of the responsible head of the school. In selecting the staff of an elementary school the primary consideration (assuming equivalent personal qualifications) should be given to candidates who have completed a comprehensive and coordinated program which included subject matter specialization as well as professional preparation.¹²

The most desirable viewpoint concerning the school plant in its relation to its community is that the school plant and all its facilities should be available for community use whenever this does not interfere with school activities. The school plant should be used by the staff and pupils as an active agency to promote educational values. It should be looked upon as susceptible of some modification and adjustment to meet school needs.¹³

In the administration of the elementary school, the board of education should pass upon policies formulated by the administrative head in cooperation with the staff. The effi-

¹¹Ibid., p. 12.

¹²Ibid., pp. 12-13.

¹³Ibid., p. 13.

ciency of the instructional processes of an elementary school is promoted best by a type of supervision in which programs and procedures are determined cooperatively; the supervisory head serves chiefly as an expert adviser and guide.¹⁴

The philosophy of education of any school should be made specific in a statement of its specific aims, or objectives. Horne says that there are three characteristics found in all good educational aims. "They are founded on the activities and needs of the pupils; they enlist the cooperation of the pupils; and, they are specific and immediate, not 'general and ultimate.'"¹⁵

Many of the authorities agree generally concerning their conception of the objectives of education. Briggs believes that it is the duty of the school to teach pupils to do better the desirable things that they will do anyway; and to reveal higher activities and to make them both desired and maximally possible.¹⁶ The same idea is expressed by Everett as follows:

We believe that our school should provide experiences, which will help each child individually to develop to the fullest and finest extent for useful, happy living now as well as in the future. This requires the development of not only mental and physical skills, but of desirable social, moral, and spiritual

¹⁴Ibid., p. 13.

¹⁵H. H. Horne, The Democratic Philosophy of Education, p. 140.

¹⁶Thomas H. Briggs, Improving Instruction, pp. 219-239.

attitudes, habits, appreciations, and ideals. In fact, our aim is to bring about the finest possible well-rounded, continuous development of the personality of each individual child.¹⁷

Concerning the objective of all education, Barr, Burton, and Brueckner say:

The objective of all education is the provision of opportunities for continuous intellectual, physical, spiritual, and social growth on the part of the individual to the end that he may function more capably and more happily as a member of a cooperative democratic society..... The purpose of public education shall be to develop individuals who can live successfully in a democracy. Successful living means that (1) they must be able to see the problems in their own and the social life; (2) they must be able to solve these problems successfully; and (3) they must will to take the necessary steps to achieve the solution.¹⁸

The specific functions of the elementary school are listed by Reavis, Pierce, and Stullken as follows:

1. The direction of the child in the acquisition of the fundamental abilities and skills basic to formal learning
2. The socialization of the pupil
3. Acquainting the pupil with a well selected body of conventional knowledge and developing a wholesome attitude toward learning
4. Train the pupil to make worthy use of his leisure time
5. Developing an interest in physical development and a consciousness of proper bodily care¹⁹

The specific objectives adopted for the Tolar Elementary School by its staff are as follows:

1. To benefit physically, mentally, socially, and cul-

¹⁷Marcia Everett, "Progress Toward Integration in a Rural Community," Educational Method, XV (1936), 180-181.

¹⁸A. S. Barr, W. H. Burton, and L. J. Brueckner, Supervision, Chapter V.

¹⁹W. C. Reavis, P. R. Pierce, and F. H. Stullken, The Elementary School, pp. 13-14.

turally every pupil of elementary school age in the community.

2. To determine and employ the method with the highest productivity of satisfactory result.
3. To provide a staff of professionally trained people who love their work and who can develop desirable relationships with children.
4. To provide a high degree of articulation between the elementary school and the secondary school.
5. To cause each child to learn to express himself freely in both oral and written English.
6. To instill in each child a high regard for cleanliness and neatness of his person and environment.
7. To develop in each child a pride in work well done.
8. To develop in each child an appreciation of American democracy, American culture, and American ideals.
9. To teach each child to prize spiritual values.
10. To develop in each child a wholesome sense of values.
11. To develop in each child self-reliance in the discharge of responsibility.
12. To train each child to make worthy use of his leisure time.

The educational philosophy and objectives of the evaluated school were formulated and adopted by its professional staff with two ideas in mind: (1) promoting the principles

and spirit of American democracy, and (2) satisfactorily meeting the needs of the elementary school population and the community. An attempt was made to make the educational philosophy specific in a statement of definite objectives. These objectives are statements of what the evaluated school is trying to do toward carrying out the ideals of the educational philosophy.

CHAPTER III

PUPIL POPULATION AND SCHOOL COMMUNITY

The school exists primarily for the benefit of the boys and girls of the community which it serves. The type of people, their vocations and interests, their tendencies and prejudices, their abilities, their racial characteristics, their hopes and prospects regarding the future, their customs and habits, the similarities and differences of groups within any community, are different from those of other communities. The school should know the distinctive characteristics and needs of the people and groups of people of the school community, particularly those of the children. But every school community inevitably is interrelated with other communities and is a part of larger communities, particularly the state and nation. The school should therefore adapt its general philosophy and specific purposes to its own community and to the larger communities of which it is a part.¹

The enrollment in the Tolar Elementary School from the scholastic year 1936-1937 to the scholastic year 1939-1940 is shown in Table 1. The enrollment trend for the four-year period is seen to be a steady decrease. The decrease in enrollment from 161 in 1936 to 114 in 1940 is significant, a

TABLE 1

ENROLLMENT FOR THE YEARS 1936-1940

Year	Enrollment
1936-1937.....	161
1937-1938.....	138
1938-1939.....	133
1939-1940.....	114

¹Cooperative Study of Secondary School Standards, Evaluative Criteria, p. 18.

decrease of twenty-nine per cent. This downward enrollment trend is attributed to a shift in the community from farming toward ranching.

Table 2 shows the number of graduates from the evaluated school each year for the four-year period from 1936 to 1940.

TABLE 2
GRADUATES FROM THE EVALUATED SCHOOL FOR THE YEARS 1936-1940

Year	Number of Graduates
1936-1937.....	26
1937-1938.....	19
1938-1939.....	15
1939-1940.....	17

During the twelve-months' period from September, 1938, to September, 1939, fifty-two pupils withdrew from the evaluated school. Table 3 shows that removal from the community, lack of interest in school work, and graduation were the most prevalent causes of withdrawals.

TABLE 3
WITHDRAWALS BETWEEN SEPTEMBER, 1938, AND SEPTEMBER, 1939

Reasons for withdrawal	Number of withdrawals
Family moved away.....	18
Lack of interest.....	16
Graduation.....	15
Disciplinary difficulties.....	1
Other reasons.....	2
	—
Total.....	52

Table 4 shows the age-grade distribution of students of

the evaluated school for the scholastic year 1939-1940. This table shows that only 2.63 per cent of the total enrollment is accelerated; the third, the sixth, and the seventh grades each have one accelerated pupil. Twenty-two, or 19.3 per cent of the pupils are found to be retarded. This leaves a total of eighty-nine, or 78.07 per cent of the total enrollment, at age.

TABLE 4
AGE-GRADE DISTRIBUTION

Grade	Age									Total	Per Cent of Total	Per Cent Accelerated	Per Cent at Age	Per Cent Retarded
	6	7	8	9	10	11	12	13	14					
First..	10	1								11	9.65		100.00	
Second.		6	4	2						12	10.53		83.30	16.67
Third..		1	11	5	2					19	16.67	5.26	84.21	10.53
Fourth.				5	3	3	1	1		13	11.40		61.54	38.46
Fifth..					6	5	2	2	2	17	14.91		64.71	35.29
Sixth..					1	11	5	3	1	21	18.42	4.76	76.19	19.05
Seventh						1	9	8	3	21	18.42	4.76	80.95	14.29
Total.	10	8	15	12	12	20	17	14	6	114	100.00	2.63	78.07	19.30

No intelligence tests have ever been given the pupils of the evaluated school. The general mental ability of the pupils seems to be average. Intelligence quotients should be de-

terminated and use made of the information secured.

The Tolar Elementary School is located in a rural community, the population of which is estimated at 750. The secondary school population is 150 (estimated); and the secondary school enrollment is 109.

The occupational status of the parents of the pupils of the evaluated school is shown in Table 5. This table, compiled from data kept for each pupil, shows that fifty-five parents are engaged in agriculture; seventy-three are engaged in homemaking; ten are engaged in unskilled labor; five in skilled labor; and two in miscellaneous occupations. Three are unemployed or on relief; and one is a manager or proprietor.

TABLE 5
OCCUPATIONAL STATUS OF PARENTS OF THE CHILDREN IN
THE TOLAR ELEMENTARY SCHOOL

Occupations	Men	Women	Total
Manager or proprietor...	1		1
Agriculture.....	51	4	55
Homemaking.....		73	73
Skilled labor.....	5		5
Unskilled labor.....	10		10
Unemployed or on relief.	3		3
Miscellaneous.....	2		2
Totals.....	72	77	149

A study of the educational status of the adults of the entire Tolar community shows it to be low. Approximately fifteen per cent of both men and women never completed the work offered in the elementary school, and only thirty per cent of those who entered high school graduated. Only .5 per cent of the men and .8 per cent of the women in the community graduated from a college or university.²

The only school in the Tolar community other than the evaluated school is the public secondary school, a member of the same educational system.

There are three churches in the Tolar community, all of which are protestant in denomination. The Methodist and Baptist are the churches most generally attended by the pupils and their parents. The ability and influence of the ministers seem to be average.

Of the total population of the Tolar community, 98 per cent (estimated) is American born white, and two per cent (estimated) American born Negro. English is the only language spoken in the community. The general moral or ethical tone of the various neighborhood groups appears to be average. No facilities are available for recreation for the various neighborhood groups.

The interest in, and the attitude shown toward, the school is inferior. The attitude toward the school is largely one of

²Percentages given are careful estimates.

nonchalance. Little interest in school activities is shown by the community as a whole.

The Tolar Independent School District, of which the evaluated school is an agency, has an assessed valuation of \$190,000. There is a local tax rate of one dollar per hundred dollar valuation, fifty cents of which is for maintenance and fifty cents for bonds. The greatest sources of revenue are rural aid allotments from the State, and the State per capita apportionment. No other sources of revenue are available.

The current expense (not including capital outlay) of the elementary school per pupil in daily attendance is \$23.26 as compared with \$52.67 for elementary education per pupil for the State as a whole, and \$64.76 for the United States. The taxable wealth per youth of elementary school in the school community is \$1,287.43. This per capita wealth is low, when compared with \$5,880 for the State and \$9,335 for the nation.

CHAPTER IV

CURRICULUM AND COURSES OF STUDY

Curriculum Development

The curriculum may be defined as all the experiences which pupils have while under the direction of the school; thus defined it includes both classroom and extra-classroom activities. All such activities should therefore promote the needs and welfare of the individual and of society.¹

Curriculum development in the evaluated school is studied for sources, and for organization and procedure. Below is given the complete checklist with symbols showing how each item was checked.

- (0) 1. The school's underlying philosophy of education is clearly formulated and frequently discussed.
- (0) 2. The aims or objectives of the educational program are clearly formulated and frequently discussed.
- (-) 3. Provision is made for interrelating and unifying educational activities and materials, within years or grades and between consecutive years or grades.
- (-) 4. The interrelationship of subject matter fields and their relation to life situations are emphasized rather than subject matter fields as separate entities.
- (-) 5. The selection of learning activities and materials which will best promote each pupil's interests and his plans for the future is emphasized rather than uniform group achievement.
- (-) 6. Enlargement and enrichment of the pupil's scope of interests are encouraged and too great specialization is avoided.

¹Cooperative Study of Secondary School Standards, op. cit., p. 317-23

- (-) 7. Materials and activities are adapted to the degree of development and maturity of the pupils.
- (-) 8. Provision is made for promoting constant inter-relationship between the pupil activity program and the regular classroom program.
- (-) 9. Provision is made for both teachers and pupils to have a part in the day-by-day and week-by-week planning and development of curriculum materials and experiences.
- (-) 10. Provision is made for assuring thoroughness and comprehensiveness of learning in two or more fields of knowledge.
- (0) 11. Study of the social and economic characteristics of the community is used as a source for curriculum development.
- (N) 12. Careful, continuous study of what pupils leaving or graduating from the school do and where they go is used as a source for curriculum development.
- (0) 13. Careful study of the social and economic changes in both the local and broader society in their relation to changes in educational theory is used as a source for curriculum development.
- (-) 14. Study of courses of study of other high schools is used as a source for curriculum development.
- (-) 15. Study of curriculum material in educational literature is used as a source for curriculum development.
- (0) 16. Carefully conducted and evaluated classroom experimentation in the local school or in other schools is used as a source for curriculum development.
- (-) 17. Study of pupil interests and plans is used as a source for curriculum development.
- (-) 18. Demands by the public for change are used as a basis for curriculum development.
- (-) 19. General plans for a program of curriculum development and adaptation are carefully and cooperatively formulated.
- (-) 20. The principal or some other qualified official supervises the school's program of development and adaptation of the curriculum and courses of study.
- (0) 21. Those charged with special responsibilities in connection with the development of the curriculum and courses of study are provided necessary time, materials, and working conditions.
- (0) 22. Qualified laymen are consulted regarding the curriculum and courses of study.

- (0) 23. The services of professional consultants are secured whenever needed.
- (-) 24. The teachers are made aware of the need for probable changes in the curriculum and courses of study and are trained for the task of helping make changes as need arises.
- (-) 25. Plans for revision and development aim at the constantly increasing use by the pupils of all accessible library, museum, laboratory, and field materials.
- (-) 26. The general plans for development and revision provide not only for changes to meet present social needs, but also for leadership in anticipating and preparing for future needs.
- (-) 27. The educational activities and possibilities of other educational and social agencies in the community are definitely taken into account and provision is made for cooperation with them.
- (-) 28. Changes in the curriculum and courses of study, except in rare cases, are developmental and evolutionary in nature and plan, rather than abrupt.²

Of the twenty-eight items in the above checklist, nineteen were checked (-), indicating that the conditions or provisions are present to some extent or only fairly well made; eight are checked (0), indicating that the conditions or provisions are not present or are not satisfactory; and one is checked (N), indicating that the condition or provision does not apply. On the whole, the checklist seems to indicate an inferior ranking for the evaluated school in the matter of curriculum development.

The following evaluations were made for the above checklist:

²Ibid., pp. 31-33.

- 3
 (2) a. How satisfactory is the attention given to the development of the philosophy and objectives of the educational program?
 4
 (2) b. To what extent is administrative provision made for securing interrelationship of subject matter fields?
 (2) c. To what extent is administrative provision made for meeting individual needs and abilities of pupils?
 (2) d. How extensively have such sources as the above been made available?
 (2) e. How extensively have such sources been used by the staff?
 3
 (2) f. To what extent is satisfactory leadership in curriculum development present or provided?
 1
 (2) g. How well is the staff organized for study and development of the curriculum and courses of study?
 1
 (2) h. How well are such procedures as the above followed?³

All of the above evaluative questions are rated (2), or inferior. The school score, or average evaluation for curriculum development, is (2.0) also.

Until the present study was begun, the school staff had never developed a carefully formulated educational philosophy made specific in a statement of aims or objectives for the educational program. "It is essential for each....school to have a carefully formulated educational philosophy which.... should be associated with and be made fundamental to the educational program of the school."⁴ "It is a major responsibility of the school to prepare a statement of those ideals in usable form for directing the educational program."⁵

³Ibid.

⁴Ibid., p. 6.

⁵H. L. Caswell and D. S. Campbell, Curriculum Development, p. 29.

No administrative provision is made for securing inter-relationship of subject matter fields, or for meeting individual needs and abilities of pupils. Caswell and Campbell say that "the school program in a democracy must give major attention to the development of the capacities of each individual for happy and successful living."⁶ No studies of the social and economic characteristics of the community, or of pupil interests and experiences, have been made. "An adequate curriculum can be developed only when all elements in the experience of the learner are considered."⁷

Satisfactory leadership in curriculum development is not provided in the evaluated school. "This should be a cooperative enterprise engaging all staff members, carried on under competent leadership, and using all available resources."⁸ Speaking of cooperative leadership for curriculum development, Caswell and Campbell say:

It can be accomplished only through assistance from many workers and many fields of study....the entire teacher group within the system must become sensitized to the need for the improvement of instruction. Provision should be made for the stimulation and guidance of the professional reading and study of the teachers.⁹

The criticisms made of the curriculum of the State of Texas as a whole may well be applied to the Tolar situation, as the same conditions are found. These criticisms, or reasons

⁶Ibid., p. 36.

⁷Ibid., p. 69.

⁸Cooperative Study of Secondary School Standards, op. cit., p. 31.

⁹Caswell and Campbell, op. cit., p. 69.

for curriculum revision, are as follows:

1. Modern social life has been changing much more rapidly than the curriculum which, theoretically at least, attempts to reflect social changes. This gap must be bridged. Not only must the school catch up with present day educational needs, but if our democratic civilization is to be conserved, it must anticipate and prepare for whatever changes in social, economic, and civic conditions lie ahead.
2. No longer the select few, but the children of all the people now attend school. They represent all levels of mental ability, social background, and human aspiration. The curriculum must be adjusted to abilities of all types; it must carry all types of higher levels of cooperative living. The large percentage of failure and the slow progress of pupils which characterize Texas schools must be greatly reduced.
3. The curriculum has not kept pace with practices which scientific experimentation has shown to be most fruitful in bringing about desired outcomes. Antiquated objectives, materials, and procedures have too large a place in the modern classroom. These outworn curriculum practices must yield to better subject matter and improved educational psychology.¹⁰

A specific list of the ways in which the present curriculum falls short of preparing citizens for present-day society is given as follows:

1. Lack of attention to principles of handling money, investments, etc.
2. Insufficient emphasis on current political and economic issues.
3. Lack of interest in controversial topics of the day.
4. Over-emphasis upon formal drill.
5. Too much emphasis upon mere facts to the exclusion of using facts in reasoning.
6. Lack of attention to social and industrial problems.
7. Lack of provision for actual pupil participation in community activities.¹¹

¹⁰Texas State Department of Education Bulletin, Handbook for Curriculum Development, p. 11.

¹¹Ibid., p. 15.

Courses of Study

Courses of study may be defined as that part of the curriculum which is organized for classroom use. They suggest content, procedures, aids and materials for the use and guidance of teachers, pupils, and administrators.¹²

Offerings which are a regular part of the courses of study in the evaluated school are shown by Table 6 to include six years of English; seven years each of spelling, reading, mathematics, writing, and health and physical education for both boys and girls; five and one-half years of social studies (history, geography, and government); and two years each of phonics and art. These offerings are those formulated and prescribed by the State Department of Education, and are inflexible and traditional. The offerings are judged to be

TABLE 6
AMOUNT OF OFFERINGS

Items Considered	English	Spelling	Reading	Mathematics	Writing	Social Studies	Phonics	Art	Health and Phys. Ed.
Total no. of units offered in each field.	6	7	7	7	7	5.5	2	2	7
Enrollment of pupils in each field....	98	114	114	114	114	100	23	23	114

¹²Cooperative Study of Secondary School Standards, op. cit., p. 31.

average on the basis of their adequacy toward meeting present pupil needs, and on the basis of balance given the program of studies to avoid too much or too little offering in any field as compared with other fields.

The subject matter offerings of the evaluated school are checked on the basis of their content in Table 7, which serves as a checklist for this purpose.

The checklist in the table, which contains ninety-nine items, contains twenty-eight which are checked (\checkmark), forty-nine which are checked (-), and twenty-two which are checked (0). This seems to indicate that the content of ^{the} course of study is below average.

Table 8 shows the evaluations made for the content of offerings. Of the thirty-six evaluations, nineteen are rated (2) and seventeen are rated (1). The average evaluation is (1.5), which rates the evaluated school as inferior in its content of offerings.

The English courses make no provision for meeting individual differences; including materials and experiences of potential value in adult life; or for solving appropriate problems requiring elementary research procedures. They do little toward promoting pupils' understanding of present-day social problems. The objectives to be attained have never been stated. Concerning the status of English in the curriculum, McGaughy says:

TABLE 7

AN EVALUATION OF CERTAIN PROVISIONS OF THE CONTENT
OF OFFERINGS IN THE TOLAR ELEMENTARY SCHOOL

In each major field or area provision is made for:	Eng-lish	Spell-ing	Read-ing	Mathe-matics	Writ-ing	So-cial Stud-ies	Phon-ics	Art	Health and Phys. Ed.
Stating the objectives to be attained.....	0	0	0	0	0	0	0	0	0
Emphasizing significant contributions of our social heritage to present-day life values.....	-	-	/	-	-	/	-	-	-
Promoting pupils' understanding of present-day social problems....	-	-	/	/	0	/	0	0	-
Stimulating pupils' interests and satisfying their needs.....	-	-	-	-	-	-	0	-	/
Modifying courses to meet individual differences..	-	-	-	-	/	-	/	/	0
Including materials and experiences of potential value in adult life.....	-	/	/	/	/	-	-	-	-
Interrelating the work in different subject fields.....	/	/	/	-	/	-	-	0	0
Indicating materials to be used or activities to be carried out...	/	/	/	/	/	/	0	/	/

TABLE 7 -- Continued

In each major field or area provision is made for:	Eng-lish	Spell-ing	Read-ing	Mathe-matics	Writ-ing	So-cial Stud-ies	Phon-ics	Art	Health and Phys. Ed.
Suggesting methods to be used in attaining objectives.	-	-	-	/	/	-	0	0	0
Solving appropriate problems requiring elementary research procedures.....	-	-	-	/	-	-	0	-	-
Formulating procedures for evaluating outcomes.....	-	-	-	-	-	-	0	-	-

Formal grammar, as a subject, should not be included in the curriculum, but a good procedure is to place the child in an environment in which he will have interesting and worthwhile experiences, and then to help him to express himself intelligently, vividly, and accurately in his verbal and written reports of these experiences.¹³

In the field of mathematics, the following factors are found to be present to a limited extent: stimulating pupils' interests and satisfying their needs; modifying courses to meet individual differences; interrelating the work in different subject fields; and formulating procedures for evaluating outcomes. Attempts are made toward promoting pupils' understanding of present-day social problems. McGaughy says that

¹³McGaughy, op. cit., p. 112.

TABLE 8
EVALUATIONS OF CONTENT OF OFFERINGS

Evaluative Questions	Eng-lish	Spell-ing	Read-ing	Mathe-matics	Writ-ing	So-cial Stud-ies	Phon-ics	Art	Health and Phys. Ed.
How well does each course of study accord with the philosophy and objectives of the school?....	1	1	1	1	2	1	2	1	1
How appropriate is the content of each course of study to meet the needs of the pupil population of the school?....	1	2	1	2	2	2	2	1	1
How well is provision made in each course for correlation with other appropriate fields?.....	2	2	2	1	2	1	2	1	1
How well does each course of study provide for applications to out-of-school life?.....	2	2	2	2	2	2	2	1	1

arithmetic is still stressed in the elementary school because of the importance of mathematical relationship in the modern world and because of its importance in the traditional school. He holds that the mastery of arithmetical facts is important,

but the belief that this mastery must be obtained by the age of twelve or fourteen, beyond need or ability, rests on no sounder basis than that of tradition. He suggests that since it has been proved that comparatively few people need so much arithmetic, it should not be stressed until the child is sufficiently mature to recognize common-sense reasons for learning the techniques and processes.¹⁴

The social science courses attempt to emphasize significant contributions of our social heritage to present-day life values; to promote pupils' understanding of present-day social problems; and to include materials and experiences of potential value in adult life. Factors not present in the social studies courses include provision for individual differences, interrelating the work in different subject fields, stating the objectives to be attained, and stimulating the pupils' interests and satisfying their needs.

The courses in art, health and physical education, reading, writing, spelling, and phonics are inferior. The objectives to be attained are not stated; pupils' interests are not stimulated or their needs satisfied; courses do not make provision for individual differences; and work is not interrelated in different subject fields to the extent that it could be.

¹⁴Ibid.

Summary

The summary score for curriculum and courses of study in the evaluated school is found to be (1.6), as shown in Table 9. The school staff needs to make a statement of its philosophy and objectives concerning the educational program. More provision should be made for securing interrelationship of subject matter fields. The individual needs and abilities of

TABLE 9
SUMMARY OF EVALUATIONS OF CURRICULUM AND
COURSES OF STUDY

Items	Evaluations					Total	Divisor	Score
	(A)	(B)	(C)	(D)	(E)			
Curriculum development,	2	2	2	2	2	10	5	2.0
English.....	1	1	2	2		6	4	1.5
Spelling.....	1	2	2	2		7	4	1.8
Reading.....	1	1	2	2		6	4	1.5
Mathematics...	1	2	1	2		6	4	1.5
Writing.....	2	2	2	2		8	4	2.0
Social studies	1	2	1	2		6	4	1.5
Phonics.....	2	2	2	2		8	4	2.0
Art.....	1	1	1	1		4	4	1.0
Health and physical education...	1	1	1	1		4	4	1.0
Total....						65	41	15.8
School score..								1.6

pupils should be considered. The professional staff should study the curriculum and courses of study with the idea of better meeting pupil needs. There is a need for a greater variety of courses, especially in the fields of art, music, and vocational subjects.

CHAPTER V

PUPIL ACTIVITY PROGRAM AND LIBRARY SERVICE

Pupil Activity Program

There is no organized pupil activity program in the Tolar Elementary School. There are home rooms, but their function is largely that of carrying out administrative details. "There should be an organized program for pupil activity....complementary to and integrated with classroom activities...."¹

Reavis, Pierce, and Stullken believe that "extra-curricular activities are justified on the ground that....inasmuch as pupils will associate anyway, the school should seek to direct and improve the character of the associations to the end that wholesome and beneficial experiences may result."² They state further, concerning the value of pupil activity:

If, as a result of participation in extra-curricular activities, children learn how to live and get along with other children happily and successfully, the claim may be made that the values are comparable in importance with the values derived from classwork. Since both types of training are necessary and neither is adequate

¹Cooperative Study of Secondary School Standards, op. cit., p. 39.

²Reavis, Pierce, and Stullken, op. cit., p. 175.

without the other, the relation between curriculum and extra-curriculum activities is obviously complementary.³

Some of the more common forms of pupil activity are civic clubs, school councils, improvement associations, safety patrols, monitor staffs, special interest clubs, recreational activities, social activities, home room activities, school assemblies, school library, school savings bank, and school newspapers.⁴

Library Service

Adequate provisions for the school library should include the following: (1) a well educated, efficient librarian; (2) books and periodicals to supply the needs for reference, research, and cultural and inspirational reading; (3) provision for keeping all materials fully cataloged and well organized; (4) a budget which provides adequately for the maintenance and improvement of the library; (5) encouragement of the pupils in the development of the habit of reading and enjoying books and periodicals of good quality and real value.⁵

No provision is made for a central library in the evaluated school; each classroom has its own library, composed of reference books, periodicals, and other such library materials as are available. There is no library staff; each teacher is responsible for the administration, selection, and proper use of the library materials provided for her group. In the case of the upper grades, each teacher employs student assistants who carry on a large part of the library duties.

³Ibid., p. 176.

⁴Ibid., pp. 175-201.

⁵Cooperative Study of Secondary School Standards, op. cit., p. 51.

Concerning the type of library found in the evaluated school, Reavis, Pierce, and Stullken say:

The first stage in the development of library service in an elementary school is the classroom library. This form of library organization is perhaps the most common in elementary schools at the present time, and it has many favorable aspects..... The chief values of this plan lie (1) in the correlation the teacher can establish between classroom work and reading for recreational and informational purposes, (2) the contacts made possible between the pupils and the public library, and (3) the opportunities furnished for guiding the pupils in reading by the home-room teacher. The classroom library is especially suited for developing in the children of the primary grades the desire to know and read books. The unfavorable aspects of the plan are the time and effort required on the part of the teacher in distributing and collecting books; the responsibility for the safeguarding of the books, which must be borne by the teacher; and the limited range of books available at one time. Of course the comfortable and attractive atmosphere for reading which is provided in a centralized library is entirely missing in the classroom library.⁶

The evaluated school is not affiliated with any public library; the library materials furnished for each classroom are purchased by the board of control, according to requisitions of individual teachers. As only ten dollars per teacher is allotted for the purchase of library materials annually, only a limited number of books and other library materials can be provided. Such library and supplementary materials as periodicals, pamphlets, bulletins, clippings, and other vertical file materials are almost entirely absent from the classroom libraries. Pictures, maps, models, and other illustrative materials are inadequate for the needs of the

⁶Reavis, Pierce, and Stullken, op. cit., p. 261.

educational program. With regard to supplementary library materials, Reavis, Pierce, and Stullken say: "In addition to books, such materials as pictures, models, prints, plays, slides, and maps may be collected, classified, and dispensed to the advantage of all departments concerned."⁷ Use of the classroom libraries by the pupils seems to be average.

There is no reason why the evaluated school should not have much better library service. A centralized library, with a specially trained librarian, should be provided, at least for half-time work. Engelhardt recommends a half-time librarian for schools with enrollments of less than 250 pupils.⁸ Since the enrollment of the evaluated school is only 114, a half-time librarian should be sufficient. The four classroom libraries in the evaluated school at present have a total of fewer than 250 books. This number of books is inadequate, for "...no library, no matter how small the school, should have fewer than 500 books...."⁹ The establishment and maintenance of a library to meet these standards would require adequate financial support of the board of education.

⁷Ibid., p. 269.

⁸Fred Engelhardt, Public School Organization and Administration, p. 411.

⁹B. L. Johnson, The Secondary School Library, National Survey of Secondary Education, p. 15.

CHAPTER VI

INSTRUCTION

The checklist pertaining to the program for instruction in the evaluated school includes items concerning classroom activities, use of community and environment, textbooks and other instructional materials, and methods of appraisal. This checklist was filled out for each of the four professional staff members:

1. In the classroom the teacher has definite procedures and objectives for a whole unit of learning and for each day's activities.
2. In the classroom the teacher calls for desirable activity -- mental, emotional or physical -- on the part of pupils.
3. In the classroom the teacher has new educational activities begin with and develop from the interests, purposes, and former experiences of pupils.
4. In the classroom the teacher provides for developing desirable attitudes and appreciations as well as knowledge, skill, and understanding.
5. In the classroom the teacher makes use of problem solving, analysis, comparison, association, reflective thinking, and generalizing.
6. In the classroom the teacher helps the pupils discover specific applications of new information, skills, abilities, habits, and other learnings.
7. In the classroom the teacher helps pupils learn how to study -- how to plan, execute, and evaluate.
8. In the classroom the teacher provides opportunities for pupils to use a desired type of behavior or reaction in a variety of situations that approximate life conditions.
9. In the classroom the teacher makes use of drill largely for developing skills and habits for memorizing; this is done in meaningful situations to satisfy felt needs on the part of the learners.

10. In the classroom the teacher is alert to reading difficulties on the part of pupils and seeks correction thereof.
11. In the classroom the teacher makes flexible or differential assignments to provide for different abilities and interests of pupils.
12. In the classroom the teacher makes the pupil responsible for some work done independently in order to develop power and self-direction.
13. In the classroom the teacher makes pupils responsible for some work done in groups where all group members contribute and cooperate.
14. In the classroom the teacher helps pupils learn how to use the library effectively.
15. In the classroom the teacher helps pupils learn how and where to find supplementary material outside the library.
16. In the classroom the teacher seeks to make pupils increasingly independent of teacher guidance.
17. In the classroom the teacher reveals enthusiasm for and enjoyment of his work and his pupils.
18. The pupils and the teacher cooperatively enter upon their work promptly and show an active and sustained interest in it.
19. The pupils and the teacher cooperatively keep the room orderly and attractive and attend to routine matters quickly and efficiently.
20. The pupils and the teacher cooperatively cultivate desirable social usage in their relations with one another.
21. The pupils and the teacher cooperatively make readily available for classroom use desirable equipment, supplies, and other educational materials.
22. The pupils and the teacher cooperatively plan and develop units of work or learning projects.
23. The pupils and the teacher cooperatively modify plans when evaluation and progress suggest the need for change.
24. The pupils and the teacher cooperatively seek to integrate their learning with their own past experience and with the total educational program.
25. The pupils and the teacher cooperatively evaluate outcomes.
26. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as characteristic mores, customs, and language peculiarities.
27. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as economic resources and their relation to living conditions.

28. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as historical incidents, places and individuals of note.
29. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as elements of beauty; means of improving aesthetically undesirable conditions.
30. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as health conditions and means of improving them.
31. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as recreational facilities; use of leisure; enrichment of leisure activities.
32. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as sociological conditions and problems.
33. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as political institutions and their services.
34. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as religious life and activities.
35. The teacher and pupils study the community and environment as means of enriching teaching and learning experiences in such respects as museums, art galleries, industrial establishments, etc., as profitable field trips.
36. Textbooks are sufficiently recent in publication to assure that their content is up to date.
37. Textbooks contain adequate study aids and suggestions.
38. Appropriate illustrations or other graphic representations in adequate amount are provided.
39. The content of texts is well organized and adapted to the needs and degree of development of the pupils.
40. Textbooks contain extensive but well selected reference for supplementary study.
41. Textbooks are satisfactory as to appearance, quality of paper, and typography.
42. A textbook is not regarded as full authority in its field; its contents are understood to be limited and incomplete.

43. Assignments are designed to assist pupils in using textbooks intelligently.
44. Textbooks are considered as providing materials for use in the solution of problems rather than as sources of information to be memorized.
45. A textbook constitutes only a part of the material to be studied in a given course; extensive supplementary material is used.
46. If workbooks are used, the limited educational value of such books is recognized and provision is made for supplementing them adequately.
47. Mimeographed (or similar) material is provided in adequate amount and effectively used in the classroom.
48. Work materials needed in the various classrooms, shops, and laboratories are readily available and are satisfactory in quality.
49. Pictures, models, and other illustrative materials are always available for use and are adequate in amount and variety.
50. Notebooks are used as an effective aid to learning.
51. Notebooks show evidence of adequate instruction in their preparation and use.
52. Bulletin boards are effectively used as an aid to learning; pupils assist in selection and arrangement of materials.
53. Appropriate educational films and other visual aids are used to enrich the instructional program.
54. Phonograph records, radio programs, speech recording devices, and similar instructional aids are used where appropriate.
55. Periodicals, pamphlets, and vertical file materials are used where appropriate.
56. Supplementary references are provided and pupils guided in their use.
57. The teacher understands the proper use, the advantages, and the limitations of various types of tests and uses them accordingly.
58. The complete testing program provides for many short tests and a few relatively long ones.
59. Standardized achievement tests are used as well as tests of the teacher's own construction.
60. Tests formulated by the teacher are so planned that they are easily and economically administered, mechanically easy for pupils to take, and easy to score.
61. Testing and measuring is an integral part of the teaching and learning program rather than an activity set apart for certain days.
62. The testing and measuring program emphasizes pupil progress rather than comparison.

63. The teacher uses tests to stimulate and evaluate progress and achievement in the development of desirable habits, skills, and knowledge.
64. The teacher uses tests to stimulate and evaluate pupils' understanding and ability to make applications of knowledge.
65. The teacher uses tests to stimulate and evaluate pupils' appreciations, attitudes, and ideals.
66. Pupils use tests to evaluate their own progress both in terms of educational aims and of their own purposes.
67. Diagnostic testing is a regular part of the teaching procedure and is followed by appropriate remedial activities.
68. Other methods of appraisal such as observations of behavior, analysis of reading interests, and rating of personality traits are used.
69. Results of tests are made the basis for further instruction.^{1, 1a}

The above checklist of sixty-nine items was used for each of the four teachers, making a total of 276 items checked. One hundred sixty of the items were checked (-), sixty were checked (/), and fifty-six were checked (0). The checklist seems to indicate that instruction in the evaluated school is below average.

Thirteen evaluations were made for the above checklist.

These evaluative questions are as follows:

- (2) a. How adequately does the teacher prepare for classroom activities?
- (2) b. How stimulating are the instructional procedures which the teacher uses?
- (2) c. How adequately are desirable outcomes (knowledge, skills, understandings, judgments, appreciations, and attitudes) provided for?
- (3) d. How effectively do teacher and pupils cooperate in carrying on classroom activities?
- (2) e. How extensively are environmental factors used to enrich classroom experiences?

¹Cooperative Study of Secondary School Standards, op. cit., pp. 157-160.

^{1a}Individual ratings are given in Table 20, page 157.

- (2) f. How effectively are the activities thus pursued used in furthering the pupils' educational experiences and in promoting a better understanding of the relation of classroom learning and out-of-school life?
- { 3 } g. How satisfactorily are the textbooks used?
- { 3 } h. How well does the teacher direct pupils in the proper and effective use of such books?
- (1) i. How adequately are such materials as the above provided for classroom work?
- (1) j. How effectively does the teacher use such materials?
- (2) k. How well are methods of appraisal adapted to the purposes intended?
- (2) l. How well do pupils use methods of appraisal to measure their progress?
- (2) m. How well do teachers use methods of appraisal for determining desirable educational outcomes?²

Three of the above evaluative questions are rated (3), eight are rated (2), and two are rated (1). The average evaluation is only (2), which rates the school as inferior in the matter of instruction.

Philosophy, staff, pupils, curriculum and courses of study, pupil activities, library, guidance -- all these are highly important and all are essential in a program of organized education which is to serve the needs of youth and of society as a whole. To make these elements and factors really effective and to economize them, energy, and money, and to make them productive of desirable results, an organized program of teaching and learning is essential. In this program all the elements and factors named above should cooperate, particularly the staff and the pupils, for without learning there is no teaching and without teaching much learning is difficult and wasteful.

In this cooperative teaching and learning activity, evidence should be found of: (1) goals or objectives appropriate to the degree of development of pupils and in keeping with the purposes of the school; (2) the selection and use of varied types of teaching and learning materials and experiences; (3) the adjustment of method and organization to conditions and needs of pupils as a group and as individuals; (4) the use of every

²Ibid.

legitimate means available in the evaluation of progress and quality of learning; (5) a personal relationship of confidence, respect, and helpfulness between teachers and pupils, resulting in similar relationships between school and community; (6) provision for all desirable types of learning; (7) definite and adequate learning by the pupils as an outcome.³

In regard to activity in the classroom, Reavis, Pierce, and Stullkin say that "it should be controlled partly by the pupils and partly by the teacher." They favor a type of teaching which they term "purposing, or teaching in a purposeful, democratic atmosphere."⁴ The Tolar Elementary School staff members have definite procedures and objectives for a whole unit of learning and for each day's activities. These procedures and objectives call for desirable activity -- mental, emotional, and physical -- on the part of the pupils. Some provision is made for developing desirable attitudes and appreciations as well as gaining knowledge, skill, and understanding. Problem solving, analysis, comparison, association, reflective thinking, and generalizing are found to be used as classroom procedures by the teachers. Pupils are made responsible for some work done independently in order to develop power and self-direction. They are made responsible for doing some work in groups where all group members contribute and cooperate. The teachers make efforts to make pupils increasingly independent of teacher guidance.

³Ibid., p. 78.

⁴Reavis, Pierce, and Stullken, op. cit., p. 281.

New educational activities do not often begin with and develop from the interests, purposes, and former experiences of the pupils. Some teachers do not spend much time and effort helping pupils learn how to study, plan, execute, and evaluate. Opportunities are not made available for pupils to use a desired type of behavior or reaction in a variety of situations that approximate life conditions. Teachers do not make flexible or differentiated assignments to provide for different abilities and interests of pupils. Reavis, Pierce, and Stullken suggest the setting up of definite criteria for the evaluation of class work, in fairness to both the teacher and the person responsible for the supervision.⁵

In the matter of cooperation between pupils and teacher, class work is usually entered upon promptly by the pupils who show active and sustained interest in it. The pupils generally help to keep classrooms orderly and attractive, and attend to routine matters quickly and efficiently. In all their relations with one another most of the pupils and teachers cultivate desirable social usage. In speaking of the teacher-pupil relationship, McGaughy says that "...very few good teachers find it desirable or necessary to maintain their relationship with their pupils on an autocratic basis."⁶

The teachers and pupils study the community and environment as a means of enriching teaching and learning experiences

⁵Ibid.

⁶McGaughy, op. cit., p. 77.

to a limited extent only. Items which should be studied include economic resources and their relation to living conditions; historical incidents, places, and individuals of note; sociological conditions and problems; and political institutions and their services.

The textbooks used in the evaluated school are found to be satisfactory as to appearance, quality of paper, and typography. The teachers do not regard the textbooks as full authority in their fields -- their contents are understood to be limited and incomplete. Textbooks are considered as providing materials for use in the solution of problems rather than as sources of information to be memorized.

Since the textbook is the usual method of teaching in American schools, since the textbook is often the teacher, and since what the pupil learns at school is often almost entirely limited to what his textbooks contain, it is necessary that the best available textbooks be selected.⁷

Before selecting textbooks for the evaluated school, the administration seeks the opinions of teachers regarding them. This is sound practice, as evidenced by this excerpt: "The problem of securing critical reactions of teachers to new books and work materials merits the serious attention of the principal."⁸

Notebooks are used by all teachers as effective aids

⁷Ward G. Reeder, The Fundamentals of Public School Administration, p. 445.

⁸Reavis, Pierce, and Stullken, op. cit., p. 397.

to learning. They usually show evidence of adequate instruction in their preparation and use.

Extensive supplementary material is not used in all courses of instruction. Mimeographed material is provided, but in a limited amount only. Workbooks are used in several of the courses of study. The limited educational value of such books does not seem to be fully recognized by all of the teachers. Limited use is made of such materials of instruction as pictures, bulletin boards, models, and phonograph records. Instructional materials of merit that are not used include films and other visual aids, radio programs, speech recording devices, periodicals, and vertical file materials.

Methods of appraisal in the evaluated school are found to be inferior. Standardized tests are not used at all; while some diagnostic testing is done, it is not always followed by appropriate remedial teaching; so, little value results from it. Tests formulated by the teachers, however, are usually so planned that they are easily and economically administered, mechanically easy for pupils to take, and easy to score. Still, testing and measuring is generally an activity set apart for certain days, rather than an integral part of the teaching and learning program. Tests are not used to stimulate and evaluate progress and achievement in the development of desirable habits, skills, and knowledge. "There is no way to secure objective measures, such as for attitudes, ideals, appreciations, and other worthwhile out-

comes. The testing program can consist only of tests in the fields which are formal and mechanical."⁹

With regard to classroom activities, the teachers need to make more adequate preparation than they do at present. They should also make use of more stimulating instructional procedures. Cooperation between teachers and pupils is satisfactory. The teachers and pupils should study the community and environment as means of enriching teaching and learning experiences. The textbooks used are satisfactory, but they should not be regarded as the entire material to be studied in a given course. There is a need for extensive supplementary material to be provided and used. Such material needed includes educational films and other visual aids, phonographs, bulletin boards, periodicals, mimeographed material, and pamphlets. Standardized tests should be a part of the testing program. Testing and measuring should be an integral part of the teaching and learning program rather than an activity set apart for certain days.

⁹McGaughy, op. cit., p. 371.

CHAPTER VII

OUTCOMES OF THE EDUCATIONAL PROGRAM

The checklist for outcomes of the educational program includes items concerning the school's procedures for evaluating outcomes, outcomes in the principal subject matter fields, and outcomes in attitudes and appreciations. The complete checklist is given below with symbols showing how each item was checked.

- (-) 1. Procedures for evaluating outcomes are being constantly improved.
- (-) 2. Responsibility is placed upon the supervisory staff for studying new evaluation techniques.
- (-) 3. Activities of pupils during out-of-school hours are studied.
- (0) 4. Systematic appraisal is made of the college achievements of former pupils.
- (0) 5. Systematic appraisal is made of the achievements of former pupils who did not go to college.
- (-) 6. Appropriate tests and examinations are used.
- (0) 7. Attitudes and appreciations are measured with the best instruments available.
- (-) 8. Staff members are encouraged to consider the conduct of pupils in all school situations as revealing the nature and quality of the outcomes of the educational program.
- (0) 9. Cooperation of parents and other members of the school community in evaluating the outcomes of the educational program is systematically sought.
- (0) 10. Informal observations of pupils are recorded in some form such as an anecdotal record.
- (-) 11. Pupil appraisal of the outcomes of the educational program is encouraged.

- (-) 12. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in reading and interpreting a variety of literary products.
- (-) 13. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in evaluating the quality of literary products.
- (-) 14. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in understanding the relation to their own lives of current social problems as revealed in literature.
- (-) 15. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in enjoying and developing a taste for good literature.
- (-) 16. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in judging intelligently the values of the current products of the radio, screen, platform, and press and developing a taste for better products of these types.
- (0) 17. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in reading contemporary and classical authors with increasing appreciation.
- (0) 18. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in understanding characteristic literary and social trends and movements.
- (-) 19. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in reading rapidly and effectively.
- (-) 20. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in using English correctly and effectively in various types of written discourse.
- (-) 21. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in developing a speaking voice habitually characterized by clearness, distinctness, and good modulation.

- (0) 22. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in understanding the underlying principles of speech production.
- (-) 23. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in observing in ordinary conversation those speech forms sanctioned by correct usage.
- (-) 24. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in participating in class discussion, public speaking, story telling, dramatics, and other forms of oral discourse.
- (-) 25. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in producing, where talent warrants it, work of a creative nature in written or spoken forms.
- (-) 26. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in making computations and using measurements and symbols readily, especially those in common practice.
- (-) 27. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in habitually checking results; being accurate.
- (0) 28. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in analyzing and interpreting problems in out of school life, understanding principles and applying them to practical situations.
- (-) 29. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in estimating results, quantities, and values.
- (-) 30. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in developing clear, definite concepts of quantitative relationships.
- (-) 31. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in using and interpreting graphs and other means of visualizing relationships.

- (-) 32. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in developing appreciation of mathematical elements in such fields as art, music, architecture, astronomy, games, and industry.
- (-) 33. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in understanding the nature of proof.
- (-) 34. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in showing facility in the use of inductive and deductive reasoning.
- (-) 35. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the interdependence of individuals and of groups.
- (-) 36. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the dangers and difficulties of efforts to make states and nations self-sufficient.
- (-) 37. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the desirability and necessity of government and of law.
- (-) 38. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the interresponsibility of government and of the individual; necessity of taxes.
- (-) 39. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of transportation and communication; exchange of goods and ideas; exchange of credit.
- (-) 40. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of measures and tests of goods and values.
- (-) 41. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the relation of density of population to modes of living and of culture; its effect on personal independence.

- (-) 42. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the relation of density of population to natural resources.
- (0) 43. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of customs and mind sets; change and progress; relative values of the old and the new.
- (-) 44. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of religions and their relation to and influence on culture and progress.
- (-) 45. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of man's increasing control over nature through increasing knowledge and inventions; effect on culture, comforts, and health.
- (-) 46. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the effects of man's desire to extend control in industrial, civic, and political life -- master and servant; castes; graft and bossism; etc.
- (-) 47. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of social and civic responsibilities and their discharge; leadership and cooperation.
- (-) 48. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the importance of being an intelligent producer and consumer; resistance to propaganda and pressure salesmanship.
- (-) 49. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the constant struggle for security, liberty, and equality.
- (0) 50. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of education and the school; preservation and transmission of culture; enrichment of culture.

- (-) 51. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the similarities and differences between races and cultures and their relation to form of government.
- (-) 52. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of democracy as a mode of living, thinking, understanding, cooperating, and sharing responsibility.
- (-) 53. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of nationalism and internationalism; humanitarianism; world peace.
- (0) 54. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the relationships between capital and labor.
- (0) 55. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of laissez-faire versus planned economy.
- (0) 56. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the formation of public opinion.
- (-) 57. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the conservation of human as well as natural resources.
- (0) 58. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of economic and social maladjustments.
- (0) 59. The pupils are developing, or have attained, an understanding of the significance in human relationships and welfare, past and present, of the necessity for collection and use of data in the solution of problems.
- (-) 60. The pupils are developing, or have attained, desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in developing the habit of observing and appreciating examples of the artistic in buildings, dress, furniture, interior decorations, and other situations in every day life.

- (-) 61. The pupils are developing, or have attained, desirable skills, habits, knowledge, understandings, tastes, and appreciations in developing the habit of observing and appreciating beauty in nature.
- (-) 62. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in developing the habit of observing and appreciating beauty in pictures, statuary, and similar art products.
- (-) 63. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in using various kinds of materials for making arts and crafts products.
- (0) 64. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in using color and line and crafts materials as means of self-expression.
- (-) 65. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in making arts and crafts products which reveal creative ability.
- (-) 66. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in understanding the form and structures of various types of artistic products.
- (0) 67. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in recognizing the principal works of leading artists.
- (-) 68. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in recognizing and appreciating the value and advantages of good health and health habits.
- (-) 69. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in understanding the human organism and its functions and the functions of its units.
- (0) 70. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in having periodic medical and health examinations.
- (-) 71. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in following recommended medical treatments and health rules.

- (-) 72. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in taking proper care of eyes, ears, teeth, gums, skin, hair, scalp, feet, hands, and nails.
- (-) 73. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in sleeping and resting sufficiently.
- (-) 74. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in eating and dressing properly, so as to promote health.
- (-) 75. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in developing and maintaining good mental health -- healthful attitudes and emotional life.
- (-) 76. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in engaging regularly in physical activities adapted to the needs of the individual.
- (-) 77. The pupils are developing or have attained desirable skills, habits, knowledge, understandings, tastes, and appreciations in developing leisure recreations, including out-of-door activities.
- (-) 78. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as open-mindedness -- willingness to revise opinions and conclusions in the light of new evidence.
- (-) 79. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as critical-mindedness -- disposition to seek causes or explanations, to weigh evidence carefully, and to withhold judgments until sufficient evidence is available.
- (-) 80. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as concentration -- ability to give attention through a considerable period of time in spite of difficulties or distractions.
- (-) 81. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as industriousness -- disposition to use time and ability effectively and constructively.

- (-) 82. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as responsibility -- willingness to acknowledge responsibility for one's acts and obligations.
- (-) 83. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as self-reliance -- willingness to make decisions and carry out plans oneself instead of depending on others or the school.
- (-) 84. The pupils show evidence of definite progress in the development of such desirable attitudes and traits as self-control -- ability to avoid display of temper or uncontrolled emotion.
- (-) 85. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as creativeness -- desire to do or say things in a new and better way.
- (-) 86. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as enthusiasm -- readiness to enjoy life and participate in its wholesome activities.
- (-) 87. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as social-mindedness -- willingness to subordinate personal advantage to the common welfare.
- (-) 88. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as cooperation -- desire to work harmoniously with others.
- (-) 89. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as tolerance -- good will toward individuals or groups of different race, customs, or opinions.
- (-) 90. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as courtesy -- considerateness in relations with others.
- (-) 91. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as generosity -- willingness to share opportunities or privileges.
- (-) 92. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as honesty -- integrity in handling money; straightforwardness; sincerity in personal relationships.

- (-) 93. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as dependability -- practice of fulfilling promises, discharging obligations, and finishing tasks.
- (-) 94. The pupils show evidence of definite progress in the development or attainment of such desirable attitudes and traits as loyalty -- devotion to the interests of friends, school, home, community, nation.
- (-) 95. The pupils show evidence of having made definite progress in the development or attainment of appreciation of beauty in nature and art.
- (-) 96. The pupils show evidence of having made definite progress in the development or attainment of appreciation of good workmanship.
- (-) 97. The pupils show evidence of having made definite progress in the development or attainment of appreciation of home and family.
- (-) 98. The pupils show evidence of having made definite progress in the development or attainment of appreciation of spiritual and religious values.
- (-) 99. The pupils show evidence of having made definite progress in the development or attainment of appreciation of commendable conduct and qualities in others.
- (-) 100. The pupils show evidence of having made definite progress in the development or attainment of appreciation of one's own ability and worth.
- (-) 101. The pupils show evidence of having made definite progress in the development or attainment of appreciation of the value of law and constituted authority.¹

The above checklist includes eighty-two items which are checked (-) and nineteen which are checked (0). These conditions indicate that outcomes of the educational program are inferior.

The following evaluative questions were rated as shown:

¹Cooperative Study of Secondary School Standards, op. cit., pp. 83-95.

- (2) a. How extensive are the procedures which have been developed to evaluate the various outcomes of the educational program?
- (2) b. How adequately do members of the staff measure the outcomes of the educational program?
- (2) c. To what extent have evaluation procedures been used systematically in following progress of individual pupils?
- (3) d. How extensively do pupils read literature voluntarily?
- (2) e. How well do pupils seem to understand literature and how it is related to life situations?
- (2) f. How great is their scope of enjoyment of literature -- types of literature, number and variety of writers?
- (2) g. How well does the written work of the pupils conform to generally accepted standards?
- (2) h. How well do pupils pay attention to good speech habits in and around the school?
- (2) i. How efficient are pupils in the use of mathematical concepts, processes, and symbols?
- (2) j. How effectively do pupils use and understand graphic methods?
- (2) k. How extensively and effectively do pupils use mathematics in other school subjects and in general school activities?
- (2) l. How well do pupils understand contributions of the past to our present civilization?
- (3) m. How thoroughly do pupils understand the structure and function of local, state, and national governmental agencies?
- (2) n. To what extent are pupils interested in identifying and studying economic, political, and social problems?
- (2) o. How actively and intelligently do pupils discuss contemporary economic, political, and social problems?
- (2) p. How successfully are pupils solving economic, political, and social problems which exist in the school and community and which are appropriate for them to attack?
- (3) q. How artistic are the products of the arts and crafts activities?
- (2) r. To what extent are pupils developing standards of taste in evaluating art products?
- (2) s. How satisfactorily are pupils applying principles and abilities developed in fine arts and crafts activities to modification of costume and appearance, and to school and home environment?

- (3) t. How well do boys practice desirable health habits?
- (3) u. How satisfactorily are skills necessary for participating in life-long physical activities being developed?
- (2) v. To what extent are remediable defects, both medical and orthopedic, being recognized and corrective procedures carried out?
- (3) w. How satisfactorily have pupils attained desirable personal attitudes?
- (3) x. How satisfactorily have pupils developed desirable social attitudes?
- (3) y. How satisfactorily have pupils attained desirable appreciations?²

The above list of evaluations includes seventeen questions which are rated (2) and eight which are rated (3). The average evaluation is (2.3), which rates the outcomes of the educational program as inferior.

In the educational program of a good (elementary) school, major concern should be given to attaining desirable outcomes and to the various kinds of evidence indicating that such outcomes are being realized. It may be necessary to test some outcomes by departments or in class groups. This, however, should not be construed as limiting the responsibilities of all phases of the educational program, including the instructional activities of teachers, pupil activity program, guidance service, library service, school plant, and school administration, for the attainment of desirable outcomes. There should be evidence that teachers and pupils are happily and harmoniously cooperating in the stimulation of a wholesome curiosity about themselves and their environment. Evidence should be sought to show that pupils are securing knowledge and developing worthwhile skills, attitudes, tastes, appreciations, and habits. There should be evidence that pupils are able to make desirable choices or to exercise good judgment in the selection of friends, vocations, leisure activities, goods and services, and in other important matters which confront youth today. Evaluation of such activities involves more than determining the amount of knowledge possessed, measuring the degree of skill, and testing the scope of understanding, important and necessary as all these are. Among others, intangible qualities such

²Ibid.

as cooperativeness, tolerance, open-mindedness, reverence, respect for law, and self-reliance are highly desirable outcomes. Evaluation of such outcomes is by no means easy; for most of them there is no standard measure and therefore evaluation of them necessarily will be largely a matter of judgment. The difficulty of the task is no reason for avoiding it, and the importance and universality of the problems involved make it imperative that attention should be directed to the attainment of such outcomes and to their proper evaluation.³

Appraisal of the outcomes by pupils, parents, or other members of the school community is not systematically sought or encouraged. No studies have been made of new evaluation techniques with the idea of the improvement of those used at present. No studies have been made concerning out-of-school activities of the pupils, or activities of former pupils. Tests and examinations given are not always appropriate for evaluating outcomes. There are no instruments available for measuring attitudes and appreciations. According to Caswell and Campbell, "The outcomes of instruction should be in accord with or should approximate the aims of education. The means of identifying and of evaluating them should, therefore, be in accordance with the nature of the aims and the manner in which they function."⁴ The evaluation of outcomes is a function of the curriculum which occurs continuously as the curriculum develops and is concerned with every aspect of it. Caswell and Campbell list three important

³Ibid., p. 83.

⁴Caswell and Campbell, op. cit., p. 363.

aspects of a program of evaluation that require special attention:

(1) It should provide pupils the means of evaluating their own activities; (2) it should provide the teacher a basis for planning the activities of pupils and for continuous evaluation of the results; and (3) it should provide a basis for constant revision of the curriculum.⁵

Since most of the outcomes of education are not easily susceptible of direct measurement, other means must be relied upon for evaluating such outcomes. Observation and study of pupils and of such factors and evidences as the following should be helpful: examinations and examination papers; notebooks; study habits; conversation with and among pupils; use of leisure; behavior in undirected activities; conduct in halls and on playing fields or areas; activities during out-of-school hours; school records; teacher opinion; pupil opinion as revealed in conference or by means of questionnaires; parent opinion similarly revealed; carefully kept records of individuals; other means that teachers find useful.⁶

The extent to which pupils read literature voluntarily, and the extent to which they seem to understand literature and how it is related to life situations is found to be inferior. Their scope of enjoyment of literature -- types of literature, number and variety of writers -- is limited. The extent to which the written work of the pupils conforms to generally accepted standards is inferior, as is the extent to which they pay attention to good speech habits, in and around the school.

The pupils are only fair in the use of mathematical concepts, processes, and symbols, and in the use and under-

⁵Ibid., p. 365.

⁶Cooperative Study of Secondary School Standards, op. cit., p. 84.

standing of graphic methods. Use of mathematics in other school subjects and in general school activities is not made to any great extent. There is some evidence that pupils are developing desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in such respects as the following: making computations and using measurements and symbols; checking results; being accurate; estimating results; estimating quantities and values; understanding the nature of proof; and using and interpreting graphs and other means of visualizing relationships.

In regard to social studies, there is evidence that pupils are developing some understandings of the significance in human relations and welfare, past and present, of such problems as the interdependence of individuals and of groups, the desirability and necessity of government and of law, the interresponsibility of government and of the individual, the necessity of taxes, phases of transportation and communication, man's increasing control over nature through increasing knowledge and inventions, social and civic responsibilities and their discharge, leadership and cooperation, similarities and differences between races and cultures and their relation to form of government, the conservation of human as well as natural resources, economic and social maladjustments, and democracy as a mode of living, thinking, understanding, cooperating, and sharing responsibility.

Health and physical education for both boys and girls

shows evidence of developing some desirable skills, habits, knowledge, understandings, abilities, tastes, and appreciations in such respects as the following: appreciating the value and advantages of good health and health habits, understanding of the human organism and the functions of its units, following medical treatment and health rules, engaging regularly in physical activities adapted to their needs, and developing leisure recreations, including out-of-door activities.

Provision for the evaluation of courses of study is discussed in the following excerpt:

Objective tests and examinations have been used more widely than any other means for evaluating the results of instruction. This may be due, to a large extent, to the ease with which they are administered and scored, and to the uniformity with which the results may be treated. Therefore, this method of evaluation is either stated or implied in a majority of courses of study.

As a rule, the tests included in courses of study are designed for testing specific habits and knowledge. The tests usually found may be classed as, completion, direct recall, multiple choice, true-false, reason, enumeration question, thought question, classification or association, multiple-choice-recall-recognition, and matching. While most courses of study state that certain attitudes, appreciations, and dispositions are desirable outcomes, the testing procedures usually included provide no means for evaluating them. There is little doubt, however, that the use of objective tests has improved the evaluation of those educational results concerned with specific knowledge and skills.⁷

As a result of the entire educational program, the pupils show evidence of average progress in the development or attainment of such desirable attitudes and traits as the

⁷Caswell and Campbell, op. cit., pp. 367-368.

following: a willingness to revise opinions and conclusions in the light of new evidence; a disposition to seek causes or explanations, to weigh evidence carefully, and to withhold judgments until sufficient evidence is available; a willingness to acknowledge responsibility for one's acts and obligations; a willingness to make decisions and carry out plans oneself instead of depending on others or the school; and a readiness to enjoy life and participate in its wholesome activities.

Attitudes and traits found that are primarily concerned with social relations include: a willingness to subordinate personal advantage to the common welfare; a desire to work harmoniously with others; a considerateness in relations with others; a willingness to share opportunities or privileges; integrity in handling money -- sincerity in personal relationships; dependability -- practice of fulfilling promises, discharging obligations, and finishing tasks; and loyalty -- devotion to the interests of friends, school, home, community, and nation.

As a further result of the educational program, the pupils show evidence of having made average progress in the development or attainment of a desirable appreciation of beauty in nature and art, good workmanship, home and family, commendable conduct and qualities in others, and the value of law and constituted authority.

Table 10 shows the summary score for the outcomes of the educational program to be (2.4). This rating is the result of

TABLE 10
SUMMARY OF EVALUATIONS OF OUTCOMES
OF THE EDUCATIONAL PROGRAM

Title of Measure	Evaluations					Total	Divisor	Score
Evaluation procedures..	a 2	b 3	c 2			7	3	2.3
English.....	d 3	e 2	f 2	g 2	h 2	11	5	2.2
Mathematics...	i 2	j 2	k 2			6	3	2.0
Social studies	l 2	m 3	n 2	o 2	p 2	11	5	2.2
Art.....	q 3	r 2	s 2			7	3	2.3
Physical education.....	t 3	u 3	v 2			8	3	2.7
Attitudes and appreciations.....	w 3	x 3	y 3			9	3	3.0
Total....						59	25	
School score..								2.4

several low scores found for the school's procedures for evaluating outcomes, and for outcomes in several principal subject matter fields. The tests and examinations, the principal procedures for evaluating outcomes, are not always appropriate. A more extensive program of evaluative procedures

should be developed and used. The low scores in English, mathematics, social studies, art, and physical education are attributed to poor instruction and meager instructional materials.

CHAPTER VIII

THE SCHOOL STAFF

The Professional Staff

This section deals with the selection, qualifications, improvement in service, and conditions of service of the professional staff members of the evaluated school. In checking and evaluating the various items included in the checklists, the underlying philosophy and expressed objectives of the school and the nature of the pupil population and community which it serves were kept constantly in mind. Given below is the checklist with symbols showing how each item was checked.

- (0) 1. The superintendent of schools, the principal, assistants, and supervisors confer with each other regarding the selection of the professional staff.
- (-) 2. Candidates are selected on the basis of their fitness for the particular position they are to fill.
- (0) 3. Only candidates who meet the legal requirements and have a valid standard certificate for the position concerned or meet the qualifications for such certificates are considered for positions.
- (-) 4. Candidates are selected in the light of full personal, family, and health records of all candidates and in the light of their records of education and experience.
- (-) 5. Confidential recommendations from reliable persons who are well acquainted with candidate

- are secured; such recommendations are specific in terms and apply to a definite position.
- (0) 6. The principal or superintendent, or both, have a personal interview with the candidate, or observe him at work, if he is seriously considered for a position.
 - (-) 7. Faculty and staff meetings are concerned chiefly with educational problems, principles, and progress rather than with announcements, discipline, and routine.
 - (-) 8. Faculty and staff meetings are characterized by general teacher planning and participation rather than by monopolization by one or a few individuals.
 - (-) 9. The staffs constantly study the school's aims and philosophy of education.
 - (-) 10. They are definitely studying the improvement of teaching.
 - (-) 11. They are definitely studying the improvement of the library and its service.
 - (-) 12. They are definitely studying the problems of guidance and the improvement of guidance service.
 - (-) 13. They are definitely studying the pupil activity program and seeking to improve it.
 - (-) 14. They are definitely studying how to promote health and health conditions of pupils and school.
 - (-) 15. They are actively studying the curriculum and how to improve it.
 - (0) 16. They are actively cooperating in other phases of school improvement, such as better use of English, respect for property, beautification of the school plant, and better school and community relations.
 - (/) 17. The school has a definite salary schedule for professional staff members.
 - (0) 18. The maximum, minimum, and average salaries are related to appropriate standards of living and economic and social conditions in the community.
 - (/) 19. The initial salary in the schedule is determined chiefly by the amount of training and experience of the candidate.
 - (0) 20. Regular increments in salary are spread over a large proportion of the potential service career.
 - (0) 21. The salary schedule is sufficiently flexible to care for special cases of unusual merit because of high qualifications, professional

- growth, or excellence of service rendered.
- (/) 22. Persons of the same type or rank of position receive equal salaries for equivalent training and experience (except as provided for in 5).
 - (0) 23. The maximum salary for any position is approximately twice as much as the minimum salary for the same position.
 - (0) 24. Tenure of employees is probationary for a period of at least two years.
 - (0) 25. Indefinite tenure is provided for after a successful probationary periods of not over three years and continues as long as the employee's work and conduct merit it.
 - (0) 26. The proposed dismissal of an employee on account of incompetence, misconduct, or neglect of duty is preceded by a warning and specific statement of defects, and dismissal is made only after failure of real efforts by administrative or supervisory officers to improve the employee.
 - (-) 27. Employees who do not desire to continue in their positions give reasonable notice of their intention to leave.
 - (0) 28. Provision is made for employees to leave their regular school duties a limited number of days each year to attend professional meetings or for other professional purposes; no reduction in pay is made for such absences.
 - (0) 29. Provision is made for employees to have a limited number of days of absence from school duties because of personal sickness on an annual cumulative basis and without loss of pay.
 - (0) 30. Extended leave of absence is granted teachers to continue their educational training with permission to return to their positions at the expiration of the term of leave.
 - (0) 31. Provision is made for sabbatical leave of absence on full or half pay.
 - (/) 32. Adequate provision is made for the proper care of the school's disabled or over-age employees.
 - (/) 33. Employees are retired when old age or disability prevents further efficient service.
 - (/) 34. All those employed since the introduction of the retirement system are contributors to the retirement fund and share in its benefits.
 - (/) 35. Periodic actuarial investigations of the retirement system are made to insure its financial soundness.

- (/) 36. Individual retirement deposits of each employee are returnable upon withdrawal from educational service or upon death prior to retirement.¹

The above checklist of thirty-six items includes eight which are checked (/), thirteen which are checked (-), and fifteen which are checked (0). The results of the checking of the checklist seem to indicate that the professional staff members rate low.

The following evaluations were made for the above checklist:

- (3) a. To what extent is consideration given to the preparation of prospective staff members?
- (3) b. To what extent is consideration given to the nature and amount of experience of prospective staff members?
- (3) c. To what extent is consideration given to the personal qualifications of prospective staff members?
- (2) d. How well is the entire professional staff organized for improvement in service?
- (2) e. How extensive are the efforts of these staffs, as groups, to effect improvements?
- (2) f. How well has the work of improvement been done?
- (2) g. How well does the salary schedule of the school meet the provisions set forth above?
- (5) h. How carefully is the school's salary schedule being observed?
- (1) i. How adequate are the salaries paid professional staff members?
- (2) j. How satisfactory are conditions relating to tenure?
- (1) k. How well are provisions made for leaves of absence?
- (4) l. How adequate is the retirement system which applies to the professional staff members of this school?²

The above list of twelve evaluative questions includes one which is rated (5), one which is rated (4), three which

¹Cooperative Study of Secondary School Standards, op. cit., pp. 100-105.

²Ibid.

are rated (3), five which are rated (2), and two which are rated (1). The average rating is (2.6), which shows the professional staff to be inferior in the manner in which it meets the conditions set forth.

The following checklist is a part of data collected for individual staff members. It deals specifically with personal and instructional qualifications. As a separate checklist was used for each teacher, the way in which they were checked is not shown here.

1. The staff member possesses such qualifications as cooperation -- gets along with others; adapts plans or procedures to their needs or convenience when desirable or necessary.
2. The staff member possesses such qualifications as sincerity and loyalty -- associates accord him respect and confidence and he accords them support.
3. The staff member possesses such qualifications as intelligence -- resourcefulness, adaptability, and judgment enable the attainment of desirable results.
4. The staff member possesses such qualifications as self control -- calm, well poised, and temperate in conduct and speech; well modulated voice.
5. The staff member possesses such qualifications as general culture -- broad interests, refined tastes, interesting conversation, commendable personal habits, care in dress and personal appearance.
6. The staff member possesses such qualifications as interest in current problems -- studies them and participates in activities or organizations seeking their solution.
7. The staff member possesses such qualifications as good physical health -- has good health habits; is energetic and physically fit; enjoys physical activity.
8. The staff member possesses such qualifications as good mental health -- friendly, cheerful, and sanely optimistic.

9. The staff member possesses such qualifications as enjoyment and understanding of adolescents -- pupils are cordially friendly toward him.
10. The staff member possesses such qualifications as understanding of educative value of environmental factors -- careful as to appearance and hygienic conditions of his classrooms.
11. The teacher is thoroughly prepared in his field or fields of instruction.
12. The teacher is adequately informed in fields which relate closely to his field of instruction.
13. The teacher's preparation includes study of fundamental aspects of our culture, such as problems of social, economic, and political life.
14. The teacher has made extensive study of the nature of pupil growth and development.
15. The teacher has had experience in or contact with non-school activities which enables him to make practical applications in his field of instruction.
16. The teacher is able to stimulate pupils to purposeful and effective study.
17. The teacher keeps up with new developments and findings in his teaching fields.
18. The teacher keeps up with new theories and practices in teaching procedures.^{3, 3a}

Of the seventy-two items checked for the four teachers in the above checklist, twenty-seven were checked (✓), twenty-nine were checked (-), and sixteen were checked (0). The results of the checklist seem to indicate that the staff is inferior in personal and instructional qualifications.

The evaluative questions used in connection with the checklist for personal and instructional qualifications of the professional staff are as follows:

- a. How comprehensive is this teacher's preparation as it bears on his understanding of relationships of his teaching fields with other fields and with life activities out of school?
- b. How up-to-date is this teacher's preparation in his teaching field and teaching procedures?

³Ibid., p. 153.

^{3a}Individual ratings are given in Table 21, page 158.

- c. How adequate is this teacher's ability to stimulate pupils to desirable learning activities.^{4, 4a}

Of the twelve evaluations made for the four teachers, two are rated (4), four are rated (3), five are rated (2), and one is rated (1). The average score is (2.6), which shows the professional staff of the evaluated school to be inferior in the manner in which it meets the personal and instructional qualifications set forth.

However wisely a city may have chosen its educational aims and however satisfactorily it may have erected the chief administrative structure of its school system, if it fails to provide a strong and progressive staff of teachers and principals through whom to work, its aims and development can never be satisfactorily realized.⁵

A competent staff is one of the indispensable elements of a good school. Such a staff should not be merely a collection of individually competent persons. It should be a cooperating group having common purposes and motivated by common ideals. Each member of such a staff should give evidence of awareness and understanding of educational problems and of continuous professional growth. Before election to the staff each member should produce evidence of thorough preparation for his particular task and of possession of such personal traits as are requisite to teaching and to associating with youth. Diversity of preparation and viewpoints are desirable for a well-rounded staff, but its members should have the ability and the desire to work together, cheerfully, harmoniously, and efficiently for the good of the school and its pupils.⁶

The professional staff of the Tolar Elementary School consists of four teachers, including the principal, who is

⁴Ibid. ^{4a}See Table 22, p. 158, for individual evaluations.

⁵J. B. Sears, The Boise Survey, p. 41.

⁶Cooperative Study of Secondary School Standards, op. cit., p. 99.

really nothing more than a classroom teacher. Numerically, this number of teachers seems adequate for the curriculum offered, and for the present enrollment. When the present number of grades taught is considered, however, it seems that there should be at least three additional teachers. The four teachers have under their care 114 pupils, or an average of 28.5 pupils per teacher.

The number of staff members should be adequate for the curriculum offered, the school's enrollment, and the special needs of the pupils. The teaching load and the total working load should be such as not to endanger educational efficiency.⁷

Cooke states that elementary teachers carry heavier teaching loads than do high school teachers. The typical elementary teacher teaches all the subjects in his grade.⁸ "The following factors determine teacher load: subjects taught, preparation in subjects taught, teacher's health, standards of accrediting agencies, and the size of the class."⁹

In the selection of teachers, consideration is given to such qualifications as academic and professional preparation, the nature and amount of experience, and personal qualifications. The final decision on the selection of teachers is

⁷Ibid.

⁸Dennis H. Cooke, Problems of the Teaching Personnel, p. 222.

⁹Ibid., p. 223.

usually made by the school board, accepting or rejecting the nominations of the superintendent. However, the school board sometimes takes such matters into its own hands. Hamrin says that the more successful schools have an arrangement by which the superintendent recommends all teachers for election or dismissal and the board acts upon these recommendations accordingly.¹⁰ Rice, Conrad, and Fleming, also, say that "...it is generally the accepted policy that nomination to fill teaching positions be made on a professional basis by qualified administrators...."¹¹

With regard to personal qualifications, the professional staff is found to be inferior. Such qualifications as cooperation, sincerity and loyalty, intelligence, self-control, general culture, interest in current problems and their solution, good physical and mental health, and understanding of the educative value of environmental factors were considered. The school score for personal qualifications is (2.8), as seen in Table 11, which is a summarization of evaluations made for all staff members. "Each staff member should have broad, general scholarship, thorough preparation in his special field, professional competence, and reasonable social development."¹²

¹⁰Shirley A. Hamrin, Organization and Administration in High School, pp. 62-68.

¹¹C. A. Rice, C. C. Conrad, and Paul Fleming, The Administration of Public Schools Through Personnel, p. 107.

¹²Cooperative Study of Secondary School Standards, op. cit., p. 99.

TABLE 11

PERSONAL QUALIFICATIONS OF THE PROFESSIONAL
STAFF MEMBERS OF THE TOLAR ELEMENTARY
SCHOOL

Rating	Number of Ratings	Product of A and B
(A)	(B)	(C)
5		
4	2	8
3		
2	1	2
1	1	1
Total....	4	11
School score..		2.8

The evaluations made in Table 11 are on the following evaluative question: "How satisfactory are the personal qualifications of this staff member?"¹³

Table 12 is a summarization of evaluations made on the instructional qualifications of the professional staff. The school score is seen to be (2.8), which rates the school as inferior when judged on the basis of the instructional qualifications of the staff.

¹³Ibid., p. 153.

TABLE 12

INSTRUCTIONAL QUALIFICATIONS OF THE PROFESSIONAL
STAFF MEMBERS OF THE TOLAR ELEMENTARY
SCHOOL

Rating	Number of Ratings	Product of A and B
(A)	(B)	(C)
5		
4	5	20
3	1	3
2	4	8
1	2	2
Total....	12	33
School score..		2.8

The evaluations made in Table 12 are on the following evaluative questions:

How comprehensive is this teacher's preparation as it bears on his understanding of relationships of his teaching fields with other fields and with life activities out of school?

How up-to-date is this teacher's preparation in his teaching field and teaching procedures?

How adequate is this teacher's ability to stimulate pupils to desirable learning activities?¹⁴

Only two of the four teachers are adequately prepared

¹⁴Ibid.

in their fields of instruction. The other two are not thoroughly prepared in their teaching fields, do not keep up with new developments and findings in their teaching fields, and do not acquaint themselves with new theories and practices in teaching procedures.

Table 13 shows that the Tolar Elementary School staff has an inferior rating of (1.8) in the matter of academic preparation. Three of the teachers hold bachelor's degrees;

TABLE 13
ADEQUACY OF ACADEMIC PREPARATION OF THE
PROFESSIONAL STAFF MEMBERS OF THE
TOLAR ELEMENTARY SCHOOL

Rating	Number of Ratings	Product of A and B
(A)	(B)	(C)
5		
4		
3	1	3
2	7	14
1	4	4
Total..	12	21
School score		1.8

the fourth has completed three years of college work. Two of the teachers took their degrees in a Texas State Teachers College; the other, in a Texas denominational senior college. The non-degree teacher is a graduate of a Texas State junior college, and has completed one year of work in a Texas State Teachers College. One teacher has one year of graduate work practically completed. All of the teachers should be better prepared in their fields of instruction, and in related fields. Cooke says: "The time is opportune to require, by 1940, a minimum of a bachelor's degree for elementary school teachers."¹⁵

The adequacy of professional preparation of the staff members of the evaluated school is shown in Table 14. The school score is found to be (2.8), which is below average. More courses in principles of education, methods of teaching, educational psychology, and curriculum making should be taken by the teachers. With regard to preparation of teachers, McGaughy proposes:

....that the professional training of the elementary teacher in the future....require at least four or five years beyond high school graduation. During this time major emphasis will be placed on giving the student an understanding of our present civilization and of the tremendous social, economic, political, and governmental forces which are interacting to create the tremendous social problems of the present.¹⁶

¹⁵Cooke, op. cit., p. 53.

¹⁶McGaughy, op. cit., pp. 92-93.

TABLE 14

ADEQUACY OF PROFESSIONAL PREPARATION OF THE
PROFESSIONAL STAFF MEMBERS OF THE
TOLAR ELEMENTARY SCHOOL

Rating	Number of Ratings	Product of A and B
(A)	(B)	(C)
5	1	5
4		
3	1	3
2	1	2
1	1	1
Total....	4	11
School score..		2.8

Table 15 shows the professional staff of the evaluated school to rank rather high in school experience. One teacher has taught twenty-one years, nineteen of which have been in her present position; another has taught seventeen years, seven of which have been in her present position; a third has taught eight years, six of which have been in her present position; and the fourth teacher has taught seven years, only one of which has been in his present position. This is

TABLE 15
EDUCATIONAL EXPERIENCE AND SERVICE
IN THE SCHOOL

Number of Years	Educational Experience		Service in Present School	
	Number of staff members	Product of col- umns A and B	Number of staff members	Product of col- umns A and D
(A)	(B)	(C)	(D)	(E)
21	1	21		
19			1	19
17	1	17		
8	1	8	1	8
7	1	7		
6			1	6
1			1	1
Total.....	4	53	4	34
Average...		13.3		8.5

a total of fifty-three years of teaching experience, or an average of 13.3 years per teacher. The belief that teachers grow in effectiveness as they have experience in actual work with children is expressed by McGaughy.¹⁷ The total of thirty-four years of service in the present school is an average of 8.5 years per teacher. Hamrin says that the teachers

¹⁷Ibid., p. 69.

in most of the better schools have an average tenure of more than five years.¹⁸

There is no organization provided in the evaluated school for group improvement of the professional staff. Faculty meetings, one type of opportunity for group improvement, are concerned largely with announcements, discipline, and routine matters, rather than with educational problems. Faculty meetings are good "....provided that they are properly programmed along definite lines and that in them attention is directed toward better teaching....."¹⁹

Table 16 shows the professional staff of the evaluated school to be inferior in the matter of individual improvement. None of the staff members holds membership in national professional or non-professional educational organizations. None has appeared on programs of professional organizations, or written books or magazine articles. However, some professional reading is being done, as several members of the staff are definitely studying how to improve school conditions. They are studying curriculum revision, pupil guidance, health improvement, teaching methods and procedures, and other educational phases of the school program. One teacher has traveled extensively enough to have travel listed as a source of individual improvement. No visits of educational signifi-

¹⁸Hamrin, op. cit., p. 55.

¹⁹Rice, Conrad, and Fleming, op. cit., p. 107.

TABLE 16

INDIVIDUAL IMPROVEMENT OF THE PROFESSIONAL
STAFF MEMBERS OF THE TOLAR
ELEMENTARY SCHOOL

Rating	Number of Ratings	Product of A and B
(A)	(B)	(C)
5		
4		
3	4	12
2		
1	4	4
Total.....	8	16
School score...		2

cance have been made by staff members. McGaughy states that teachers can improve in a service through experimental teaching, reading professional literature, observation, good supervision, travel, and by not being too provincial.²⁰ Concerning the reading of professional literature, McGaughy recommends for a teacher "...the careful study of educational literature and its interpretation in the light of his specific

²⁰McGaughy, op. cit., pp. 68-76.

problems with his particular group of children."²¹

Two of the four Tolar Elementary School teachers have secured college credit within the past three years. One staff member, during this time, has completed thirty-six semester hours of work toward the bachelor's degree. Another teacher has completed thirty-three semester hours of work, thirty of which are of graduate level. One staff member, the primary teacher, has done no college work since graduating with the bachelor's degree in 1921, and the major for this degree was taken in the field of history. This teacher makes little attempt to keep up with new developments and findings, and new theories and practices in teaching procedures. Naturally, her procedures are antiquated, and the efficiency of the entire school system seems to suffer as a result. "The local school board, superintendent, and principal should encourage their teachers to attend summer schools."²²

The salaries of all Tolar Elementary School teachers are based on the Texas State Rural Aid Schedule, therefore each of the four teachers draws a salary of between eight and nine hundred dollars annually.

Salaries should be such as to assure a living comparable with the social demands on the profes-

²¹Ibid.

²²Cooke, op. cit., p. 261.

sion and the worth of service rendered as well as to provide security for old age.²³

Salaries are not so inadequate as they might seem, as three of the four teachers are permanent residents of the community, and, as they live with their families, their living expenses are not so great as they might be elsewhere. Rice, Conrad, and Fleming say that teachers' salaries are not up to professional level, that there is a misconception of teachers' services, and that the training needed by teachers today is under-evaluated.²⁴ The salary schedule is strictly adhered to in the evaluated school. "Efficient business practice demands that the school executive adopt a salary schedule for all classes of employees and adhere strictly to it."²⁵ Weber comments on the value of salary schedules as follows: "The properly constructed salary schedule will keep out the untrained, the immature and the insincere. It will recognize training, reward merit, and stimulate professional growth."²⁶

Dismissals from service on the Tolar school staff are usually made without specific statement of reasons, and without any efforts having been made by the administration toward the improvement of the employee. The proposed dismissal of

²³Cooperative Study of Secondary School Standards, op. cit., p. 99.

²⁴Rice, Conrad, and Fleming, op. cit., p. 81.

²⁵O. F. Weber, Problems in Public School Administration, p. 295.

²⁶Ibid.

an employee on account of incompetence, misconduct, or neglect of duty is not preceded by a warning or notice. There is no definite plan of teacher tenure provided. "Tenure laws should be devised and administered as a stimulus to better preparation and more efficient service on the part of the teacher."²⁷ The Tolar administration makes no provision for leave of absence from regular school duties for any reason. Reeder says that "in the more progressive school systems it is the policy to make it easy for school employees to take a leave of absence for study, travel, or anything which is calculated to lead to self-improvement."²⁸

All staff members of the evaluated school are members of the Texas Teacher Retirement System, the merits of which are yet to be proved.

A retirement system raises the tone of the profession; it increases the efficiency of the teacher; it protects children from teachers who are incompetent because of old age; it attracts and retains the most capable workers; it is economical for the public; it is in accord with the practice among a large number of business concerns.²⁹

The Non-Professional Staff

The non-professional staff in the evaluated school includes the custodial and maintenance staff and the bus drivers.

²⁷Rice, Conrad, and Fleming, op. cit., p. 76.

²⁸Reeder, The Fundamentals of Public School Administration, p. 108.

²⁹Cooke, op. cit., p. 130.

Their qualifications, improvement in service, and conditions of service are here rated. Below is the complete checklist with symbols showing how each item was checked.

- (0) 1. All members of the custodial and maintenance staffs are adequately trained for their positions.
- (-) 2. All such members are efficient -- work is done properly and in a reasonable length of time.
- (-) 3. All such members are reliable -- they do properly what is supposed to be done at the time it should be done.
- (-) 4. They are trustworthy -- they protect school interests and property and keep certain information confidential.
- (-) 5. They are resourceful -- they readily adapt themselves to different kinds of work and changed conditions and find better ways of doing things.
- (-) 6. They are cooperative -- they get along well with others and adapt their plans and procedures to the needs and convenience of others whenever desirable or necessary.
- (-) 7. They are courteous and agreeable to associates and to visitors.
- (-) 8. They are neat and orderly with respect to themselves, their work, and their surroundings.
- (-) 9. Their health and habits are such as to assure fitness for service and to safeguard the health of others.
- (-) 10. These staffs, individually and as groups, are seeking to effect improvement along such lines as time schedules for the performance of regular and occasional tasks.
- (-) 11. These staffs, individually and as groups, are seeking to effect improvement along such lines as selection and proper use of cleansing agents.
- (-) 12. These staffs, individually and as groups, are seeking to effect improvement along such lines as proper use of supplies and other forms of school property.
- (-) 13. These staffs, individually and as groups, are seeking to effect improvement along such lines as proper heating and ventilation of the buildings and rooms.
- (-) 14. These staffs, individually and as groups, are seeking to effect improvement along such lines as an understanding of their relationship to the total school program and how they may better promote it.

- (-) 15. Candidates are selected on the basis of fitness for the particular positions they are to fill.
- (-) 16. Candidates are selected only after full inquiry into their personal and health records and their records of training and experience.
- (0) 17. The school has a salary schedule for custodial and maintenance staffs.
- (0) 18. Maximum, minimum, and average salaries of these groups are related to appropriate standards of living and economic conditions in the community.
- (0) 19. Regular increments in salaries are spread over a large proportion of the potential service career.
- (0) 20. After the probationary period of from one to two years, tenure continues as long as the employee's service and conduct merit it.
- (0) 21. Provision is made for employees to have a limited number of days of absence (at least 15 per year) from duties because of personal sickness without loss of pay and on a cumulative basis.
- (0) 22. Adequate provision is made for the proper care of the school's disabled or over-age employees.
- (0) 23. Employees are retired when old age or disability prevents further efficient service.
- (/) 24. All bus drivers are experienced and properly licensed.
- (/) 25. Moral character and conduct of drivers are satisfactory.
- (/) 26. All bus drivers can be depended upon to observe traffic laws and traffic regulations formulated by school authorities.
- (-) 27. All bus drivers can be depended upon to protect the safety of pupils by such means as requiring pupils to observe traffic regulations and requiring proper conduct of pupils while entering, on, or leaving the bus.
- (/) 28. All bus drivers can be depended upon to keep their buses in safe condition.
- (-) 29. All bus drivers are resourceful and self-possessed -- they meet emergencies and unexpected difficulties well.
- (/) 30. They have an adequate understanding of the mechanism of the bus and its motor and can make minor repairs.
- (-) 31. They are courteous and cooperative in relations with pupils, staff members, and the general public.

- (-) 32. They are careful about their personal appearance and habits.
- (0) 33. The physical fitness of all drivers has been established through a thorough physical and health examination of vision and hearing; similar re-examinations are made at least annually.
- (-) 34. Bus drivers are extending their understanding of the entire bus mechanism and increasing their skill in caring for and repairing it.
- (-) 35. They are studying improvement of traffic regulations and ways of reducing traffic hazards.
- (-) 36. They are studying how to secure better cooperation of all pupils in the promotion of safety for all.
- (-) 37. Candidates are selected on the basis of fitness for the particular positions they are to fill.
- (-) 38. Candidates are selected only after full inquiry into their personal and health records and their records of training and experience.
- (0) 39. The school has a salary schedule for all bus drivers.
- (0) 40. Maximum, minimum, and average salaries of the drivers are related to appropriate standards of living and economic conditions in the community.
- (0) 41. Regular increments in salaries are spread over a large proportion of the potential service career.
- (0) 42. After the preliminary period of from one to two years of probation, tenure continues as long as the employee's service and conduct merit it.
- (0) 43. Provision is made for employees to have a limited number of days of absence (at least 15 per year) from duties because of personal sickness without loss of pay and on a cumulative basis.
- (0) 44. Adequate provision is made for the proper care of the school's disabled or over-age employees.
- (0) 45. Employees are retired when old age or disability prevents further efficient service.³⁰

The above checklist of forty-five items includes five which were checked (✓), twenty-four which were checked (-), and sixteen which were checked (0). This indicates that the

³⁰ Cooperative Study of Secondary School Standards, op. cit., pp. 108-111.

non-professional staff is definitely inferior.

The following evaluations were made from the above checklist:

- (3) a. How satisfactory are the technical qualifications of the custodial and maintenance staffs?
- (3) b. How satisfactory are the personal qualifications of these members?
- (2) c. How extensive are the efforts of these staffs to effect improvement?
- (2) d. How effective have been the efforts at improvement?
- (2) e. How carefully are custodial and maintenance staff members selected?
- (1) f. How adequate are provisions and conditions for leave of absence?
- (1) g. How adequate are provisions for retirement of disabled or over-age employees?
- (1) h. How satisfactory are the salaries and the salary schedules?
- (1) i. How satisfactory are the provisions and conditions of tenure?
- (3) j. How satisfactory are the technical qualifications of bus drivers?
- (3) k. How satisfactory are their personal qualifications?
- (2) l. How extensive are efforts of bus drivers to effect improvement?
- (2) m. How effective have been their efforts at improvement?
- (2) n. How carefully are bus drivers selected?
- (1) o. How adequate are provisions and conditions for leave of absence?
- (1) p. How adequate are provisions for retirement of disabled or over-age bus drivers?
- (1) q. How satisfactory are the salaries and the salary schedule?
- (1) r. How satisfactory are the provisions and conditions of tenure?³¹

The above list of eighteen evaluations includes four which are rated (3), six which are rated (2), and eight which are rated (1). The average evaluation for the non-professional staff is (1.8). This ranks it low.

³¹Ibid.

The non-professional staff is composed of one janitor and two bus drivers. These staff members serve both the secondary and the elementary schools. The bus drivers are adequate, numerically, for caring for their duties. The one janitor is inadequate, numerically, for caring for the duties with which he is charged. Consequently, the teachers themselves have to accept the responsibilities of proper heating and ventilation for their classrooms, and the performance of numerous occasional tasks connected with their work. The janitor and bus drivers are rated as average in efficiency, reliability, trustworthiness, resourcefulness, cooperation, neatness and health, and moral character and conduct. No efforts are made toward the improvement in service of the non-professional staff members. Little care is shown by the administration in the selection of these employees. They are selected not so much on a scientific as on an economic or political basis. According to Rice, Conrad, and Fleming, many school systems use examinations as aids in selecting non-professional staff members.³² There are no provisions for retirement, leaves of absence, or tenure. All receive salaries of twenty-five dollars per month for the nine months that school is in session. This salary is inadequate, especially since all of the non-professional staff members have families and have no other source of income, except for

³²Rice, Conrad, and Fleming, op. cit., Ch. XII.

occasional unskilled labor jobs at odd times and during the summer. Rice, Conrad, and Fleming say that good salaries for non-professional staff members are essential.³³

Summary

While the professional staff of the evaluated school is adequate for meeting present needs, improvement of the staff could be made in several instances. The academic and professional preparation of at least two teachers should be improved by attending summer schools or doing extension work. Group improvement of the staff is inferior. Faculty meetings should be used as an agency for group improvement. Reading or study clubs could be organized by the professional staff. Committee work and educational research would be valuable also. The salaries of professional staff members are low, but there does not seem to be any means available for raising them. Conditions of service relating to tenure and leaves of absence are unsatisfactory. A tenure law should be enacted, and provisions should be made for leaves of absence for educational purposes.

The personal and technical qualifications of the non-professional staff are satisfactory. There is a need for an additional janitor, but the present budget will not permit the addition of one. The salaries of the non-professional staff members should be raised, but it does not seem likely

³³Ibid.

that this will be possible for some time.

Table 17 presents a summary of all the evaluations made for the professional and non-professional staffs.

CHAPTER IX

SCHOOL PLANT

The plant is one of the major conditioning factors in a good school, but its intimate relation to and influence on the educational program and its outcomes are not always appreciated or understood. The school program may be seriously restricted and impeded or it may be considerably facilitated and enriched with little or no difference in the cost of the plant. The building as planned and equipped is not merely a place of instruction; it is also a functioning part of the educational program itself.

Because of the increasing and varied demands being made upon the school, the school program has become more and more complex. Adequate provision should be made for these additional functions. Provisions for classroom instruction, while still a major consideration, are far from sufficient.

When a new plant is being planned or an existing building is to be enlarged or remodeled, certain principles generally regarded as fundamental should be given full consideration. Plans should contemplate meeting not only present needs but also needs of the future, in so far as these may be foreseen. The school plant should be made flexible. The effort should be made to attain more efficient schools at a minimum cost. Wasteful expenditures can never be justified. The building should be attractive and appropriate in design so that beauty may be evident both within and without; it should assure the safety of its occupants, even in emergencies; and the grounds about the building should have well kept lawns and shrubbery. While provisions such as those mentioned very probably will result in a plant that is economical to maintain and easy to keep sanitary, those responsible for planning must regard such conditions as highly important. The site as well as the building should assure healthful conditions. The entire plant should, whenever possible, be an integral part of a community planning program.¹

¹Cooperative Study of Secondary School Standards, *op. cit.*, p. 115.

The Site

In checking and evaluating the various features relative to the site of the evaluated school, the philosophy and objectives of the school and the nature of the pupil population and community which it serves were constantly kept in mind. The school site was checked for conditions affecting health and safety, economy and efficiency, and the educational program. Given below is the complete checklist with symbols showing how each item was checked.

- (/) 1. The site is free from environmental noises and confusion.
- (/) 2. It is free from environmental bad odors and contamination.
- (-) 3. It is free from environmental smoke and dust.
- (/) 4. An adequate supply of pure water (on or near the site) is readily available.
- (/) 5. Facilities for sewage disposal are adequate.
- (-) 6. Elevation and drainage for grounds and buildings are good (no surface water; storm sewers if necessary).
- (/) 7. No tall buildings, trees, hillsides, etc., are so near the school buildings as to obstruct light and air.
- (/) 8. The site is free from traffic and transportation dangers.
- (-) 9. Play areas are free from hazardous obstructions (rocks, trees, ditches, gullies, etc.)
- (-) 10. Facilities for fire protection are readily available and kept in working order.
- (/) 11. Facilities for parking are adequate.
- (/) 12. Facilities for receiving and discharging pupils transported in school buses are adequate.
- (/) 13. Drives or walks lead from all building exits.
- (-) 14. The site is readily accessible to the school population.
- (-) 15. It is accessible over hard surfaced roads and adequate walks.
- (/) 16. It is sufficiently extensive for building and play needs, driveways, and landscaping.
- (/) 17. Play areas are readily accessible.

- (/) 18. The site has possibility of future expansion, extension, or adaptation without too great cost.
- (/) 19. It is as near the center of the school population as environmental conditions make advisable.
- (-) 20. The environment is socially and culturally wholesome.
- (-) 21. The environment has definite elements of beauty and is free from ugliness.
- (/) 22. The location does not oblige many of its pupils to pass through unwholesome areas in walking to and from school.
- (/) 23. The site is sufficiently extensive and adaptable to accommodate all desirable educational activities.
- (-) 24. Its layout prevents playground noises and games from interfering with study, classroom, and office activities.
- (-) 25. Trees, shrubs, flowers, and lawns are placed so as to promote the beauty of the building and cultivate the appreciation of beauty.
- (-) 26. The appearance of the grounds is such as to encourage pupil cooperation in their proper maintenance.
- (-) 27. The play areas are carefully planned and utilized.
- (-) 28. Facilities are provided for a large variety of sports and games.
- (0) 29. Certain areas are surfaced and marked for specific sports and games.
- (0) 30. Screens or fences are provided wherever needed.
- (0) 31. Bleachers are provided for spectators.²

The above checklist of thirty-one items contains fifteen which are marked (/), thirteen which are marked (-), and three which are marked (0). The checklist seems to indicate, then, that the school site is at least average.

The following evaluations were made for the site of the Tolar Elementary School:

- (3) a. To what extent do conditions on or near the site promote health?

²Ibid., pp. 115-116.

- (3) b. How well is the school improving unsatisfactory conditions?
- (3) c. To what extent do conditions on or near the site promote safety?
- (3) d. To what extent is the school improving satisfactory conditions?
- (4) e. How accessible is the site?
- (4) f. How extensive is the site?
- (4) g. How well adapted is the site for future expansion?
- (3) h. How satisfactory is the educational or cultural influence of the environment?
- (3) i. How adequately does the site provide for educational activities?
- (2) j. How well are the play areas planned, equipped, and kept in condition?
- (2) k. How satisfactory is the aesthetic quality of the school grounds?³

The above list of eleven evaluative questions includes three which are marked (4), six which are marked (3), and two which are marked (2). These evaluations give an average of (3.1) for the school site.

Too little attention is very often devoted to the scientific selection of school sites. Before a site is selected, a number of factors should be considered. In speaking of locations for school buildings, Bolton, Cole, and Jessup say:

Locations should be secured that are not adjacent to arterial highways, railroads,....swampy, undrained regions, or anything which gives rise to undue noises, dust, polluted air, or moral contagion. Often the exact geographical center of a district or population area will have to be avoided because of undesirable surroundings.⁴

The site of the evaluated school is largely free from

³Ibid., pp. 115-116.

⁴Bolton, Cole, and Jessup, op. cit., p. 163.

environmental noises and confusion, and is free from bad odors and contamination. There is an adequate supply of pure water readily available for all purposes. There are no tall buildings, trees, hillsides, etc., so near the school building as to obstruct light and air. The site is largely free from transportation dangers, being located some distance away from both the highway and the railroad. This condition is desirable.⁵ Facilities for parking are adequate, as are facilities for receiving and discharging pupils transported in school buses. Drives or walks lead from all building exits. The site is not entirely free from environmental smoke and dust. "Freedom from....dust,....polluted air, and malodors should be sought."⁶ Elevation and drainage for grounds and building are only fair. "High lands....should be sought."⁷ The play areas are not entirely free from such hazardous obstructions as rocks, trees, gullies, etc. They are not as carefully planned and utilized as they should be. There is a need for a larger variety of sports and games. Playground equipment is inadequate. "The playground shouldhave adequate playground equipment."⁸ The play areas are readily accessible from the building. They are sufficiently extensive and adaptable to accommodate all desirable educational activities. "The playground....should provide

⁵G. D. Strayer and N. L. Engelhardt, Standards for Elementary School Buildings, p. 9.

⁶Ibid.

⁷Ibid.

⁸Ibid., p. 10.

a minimum of one hundred square feet per child."⁹ This standard is met in the evaluated school. The pupils are not obliged to pass through unwholesome areas in walking to and from school. Landscaping of the grounds is being done to promote the beauty of the site. Gardens and shrubbery in the vicinity and on the grounds are desirable.¹⁰ The site is so located that there is possibility of future expansion, extension, or adaptation without too great a cost. Although it is located near the center of the school population, it is only fairly accessible to it because of the poor condition of the roads.

The Building

The building of the evaluated school was checked on the basis of conditions affecting health and safety, economy and efficiency, and the educational program. The complete checklist with symbols showing how each item was checked is given below.

- (/) 1. Pupils when seated are not obliged to face direct light continuously.
- (-) 2. Enclosed (indirect or semi-direct) artificial light supplements natural light so that all reading and study surfaces have adequate light intensity at all times.
- (/) 3. Windows have shades adjustable at both top and bottom and in working order, or the panes are of diffusing glass.
- (-) 4. Window shades are translucent or of the Venetian type.

⁹Ibid.

¹⁰Ibid., p. 9.

- (-) 5. Marked differences in illumination on any reading surface are guarded against.
- (-) 6. Blackboards and all reading surfaces have no glare.
- (-) 7. Walls, ceilings, and trim are tinted to reflect light but have no glare.
- (/) 8. Illumination of the auditorium and the stage is adequate and adjustable to varying needs; the audience does not face glaring lights.
- (N) 9. Illumination of the gymnasium is adequate and adjustable to varying needs.
- (N) 10. Illumination of rooms intended for special purposes -- offices, workrooms, dining rooms, social rooms -- is adequate and appropriate for their purpose.
- (-) 11. Stairways, corridors, building exits, toilet rooms, and other spaces are always adequately illuminated.
- (N) 12. Particular attention is given to proper illumination in the library, reading, and study rooms, and in other areas requiring special lighting.
- (/) 13. Provision is made for the safe and easy regulation of lighting (sufficient number of outlets well distributed; lights on the dark side of the room may be turned on or off without affecting those on the other side).
- (O) 14. Illumination surveys of all rooms are made several times each year; teachers participate in these surveys.
- (-) 15. Pupils are made to realize the importance of proper illumination.
- (-) 16. A temperature of 68 to 70 degrees Fahrenheit is maintained in class and reading rooms when the temperature outside is low enough to require heating of rooms.
- (-) 17. Ventilating facilities assure a proper supply of clean outside air and its circulation in all parts of the building.
- (/) 18. Provision is made to prevent direct drafts on pupils and staff members.
- (N) 19. In the gymnasium, ventilation makes it possible to approximately attain out-of-door conditions (but without strong drafts or too low temperatures).
- (-) 20. Lockers and locker rooms are adequately vented and ventilated.
- (N) 21. All rooms having floors at or below ground level have moisture proof floors and walls and no floor is more than three feet below ground level (fuel and boiler rooms excepted).

- (-) 22. All general toilet and lavatory rooms and all shower rooms have moisture proof floors, walls, and ceilings.
- (-) 23. Provision is made for controlling humidity in school rooms.
- (-) 24. Toilets and lavatory facilities for boys and for girls are provided on each floor of large buildings.
- (N) 25. Toilets and lavatory facilities readily accessible to the stage dressing rooms are provided.
- (N) 26. Toilets and lavatory facilities are provided in connection with gymnasium and dressing-rooms.
- (N) 27. Toilet and lavatory facilities are provided in the medical and health suite.
- (O) 28. Toilet and lavatory facilities for men and for women faculty members are provided.
- (O) 29. Toilet and lavatory facilities conveniently accessible to the administrative suite are provided.
- (O) 30. Toilet and lavatory facilities are provided for the custodial and maintenance staffs.
- (N) 31. Lavatory facilities are provided in laboratories, shops, and art and crafts rooms.
- (N) 32. Lavatory facilities are provided in the librarian's and teachers' work rooms.
- (N) 33. Lavatory facilities are provided in or immediately adjoining the cafeteria.
- (O) 34. Provision is made for servicing of lavatory facilities with hot and cold water.
- (-) 35. Provision is made for proper ventilation and venting of all toilet rooms.
- (/) 36. Provision is made for screening of entrances and windows of all toilet rooms so as to provide and assure proper privacy.
- (-) 37. Provision is made for sanitary drinking fountains in sufficient number and easily accessible.
- (/) 38. Provision is made for servicing of drinking fountains with pure water.
- (N) 39. Provision is made for showers with hot and cold water in the gymnasium suite.
- (O) 40. Rest rooms for staff members are provided.
- (O) 41. Rest rooms (or infirmary) for pupils are provided.
- (/) 42. Stairways, corridors, and exits are sufficient in number and width to assure safety from congestion at all times.
- (N) 43. Stairways are provided with continuous handrails within reach of all pupils using them.
- (N) 44. Stairs have proper riser and tread dimensions and non-slip treads and landings.

- (N) 45. Stairways lead directly to outside exits from the building.
- (/) 46. All rooms used for class or study purposes have adequate exits to safety.
- (O) 47. The gymnasium and auditorium have adequate exits to safety, clearly marked.
- (/) 48. All outside doors open outward and are equipped with safety or panic-proof hardware.
- (N) 49. The furnace is fire-proofed.
- (N) 50. The safe condition of high-pressure boilers is assured at all times; they are periodically inspected by a qualified official.
- (/) 51. Vaults or cabinets for storing permanent records are fireproof.
- (-) 52. Fumes from laboratories, stoves, etc., are properly vented.
- (N) 53. The building is regularly inspected to prevent possibility of explosion from gas leaks.
- (/) 54. All electric conduits and wiring are properly insulated and have been inspected and certified by a public inspector.
- (/) 55. Materials used in the building and the construction of the building are such as to promote and facilitate safety and sanitation.
- (-) 56. Floor materials are not slippery and are as nearly noiseless as possible.
- (N) 57. In case school activities are housed in several buildings, provision is made for the protection of pupils against inclement weather or dangerous traffic conditions.
- (/) 58. The building is so planned that it may be expanded to meet future demands because of increased attendance needs without too great cost.
- (O) 59. It has non-bearing classroom partitions so that change in dimensions and arrangement of rooms may be readily effected.
- (O) 60. It is so planned that the library and study hall space can be readily adapted to changing library and instructional needs.
- (O) 61. Provision is made for expansion of the heating plant.
- (-) 62. Rooms designed primarily for one purpose are so planned as to serve other purposes also.
- (O) 63. A few classrooms are smaller and a few others are larger than the normal sized rooms.
- (O) 64. Provision is made for entrance to and exit from certain rooms or areas commonly used by the public or at night while other parts of the building are closed.

- (/) 65. Provision is made for heating and lighting certain used rooms or areas without heating or lighting other parts of the building.
- (-) 66. Administrative office space, well planned, centrally located, and easily accessible to the public promotes economy and efficiency.
- (0) 67. Well planned space for the clerical and accounting staffs promotes economy and efficiency.
- (0) 68. Work rooms and dressing-room space for the custodial staff promote economy and efficiency.
- (0) 69. Conveniently located service and supply closets with sinks and running water for the custodial staff promote economy and efficiency.
- (/) 70. The major portion of the floor area is devoted to instructional purposes.
- (0) 71. General storage space is readily accessible to the rooms in which equipment and supplies are used.
- (/) 72. A plain, effective roof with adequate gutters and downspouts promotes economy and efficiency.
- (/) 73. Freedom is provided from such ornamentation and architectural features as tend to promote deterioration.
- (-) 74. Arrangement of driveways, doorways, and floor levels facilitates truck deliveries.
- (/) 75. Provision is made for individual lockers on classroom floors so located as to be easily accessible and supervised.
- (0) 76. Sound-proofed or deadened floors, walls, and ceilings of halls, auditorium, cafeteria, and other rooms housing noise producing activities promote economy and efficiency.
- (-) 77. Good acoustic properties in the auditorium promote economy and efficiency.
- (N) 78. In case school activities are housed in several buildings these are so arranged as to economize the time of pupils and facilitate the educational program.
- (-) 79. The type of architecture harmonizes with such environmental factors as climate, city or open country, and other buildings.
- (-) 80. The materials and workmanship of the building, both interior and exterior, are aesthetically satisfying.
- (-) 81. All architectural features such as columns, color, windows, doorways, and decorations have aesthetic value and promote appreciation of beauty.
- (-) 82. The colors of the walls, ceilings, and trim harmonize and are appropriate, thus promoting beauty and the appreciation of beauty.

- (-) 83. The appearance of the building, both exterior and interior, is such as to encourage pupil cooperation in its proper maintenance.
- (/) 84. An adequate amount of space is provided for English.
- (N) 85. An adequate amount of space is provided for foreign languages.
- (/) 86. An adequate amount of space is provided for mathematics.
- (/) 87. An adequate amount of space is provided for the social studies.
- (O) 88. An adequate amount of space is provided for music.
- (N) 89. An adequate amount of space is provided for business education.
- (/) 90. An adequate amount of space is provided for primary work.
- (-) 91. An adequate amount of space is provided for health and physical education.
- (O) 92. An adequate amount of space is provided for showers.
- (O) 93. An adequate amount of space is provided for locker and dressing rooms.
- (O) 94. An adequate amount of space is provided for clinics.
- (/) 95. An adequate amount of space is provided for reading and study.
- (/) 96. An adequate amount of space is provided for the auditorium.
- (O) 97. An adequate amount of space is provided for the pupil activity program.
- (O) 98. An adequate amount of space is provided for conferences.
- (-) 99. An adequate amount of space is provided for administration.
- (O) 100. An adequate amount of space is provided for the cafeteria.
- (-) 101. Electrical outlets, including wall and floor plugs, are provided wherever needed.
- (/) 102. Good blackboards, well mounted at the proper height, are provided in all rooms used for instructional purposes.
- (-) 103. Adequate bulletin and mounting board space is provided in all rooms used for instructional purposes.
- (O) 104. Bulletins and mounting boards for educational or communication purposes are provided in offices, corridors, study hall, or wherever needed.

- (-) 105. Display cases, cabinets, and other means of exhibiting products and materials, are provided.
- (N) 106. Gas outlets, conveniently located, are provided wherever needed.
- (0) 107. Sinks and lavatories are provided with hot and cold water wherever needed.
- (-) 108. Comfortable, noiseless seats are provided in the auditorium.
- (0) 109. Good curtain and stage properties are provided.
- (N) 110. A gymnasium floor so marked as to facilitate games is provided.
- (0) 111. Permanent equipment to facilitate a modern physical education program is provided.
- (0) 112. Facilities for locking certain cabinets, drawers, rooms, etc., are provided.¹¹

The above checklist of 112 items contains twenty-six which are checked (✓), thirty-two which are checked (-), thirty which are checked (0), and twenty-four which are checked (N). The checklist seems to indicate that the evaluated school building is below average.

The following evaluations were made for the above checklist:

- (3) a. How adequate are provisions for illumination?
- (3) b. How effectively are they used to assure proper illumination?
- (2) c. How well has provision been made for maintaining proper condition of air?
- (3) d. How attentive are teachers and pupils to maintaining proper condition of air?
- (2) e. How adequately do the toilet and lavatory facilities meet the above conditions?
- (3) f. How well do pupils discharge their responsibility for proper care of such facilities?
- (2) g. How adequate are provisions for drinking fountains, showers, and rest rooms?
- (2) h. How effectively are deficiencies being corrected?
- (2) i. How well are provisions for safety of person and property made?

¹¹Cooperative Study of Secondary School Standards, op. cit., pp. 117-121.

- (2) j. How effectively are deficiencies being corrected?
- (2) k. How well does the building provide for flexibility?
- (2) l. How effectively is the available flexibility used?
- (1) m. How well are such provisions as those for economy and efficiency met?
- (2) n. How effectively are deficiencies being corrected?
- (3) o. How great is the aesthetic quality of the exterior of the building?
- (3) p. How great is the aesthetic quality of the interior of the building?
- (3) q. To what extent does the building stimulate maintaining or improving beauty, both interior and exterior?
- (4) r. How adequate is the space provided for classrooms?
- (2) s. How adequate is the space provided for special services?
- (2) t. How adequately are fixtures which facilitate the educational program provided?
- (3) u. How effectively are they used?
- (3) v. How well do pupils accept the responsibility for proper use of these facilities?¹²

The above list of evaluative questions includes one which is rated (4), nine which are rated (3), eleven which are rated (2), and one which is rated (1). The school score of (2.5) derived from these evaluations rates the building of the evaluated school below average.

Beginning with the 1940-1941 session, the Tolar Elementary School will be housed in a new building. The old school building, which housed both the secondary and elementary grades, was demolished in the summer of 1939, and in its place a modern, one-story, fireproof, native stone structure is being erected. The new building will be completed by August 1, 1940. The elementary school will occupy four classrooms in

¹²Ibid.

the east wing of the new building, sharing the use of the auditorium and play areas with the secondary school. In this section the checklist was marked, and the evaluations made, on the new building as it will be upon completion.

In the matter of illumination, pupils, when seated, are not obliged to face direct light continuously. This is in accordance with the requirement for Texas public school buildings which states: "No window admitting light shall be placed in a classroom or study hall so that it must be faced by pupils when seated at their desks."¹³

The windows are equipped with translucent shades that are adjustable at both top and bottom. Such shades are recommended by Strayer and Engelhardt.¹⁴ Window shades, blackboards, walls, and ceiling meet standards set up by Strayer and Engelhardt¹⁵ in regard to light reflection. Semi-direct artificial light supplements natural light when needed. Strayer and Engelhardt recommend either semi-direct or indirect illumination.¹⁶

Ventilating facilities assure a proper supply of clean outside air and its circulation in all parts of the building. Direct drafts on pupils and staff members are guarded against.

¹³Texas State Department of Education, Public School Laws of Texas, 1938, p. 191.

¹⁴Strayer and Engelhardt, op. cit., p. 34.

¹⁵Ibid., p. 33.

¹⁶Ibid., p. 29.

"The ventilating system should be of ample capacity, and should be so installed as to supply to every room occupant, during the entire period of occupancy, thirty cubic feet of air per minute."¹⁷ These conditions are adequately met in the evaluated school. The use of coal as fuel makes it difficult to maintain an even temperature of 68 to 70 degrees Fahrenheit in classrooms when the temperature outside is low enough to require the heating of the rooms.

The provision for toilet and lavatory facilities is found to be inferior. There is one boys' toilet in the north end of the building, and one girls' toilet in the east end of the building. Facilities in both are inadequate.

A sufficient number of sanitary drinking fountains provide the personnel with pure water. Strayer and Engelhardt recommend one drinking fountain for fifty to seventy-five pupils.¹⁸ The evaluated school provides two fountains for an enrollment of 114. The drinking fountains are easily accessible from the building, but are a great distance from a large portion of the play area. "They should be easy of access to....playground."¹⁹

Corridors and exits are sufficient in number and width to assure safety from congestion at all times. "In elementary schools the main corridor should be ten feet wide."²⁰

¹⁷Ibid., p. 23.

¹⁸Ibid., p. 30.

¹⁹Ibid.

²⁰Ibid., p. 14.

This condition is met in the evaluated school. All classrooms have adequate exits to safety; all outside doors open outward. These conditions meet standard requirements.²¹

The building is so planned that it may be expanded to meet future needs. "The building should be elastic in nature and should permit the expansion of any one of its departments."²² No space is provided for administrative purposes in the elementary school portion of the building. "A principal's office should be provided...."²³ There is no general storage space readily accessible to the rooms in which equipment and supplies are used. "An adequate number of such rooms should be provided in all buildings."²⁴ A major portion of the floor area is devoted to instructional purposes. The building is equipped with a plain, effective roof with adequate gutters and downspouts. "Eaves gutters, where needed, and leaders should be provided."²⁵ Adequate individual lockers are readily accessible from the classrooms.

The materials and workmanship of the building, both interior and exterior, are aesthetically satisfying to a limited extent. The color of the walls, ceilings, and trim harmonizes and is appropriate. The lines of the building are simple and plain. "Extensive and costly ornamentation, which

²¹Ibid., p. 12.

²²Ibid., p. 10.

²³Ibid., p. 38.

²⁴Ibid., p. 29.

²⁵Ibid., p. 11.

does not add to utility, should be avoided."²⁶

An adequate amount of space is available to meet present classroom needs. Provision is made for a sufficient number of good blackboards, well-mounted at the proper height, in all classrooms. Adequate space is not provided for a well-rounded program of health and physical education. There is a dire need for a gymnasium. Briggs states that an adequate building must include a gymnasium in order to accomplish the educational results demanded of modern schools.²⁷

Equipment

The equipment in the evaluated school was checked for conditions affecting health and safety, economy and efficiency, and the educational program. Below is given the complete checklist with symbols showing how each item was checked.

- (-) 1. Provision is made for soap dispensers, towel dispensers, waste paper containers in toilet and lavatory rooms.
- (-) 2. Provision is made for soap, towels (or electric dryers), and toilet paper in toilet rooms.
- (N) 3. Provision is made for soap in shower rooms and clean towels in dressing rooms.
- (N) 4. Provision is made for proper facilities for caring for and drying clothing in the dressing rooms.
- (N) 5. Antiseptic basins are provided in shower and gymnasium locker rooms.
- (N) 6. Gymnasium mats are kept in sanitary condition.
- (N) 7. Provision is made for the special facilities needed in the medical and health suite.

²⁶Ibid., p. 30.

²⁷T. H. Briggs, Improving Instruction, p. 197.

- (N) 8. Screens on windows and doors of cafeteria or lunch room and kitchen, clinic, rest rooms, toilet rooms, and ground floor rooms, are provided.
- (-) 9. Adequate facilities for caring for and disposing of garbage and waste are provided.
- (-) 10. Seats and tables or other writing surfaces encourage hygienic and comfortable postures.
- (N) 11. Properly maintained guards or screens are provided on machinery and belts.
- (N) 12. Heavy protective screens are provided on windows and light fixtures of the gymnasium.
- (N) 13. Provision is made for mats, padding on sharp corners, screening on radiators, and other precautions against accidents in the gymnasium.
- (-) 14. Provision is made for proper arrangement and installation of furniture and fixtures.
- (-) 15. Lockers and drinking fountains are so located that they do not interfere with traffic.
- (N) 16. Provision is made for proper and adequate storage and care of chemical and other dangerous laboratory materials.
- (-) 17. Provision is made for gongs, fire extinguishers, and other fire fighting equipment always in good working order.
- (-) 18. Adequate facilities for caring for combustible materials in storage are provided.
- (-) 19. All bus bodies are large enough to provide adequate seating space and high enough to assure safety of exit and entrance.
- (-) 20. All school buses have steel bodies.
- (/) 21. All chassis are well constructed and built for use as school buses.
- (/) 22. All buses are clearly marked by name and color to assure identification as school buses.
- (/) 23. All tires are of such weight and size and are in such condition as to assure the safety of passengers at all times; a spare tire is always carried on each bus.
- (-) 24. All buses have adequate braking equipment -- two sets, each of adequate effectiveness and always kept in good condition.
- (-) 25. Exhaust pipes do not leak; they extend beyond the rear of the bodies.
- (-) 26. Only safety or shatter-proof glass is used in windows, doors, and windshields.
- (/) 27. The service door of each bus which is operated by the driver, is of adequate height and width and equipped with such safety appliances as will facilitate safe exit and entrance.

- (-) 28. An emergency door with proper fastening devices opens from aisle of sufficient width to assure safe exit from each bus.
- (-) 29. Adequate provision is made for heating and ventilation.
- (-) 30. Adequate provision is made for proper illumination of buses, including illumination of steps.
- (-) 31. Riser and tread dimensions of steps are such as to assure safety of exit; treads are non-slip.
- (-) 32. All buses are equipped with good windshield wipers, sun shields, and rear view mirrors.
- (0) 33. All buses are equipped with substantial bumpers and window guards.
- (0) 34. All buses are equipped with semaphores or similar signaling devices.
- (-) 35. Each bus carries such emergency equipment as a full kit of tools, ax and shovel, and a first-aid kit.
- (-) 36. Teaching and learning materials are provided wherever needed.
- (-) 37. Working materials and facilities for the administrative and supervisory staffs are provided.
- (N) 38. Working materials and facilities for the library staff are provided.
- (N) 39. Working materials and facilities for the clerical and accounting staffs are provided.
- (-) 40. Working materials and facilities for the custodial and maintenance staffs are provided.
- (/) 41. Telephone and communication facilities, internal and external, are provided.
- (/) 42. A signal system, centrally controlled, is provided.
- (-) 43. Equipment and supplies definitely planned for and adapted to the learning activities of each room are provided in all classrooms.
- (-) 44. Equipment and supplies of good materials and construction are provided in all classrooms.
- (-) 45. Equipment whose material, workmanship, and design have aesthetic qualities and values is provided.
- (0) 46. Pupils' chairs, desks, and tables are comfortable and encourage correct posture.
- (0) 47. Globes, maps, and charts are readily available whenever needed.
- (0) 48. Lanterns, slides, and screens are readily available whenever needed.
- (0) 49. Silent motion pictures are provided.
- (0) 50. Motion pictures with sound effects are provided.
- (0) 51. Radios are provided.

- (/) 52. Teachers' desks and chairs are provided in all classrooms.
- (-) 53. Dustless crayon and good erasers, rulers, and pointers are provided wherever needed.
- (-) 54. Adequate cabinet, shelving, and filing facilities are provided.
- (0) 55. Clocks are provided wherever needed.
- (/) 56. A public address system is provided.
- (0) 57. Phonographs are provided.²⁸

The above checklist of fifty-seven items contains eight which are checked (/), twenty-seven which are checked (-), ten which are checked (0), and twelve which are checked (N). The checklist seems to indicate that the evaluated school is inferior in the matter of equipment.

The following evaluations were made for equipment:

- (2) a. How well are general provisions for health made?
- (3) b. How well are these facilities used or adjusted to assure health?
- (3) c. How well do pupils discharge their responsibility for proper care and use of these facilities?
- (2) d. How well are general provisions for safety made?
- (3) e. How well are these facilities used or adjusted to assure safety?
- (2) f. How effectively are undesirable conditions being corrected?
- (3) g. How well do bus chassis and bodies assure safety of passengers?
- (3) h. How well does the interior equipment assure safety and health of passengers?
- (3) i. How well does the exterior equipment assure safety of passengers?
- (3) j. How carefully are buses and their equipment cleaned, inspected, and kept in repair?
- (2) k. How adequately are instructional facilities provided?
- (2) l. How effectively are they being used?
- (2) m. How adequately are non-instructional facilities provided?
- (2) n. How efficiently are they being used?
- (2) o. How adequately are facilities influencing the educational program provided?

²⁸Cooperative Study of Secondary School Standards, op. cit., pp. 122-124.

- (3) p. How effectively and extensively are they used?
 (3) q. How well do pupils care for and use equipment and supplies?²⁹

In the above list of seventeen evaluative questions, nine are rated (3), and eight are rated (2). The average evaluation of (2.5) shows the equipment of the evaluated school to have an inferior rating.

Provision for health includes adequate numbers and amounts of soap dispensers, waste paper containers, soap towels, and toilet paper in toilet and lavatory rooms. There is no provision made for hot water. Strayer and Engelhardt emphasize the necessity for hot and cold water, sanitary soap facilities, and adequate towels and towel racks.³⁰ The pupils are judged to be average in the manner in which they discharge their responsibility for the proper care and use of these facilities.

Facilities for fire protection include a fire gong and an adequate number of hand fire extinguishers, conveniently located in the main hallway. This arrangement is approved by Strayer and Engelhardt.³¹

All school buses used by the evaluated school have steel bodies which are large enough to provide adequate seating space and high enough to assure safety of exit and entrance. All chassis are well constructed and built for use as school

²⁹Ibid.

³⁰Strayer and Engelhardt, op. cit., p. 30.

³¹Ibid., pp. 27-28.

buses. All buses are clearly marked by name and color to assure the safety of the passengers at all times. Texas school law requires that each bus "have a sign on the front and rear and on each side....., showing the words 'School Bus'....."³² All tires are of such weight and size and are kept in such condition as to assure the safety of the passengers; a spare tire is always carried on each bus. All buses have adequate braking equipment. The service door of each bus which is operated by the driver is of adequate height and width and is equipped with such safety appliances as will facilitate safe exit and entrance. All buses are equipped with good windshield wipers and rear view mirrors. Exhaust pipes extend beyond the rear of the bodies. Safety or shatter-proof glass is not used in all instances. Provision is not made for proper heating and ventilating of buses. Illumination provisions do not include illumination of steps. All buses are equipped with bumpers, but not with window guards. They do not carry such emergency equipment as tool kit, ax and shovel, and first-aid kit.

Regulations in one or more different states demand that the school bus have a speed control governor set at thirty miles per hour, headlights, a rear light, stop lights, interior lights, reflectors, an interior rear-view mirror, a directional signaling device, a power-driven windshield wiper, adequate heater not connected with exhaust, approved roof ventilators, exhaust pipe without leaks extending to rear of bus, window guards, bumpers so attached to the frame that pupils cannot ride them, traffic guardrails, horn in

³² Texas State Department of Education, Public School Laws of Texas, p. 246.

good working order, speedometer, strong front posts whose width must not be so great as to obstruct the driver's vision, gasoline tank outside the bus, fire extinguisher, tools for making minor repairs, skid chains, spare tire, extra light bulbs, first-aid kit, flags and flares, and hand ax.³³

Teaching and learning materials are furnished by the school in limited quantities only. Most materials are furnished by the teachers and pupils themselves. Some non-instructional facilities such as clerical and accounting materials, and working materials for the custodial and maintenance staffs, are provided. The equipment includes a centrally controlled electric signal system. A public address system is provided also. Such working materials as those mentioned above should be plentiful in the school.³⁴

General equipment for instructional purposes is found to be inadequate. All classrooms are equipped with teachers' desks, pupils' desks, and chairs. Adequate cabinet, shelving, and filing facilities are not provided. More closets and built-in bookcases are needed. Every building should have a sufficient number of these facilities.³⁵ There are few maps, globes, and charts; and no lanterns, slides, motion picture projectors, radios, or phonographs. Elementary classrooms should include much of such equipment.³⁶

³³National Education Association, Research Bulletin, Vol. XIV, No. 5, November, 1936, pp. 201, 216.

³⁴Strayer and Engelhardt, op. cit., p. 35.

³⁵Ibid., p. 29.

³⁶Ibid., p. 35.

Summary

The average evaluation for the Tolar Elementary School plant is found to be (2.7), as shown by Table 18, a summary of all evaluations made for the plant. The school site has an average evaluation of (3.1). The aesthetic quality of the

TABLE 18

SUMMARY OF EVALUATIONS FOR THE TOLAR ELEMENTARY SCHOOL PLANT

Title of Measure	Evaluations												Total	Divisor	Score	
	Health and Safety				Economy and Efficiency				Educational Program							
Site....	a	b	c	d	e	f	g	h	i	j	k	34	11	3.1		
	3	3	3	3	4	4	4	3	3	2	2					
Building	a	b	c	d					o	p	q	r	54	22	2.5	
		3	3	2	3					3	3	3				4
					k	l	m	n								
	e	f	g	h	2	2	1	2	s	t	u	v				2
Equip- ment..													44	17	2.6	
	i	j														
		2	2													
	a	b	c	d					o	p	q					
	2	3	3	2					2	3	3					
					k	l	m	n								
	e	f	g	h	2	2	2	3								
	3	2	3	3												
	i	j														
	3	3														
Total.													132	50	2.7	

school grounds and the manner in which play areas are planned, equipped, and kept in condition are below average. These conditions are being improved, however, so the school site must be rated as satisfactory. The building is found to have an average evaluation of (2.5). This score would seem to indicate that the building is unsatisfactory. This is not the case, however. While provisions for flexibility, for administrative and storage space, and for toilet and lavatory facilities are inadequate, there is no means of improving present conditions. On the whole, the building is satisfactory for meeting present needs. The equipment of the evaluated school has an average evaluation of (2.6). This inferior rating is caused by the urgent need for new and modern classroom furniture, more instructional materials and equipment, and working materials for the custodial and maintenance staff. The equipment that is provided is satisfactory, and is fairly well cared for.

CHAPTER X

SCHOOL ADMINISTRATION

There are numerous details inherent in the operation of an efficient school system for which some one must be responsible. Reeder says that "the administration of a school system requires the performance of three functions, namely, the legislative, the executive, and the inspectorial."¹ The legislative function is that of formulating and adopting policies, and of enacting legislation. This function should be performed by the board of education.² "The execution of the policies should be left wholly to....the superintendent, the principal, business officials, teachers, and other employees."³

After legislation has been enacted by the board of education and has been duly executed by the professional experts of the board, the task remains to ascertain how well it has been executed. This is the inspectorial, or appraisal, function, and it should be exercised primarily by the board of education.⁴

The function of school administration is summarized briefly in the following excerpt:

Administration is necessary in order to coordinate the educational program, the staff, and the school

¹Reeder, op. cit., p. 14.

²Ibid.

³Ibid., pp. 14-15.

⁴Ibid., p. 15.

plant, and to make them all operate effectively for the development of pupils. Responsibility for the administration of schools is usually entrusted to some type of board of control. Members of such boards should be prevailingly, if not exclusively, laymen.⁵

Cooke, Hamon, and Proctor believe that "educational administration should exist only in order to create classroom situations where boys and girls may participate in life-like activities under the guidance of competent teachers."⁶

Organization

This section deals with the general organization for administration of the evaluated school. General policies, the board of control and its functions, and the superintendent and his duties and responsibilities are considered. Below is given the complete checklist for organization with symbols showing how each item was checked.

- (/) 1. The board of control has rules and regulations for determining its policies, organization, and procedures.
- (/) 2. The board holds regular meetings at stated times.
- (/) 3. The board keeps accurate minutes of all its proceedings.
- (-) 4. The board acts as a judicial and policy determining body; it delegates all executive functions to the administrative head of the school system.
- (-) 5. The board elects school employees only on recommendation of the administrative head of the school system.
- (-) 6. The board authorizes the preparation and presentation of an annual budget, which it studies, publishes, modifies if desirable, and adopts.

⁵Cooperative Study of Cooperative School Standards, op. cit., p. 13.

⁶D. H. Cooke, R. L. Hamon, and A. M. Proctor, Principles of School Administration, p. 62.

- (-) 7. The board and superintendent of schools, with the advice of the principal, formulate regulations regarding the use of the school plant and other school property.
- (/) 8. The board functions only when in official session; at other times its members have no authority regarding school matters, except as specifically authorized by the board.
- (/) 9. The board accepts fully its responsibility for adequate financing of the educational program.
- (-) 10. All employees understand that their positions and all organizations in the school exist for the promotion of the educational program and the welfare of pupils and are therefore secondary in importance to those ends.
- (-) 11. Authority and responsibility are vested in certain officials who may delegate some of this authority to others. All relationships, however, are democratic and cooperative rather than authoritative and arbitrary.
- (-) 12. When responsibility is delegated, commensurate authority is delegated also, but supervision is exercised by the person delegating the authority.
- (-) 13. Units and individuals within the system understand their duties and interrelationships and function as parts of an integrated system.
- (-) 14. Pupils are helped to understand the school aims and policies which are approved by the administrative officers of the school and their relation to pupil interests and purposes.
- (/) 15. The school does not permit the exploitation of its staff members and pupils by any agency or for any purpose.
- (0) 16. Teachers teach only in those subject fields in which they have made adequate preparation.
- (-) 17. All income intended for school purposes is collected and made available for the schools; there is no diversion of school funds to other purposes.
- (0) 18. A complete audit of the school's financial records and accounts is made at least annually by a competent authority.
- (0) 19. The superintendent, through regular systematic reports, keeps the board of control informed regarding the school's objectives, achievements, needs, and plans for the future.
- (-) 20. He plans and presents annually an educational and financial program for the coming year.

- (-) 21. He recommends teachers and other employees for appointment only after careful consideration and solely on the basis of their fitness for specific services.
- (0) 22. He systematically supervises all school employees and their school activities.
- (0) 23. He promotes a continuous, efficient program of school and community relations.
- (-) 24. He administers efficiently the business affairs of the school system.
- (-) 25. He takes an accurate school census at least annually and organizes and uses the resultant data effectively.
- (-) 26. He uses an efficient system of school and pupil records.
- (0) 27. He makes systematic research investigations and uses them as a basis for long-time planning of the educational program.
- (-) 28. He delegates to other employees certain clearly defined responsibilities, grants them commensurate authority, and requires efficient performance.
- (0) 29. He consults co-workers freely, making them feel that suggestions concerning themselves, their tasks, or the general school welfare will be fully considered.
- (-) 30. He is the educational leader of the school community.
- (/) 31. The superintendent is the delegated and responsible head and professional leader of the school but is always accountable to superior authorities.
- (/) 32. He participates in the selection of teachers for his staff.
- (-) 33. He consults with the professional and custodial staffs, organizes them, assigns each member responsibility on the basis of fitness, and invests each with commensurate authority.
- (0) 34. He invites all staff members to participate in plans for the improvement of the school program or procedures, particularly those phases which concern particular staff members.
- (0) 35. In consultation with his co-workers, he formulates school policies on a long-time basis.
- (-) 36. He equalizes, as far as feasible, both the teaching and non-teaching load assigned teachers and members of other staffs.
- (-) 37. He emphasizes proper care and the efficient use of supplies and all other school property.

- (0) 38. He inspects the school plant regularly in order that proper use, maintenance, and hygienic conditions may be assured.
- (0) 39. He systematically studies the school plant for greater utilization and more effective use.
- (-) 40. He makes such careful plans that administrative routine procedures, such as checking attendance against the school census, scheduling teachers and pupils and scheduling special facilities, are carried out smoothly.
- (0) 41. He formulates a time schedule that reduces routine matters to a minimum and allows maximum time for professional duties.
- (-) 42. He prepares a good schedule of classes and of other scholastic and pupil activities.
- (0) 43. He provides for an adequate health program.
- (0) 44. He provides for an adequate safety program -- traffic control, fire drills, fire and accident prevention, and instruction in safety measures.
- (0) 45. He directs the proper operation of the pupil activity program and stimulates faculty growth in the ability to sponsor pupil organizations.
- (0) 46. He is actively instrumental in the development and use of a good library.
- (-) 47. He directs the public relations program of his school.
- (-) 48. He supervises all faculty members and other employees of the school and stimulates constant improvement on their part.
- (0) 49. He gives special attention to the proper induction of new teachers into the school and community.
- (0) 50. He makes frequent reports to his superiors regarding status and progress of the school.
- (0) 51. He checks school membership and attendance regularly against the school census record.
- (-) 52. He reserves time for professional reading and professional contacts in order to promote his own improvement and that of the school.
- (-) 53. He plans or approves and supervises all aspects of the transportation service.⁷

The above checklist of fifty-three items includes eight which are checked (✓), twenty-five which are checked (-), and twenty which are checked (0). Generally speaking, it

⁷Cooperative Study of Secondary School Standards, op. cit., pp. 134-136.

would seem that the evaluated school ranks somewhat below average in the matter of organization for administration. This is not necessarily the case, however, as many of the items checked (0) apply primarily to a large school system.

The following evaluations were made for the above checklist:

- (4) a. How well do such statements as the above characterize the activities and relationships of the board of control?
- (2) b. How well do such provisions as the above characterize the school's general policies?
- (2) c. How effectively are such functions as the above performed?⁸

The average evaluation for organization is found to be (2.7), which rates the school below average.

The superintendent of schools is responsible for the administration of the evaluated school. One staff member is given the title "Elementary Principal," but, as he has no administrative functions, he is, for the purpose of this study, considered a classroom teacher. The superintendent has such preparation as broad, general education in the subject matter fields; rather extensive preparation in professional courses; successful administrative experience; and successful teaching experience over a period of years. He is rated as average on such personal qualifications as cooperation, sincerity and loyalty, intelligence, self-control, general culture, interest in current problems, good physical and mental health, enjoyment and understanding of adolescence, and understanding

⁸Ibid., pp. 134-135.

of the educative value of environmental factors. The qualifications of a superintendent and other administrative officials are ultimately determined by the size and type of the community and the salary which can be paid. The following qualifications for a superintendent were adopted by the Philadelphia board of education:

Personal. -- A dominating personality -- a leader of men. A man of good moral character and religious belief. A good public speaker. A man of strong constitution and good health, industrious, persevering, courageous, and with a high sense of personal honor; with a good sense of humor, clean in person and in mind; temperate in act and speech, knowing when to speak and when to keep silent; honest and square, tactful and diplomatic..... A man who, when the needs of the school demand it, knows how to fight and to fight hard.

Professional. -- A graduate of a reputable college. A graduate student of school administration.....⁹

The superintendent of a small school system should possess the same qualifications, though in a less degree. The Tolar superintendent adequately meets these requirements.

The superintendent of the evaluated school, through systematic reports, keeps the school board informed of the school's objectives, achievements, needs, and plans for the future; he recommends teachers and other employees for appointment after careful consideration and on the basis of fitness for specific purposes; he administers the business affairs of the school system; he uses an efficient system of school and pupil records; and he delegates to other employees certain clearly defined responsibilities, grants them

⁹Reeder, op. cit., pp. 47-48.

commensurate authority, and requires efficient performance. These functions are typical administrative problems.¹⁰

The board of education has rules and regulations for determining part of its policies, organization, and procedures; it holds regular meetings at stated times; it keeps minutes of all its proceedings; it acts largely in a judicial and policy-determining capacity, delegating the executive functions to the superintendent; it authorizes the preparation and presentation of the annual budget; it functions only when in official session; and it accepts its responsibility for financing the educational program. Reeder accepts all of these procedures and functions of the school board as being desirable.¹¹ In a general statement, Reeder says that "the function of the board of education is not to run the schools but to see that they are run."¹² This same idea is expressed in the following excerpt:

The board of control should delegate administrative functions and authority to an individual qualified for the work. The board should retain the determination of general policies and some judicial functions.¹³

Supervision of Instruction

Supervision of instruction is considered from the standpoint of its objectives, procedures and activities used, principles of supervision, and results of supervision in

¹⁰Ibid., pp. 3-4. ¹¹Ibid., pp. 30-31. ¹²Ibid., p. 15.

¹³Cooperative Study of Secondary School Standards, op. cit., p. 131.

the evaluated school. Below is the complete checklist with symbols showing how each item was checked.

- (0) 1. The supervisory procedures are designed to promote the development or acquisition of desirable habits and skills in pupils and teachers.
- (0) 2. The supervisory procedures are designed to promote the development or acquisition of desirable attitudes, ideals, and appreciations in pupils and teachers.
- (0) 3. The supervisory procedures are designed to promote the development or acquisition of desirable knowledge and understanding on the part of pupils and teachers.
- (0) 4. The supervisory procedures are designed to promote the development or acquisition of better understanding by teachers of the varying backgrounds, abilities, and needs of individual pupils.
- (0) 5. The supervisory procedures are designed to promote the development or acquisition of better understanding by teachers of the nature of pupil growth and development.
- (0) 6. The supervisory procedures are designed to promote the development or acquisition of better understanding by teachers and pupils of the aims of education.
- (0) 7. The supervisory procedures are designed to promote the development or acquisition of greater skill in the selection and use of educational materials by pupils and teachers.
- (0) 8. The supervisory procedures are designed to promote the development or acquisition of increasing efficiency in the selection and use of satisfactory instructional procedures by teachers.
- (0) 9. The supervisory procedures are designed to promote the development or acquisition of greater skill in devising and using tests and in diagnosing and evaluating their results.
- (0) 10. The supervisory procedures are designed to promote the development or acquisition of greater ability in identifying and evaluating the outcomes of instruction through other means than classroom tests.
- (0) 11. The supervisory procedures are designed to promote the development or acquisition of increased experimentation with methods and materials.

- (0) 12. The supervisory procedures are designed to promote the development or acquisition of increasing desire for self-improvement, leading to freer use of supervisory assistance by the teachers.
- (0) 13. The supervisory procedures are designed to promote the development or acquisition of better understanding of teachers and pupils and of their problems by the supervisor.
- (0) 14. The supervisory procedures are designed to promote the development or acquisition of more extensive and effective cooperation between teachers and between supervisor and teachers.
- (0) 15. The supervisory procedures are designed to promote the development or acquisition of increasing ability in the proper appraisal of the efforts of self and of others by the supervisor.
- (0) 16. The supervisory procedures are designed to promote the development or acquisition of zeal for self-improvement by the supervisor.
- (0) 17. The supervisory procedures are designed to promote the development or acquisition of long-term planning for systematic study by all concerned in the educational program.
- (0) 18. The supervisory procedures include such activities as determining the needs of individual pupils.
- (0) 19. The supervisory procedures include such activities as defining the objectives of instruction in various subjects.
- (-) 20. The supervisory procedures include such activities as evaluating and improving the courses of study in various fields.
- (-) 21. The supervisory procedures include such activities as studying and improving the equipment and supplies used in instruction.
- (-) 22. The supervisory procedures include such activities as studying activities of the teachers in the classroom.
- (-) 23. The supervisory procedures include such activities as studying activities of pupils in the classroom.
- (-) 24. The supervisory procedures include such activities as evaluating the outcomes of instruction.
- (-) 25. The supervisory procedures include such activities as conferring with teachers individually and in groups regarding problems of instruction.

- (0) 26. The supervisory procedures include such activities as organizing teacher committees for work on school problems such as curriculum improvement.
- (0) 27. The supervisory procedures include such activities as holding teachers' meetings -- by grades, subject fields, or all teachers -- for professional study.
- (0) 28. The supervisory procedures include such activities as providing for demonstration teaching -- by teacher or supervisor -- for individuals or groups.
- (0) 29. The supervisory procedures include such activities as arranging for visitation by teachers of other teachers in the system or in other systems.
- (0) 30. The supervisory procedures include such activities as changing teacher assignments, temporarily or permanently, in order to extend the range of teachers' experience.
- (0) 31. The supervisory procedures include such activities as exchanging of teachers by systems for semester or year.
- (0) 32. The supervisory procedures include such activities as making suggestions for professional reading.
- (-) 33. The supervisory procedures include such activities as helping teachers to plan further professional study.
- (-) 34. Supervisors and teachers understand their mutual relationships and responsibilities; sympathetic understanding and good will characterize their relations.
- (-) 35. Supervisors and teachers have arrived cooperatively at an understanding of the educational philosophy of the school, of its purposes and objectives, and of a philosophy of supervision.
- (-) 36. Supervisors and teachers together formulate definite objectives for given time periods or undertakings and well organized plans of activities for attaining these objectives.
- (/) 37. The teachers understand clearly to whom they are responsible for their various duties and are not the victims of conflicting claims of authority among superiors.
- (-) 38. The supervisory program seeks to determine the qualities, procedures, and outcomes that characterize good supervision and those that characterize poor supervision.

- (-) 39. It seeks to determine the qualities, procedures, and outcomes that characterize good teaching and those that characterize poor teaching.
- (0) 40. Standardized tests and measurements are used freely and properly, their limitations being recognized.
- (-) 41. The construction and use of tests -- both old and new types -- is encouraged, their value and limitations being recognized.
- (-) 42. Well-planned experimentation and careful testing and evaluation of outcomes are provided for.
- (-) 43. Art products, handwork, written work, and similar objective evidence are used as bases for evaluation and further planning.
- (0) 44. Recorded data and other factual information are carefully studied for use in the educational program.
- (-) 45. Objective measurement and data and statistical study are supplemented by careful observation and judgment.
- (-) 46. The educational program is evaluated in the light of all pertinent factors.
- (0) 47. Available literature, particularly reports on experiments and research, are studied and used to improve the educational processes, their limitations being carefully noted.
- (0) 48. The training, experience, and abilities of teachers are studied, and desirable adaptations in supervisory procedures are made accordingly.
- (-) 49. Particular attention is given to the needs of inexperienced teachers.
- (-) 50. The varying backgrounds, interests, and abilities of pupil groups are considered in appraising the work of individual teachers.
- (-) 51. The limitations of plant, equipment, and supplies are recognized in planning and in evaluating instructional procedures.
- (-) 52. The results of supervision are apparent in progressive efforts at formulating a philosophy of education.
- (-) 53. The results of supervision are apparent in the understanding of pupil and community needs.
- (-) 54. The results of supervision are apparent in clear statements of objectives.
- (-) 55. The results of supervision are apparent in well planned courses.

- (-) 56. The results of supervision are apparent in effective classroom procedures.
- (-) 57. The results of supervision are apparent in careful evaluation of results of instruction.
- (-) 58. The results of supervision are apparent in reliance upon scientific principles and objective methods in solving school problems.
- (-) 59. The results of supervision are apparent in extensive and effective cooperation among teachers, pupils, and supervisors.
- (-) 60. The results of supervision are apparent in initiative, originality, and independence of teachers.
- (-) 61. The results of supervision are apparent in efforts at continuous self-improvement by teachers.
- (-) 62. The results of supervision are apparent in careful evaluation of the supervisory program.¹⁴

The above checklist contains sixty-two items, one of which is checked (✓), thirty-one of which are checked (-), and thirty of which are checked (0). This shows the supervision of instruction to be inferior in the evaluated school.

The following evaluations were made for the checklist on supervision of instruction:

- (1) a. How satisfactorily are such objectives as the above recognized in the supervisory program?
- (1) b. How great a variety of such procedures and activities does the supervisory staff use?
- (4) c. How well do teachers and supervisors understand their relationships with and responsibilities toward one another?
- (2) d. How well do they understand the various objectives which they together are to attain?
- (3) e. How well do they cooperate?
- (2) f. How extensively are scientific attitudes on the part of teachers and supervisors encouraged?
- (2) g. How well do teachers and supervisors exemplify scientific-mindedness in their work?
- (2) h. How flexible are the supervisory procedures?

¹⁴Ibid., pp. 137-139.

- (2) i. How effective is the supervisory program in improving the teaching-learning situations?
 (2) j. How effective is the supervisory program in the professional improvement of teachers?¹⁵

The above list of ten evaluations includes one that is rated (4), one that is rated (3), six that are rated (2), and two that are rated (1). The school score for supervision is (2.1), which rates this function in the evaluated school as inferior.

The function of supervision is usually considered to be the improvement of instruction. Concerning supervisors and their activities, Smith and Speer say:

All supervisors are concerned with the improvement of educational practice. They devise methods to assist the teacher and his pupils. They help develop superior courses of study. They assist teachers to grow in professional capacity. They also assist teachers to provide leadership for student activities. Supervisors deal with problems of equipment, research, and community relationships.¹⁶

The objectives of supervision are stated by Stone as follows:

Correlation, coordination, and integration of the work of teachers and supervisors..... Adaptation of the course of study to local needs, and provision for needed supplements..... Improvement of the materials and instruments of instruction..... Improvement of classroom organization and pupil placement..... Location and strengthening of weak spots in the total instructional program..... Development of a good school spirit..... Improvement of instruction through teacher growth.¹⁷

¹⁵Ibid.

¹⁶Samuel Smith and Robert K. Speer, Supervision in the Elementary School, p. 14.

¹⁷C. R. Stone, Supervision in the Elementary School, pp. 2-5.

The main objective of supervision is stated by Kyte as ".... the maximum development of the teacher into the most professionally efficient person she is capable of becoming at all times."¹⁸ The supervisory and teaching staffs of the evaluated school have never made a definite statement of their objectives concerning the supervisory program.

The supervisory staff of the Tolar Elementary School consists of the superintendent of schools and the elementary principal. As both carry full teaching loads, and are in reality but classroom teachers themselves, they have little time available for supervision of instruction. "Supervision is generally recognized as the most important function of the principal of the elementary school."¹⁹

The Tolar supervisory procedures include evaluating and improving the courses of study in various fields. "Supervision should help formulate, evaluate, and improve local courses of study."²⁰

The supervisory staff has made some study and improvement of the equipment and supplies used in instruction. This is a commendable supervisory procedure, as "supervisors should help the instructional staff provide, evaluate, and properly use instructional equipment."²¹

¹⁸G. C. Kyte, How to Supervise, p. 45.

¹⁹Stone, op. cit., p. 2.

²⁰Smith and Speer, op. cit., p. 244.

²¹Ibid., p. 370.

To a limited extent, the Tolar Elementary School staff has studied the activities of the teachers and of the pupils in the classroom.

Supervision should assist in the preparation, certification, selection, placement, in-service education, and adjustment of teachers.

Supervisors should help improve the attitudes, mutual relationships, and efficiency of all members of the school population.

Supervisors should assist in the formation and proper administration of worth-while organizations of pupils.

Supervisors should help teachers and pupils fulfill the principles of efficiency, democracy, and educational psychology.

Supervisors should assist teachers to motivate and guide pupil participation in desirable types of group activity.²²

Stone says that "...supervisors should confer with teachers individually and in groups regarding problems of instruction."²³ This procedure is followed in the evaluated school.

Important supervisory procedures that are not used in the evaluated school include determining the needs of individual pupils; determining the objectives of instruction in various subjects; organizing teacher committees for work on school problems such as curriculum improvement; holding teachers' meetings for professional study; demonstration teaching for individuals or groups; arranging for visitation by teachers of other teachers in the system or in other systems; changing teacher assignments, temporarily or permanently,

²²Ibid., pp. 299, 333.

²³Stone, op. cit., pp. 67-69.

in order to extend the range of teachers' experience; exchanging of teachers by systems for semester or year; and making suggestions for professional reading.

The teachers and supervisors of the evaluated school understand their relationships with and responsibilities toward one another and they cooperate with one another to a fairly satisfactory degree.

The use of standardized tests as a means of supervision is recommended by Stone.²⁴ Standardized tests and measurements are rarely used in the evaluated school. Little attention is given to the construction and use of tests. No reports are made by the teachers to the supervisors on experiments and educational research. With regard to flexibility of the supervisory program, it is found that the supervisors do not satisfactorily study the training, experience, and abilities of the teachers for the purpose of making desirable adaptations in procedures accordingly.

The principal of the evaluated school needs to have more time made available for the supervision of instruction. He, together with the instructional staff, should formulate a definite statement of the objectives to be attained. A great variety of supervisory procedures should be used, and a more scientific attitude on the part of teachers and supervisors should be encouraged.

²⁴Ibid., pp. 78-79.

Business Management

Business management of the Tolar Elementary School is considered with regard to the general duties and procedure, the budget, the accounting, and the maintenance and operation. Below is given the complete checklist with symbols showing how each item was checked.

- (/) 1. The business management is under the supervision of the administrative head of the school system.
- (-) 2. The business management gives proper attention to the care of and the accounting for all school property.
- (N) 3. The business management supervises the accounts of the school cafeteria.
- (-) 4. The business management exercises proper control over the care and distribution of supplies and equipment.
- (-) 5. All purchases are made on the basis of fitness of goods for the purpose intended.
- (-) 6. Members of the professional staff are consulted regarding materials and supplies intended for use by such staff members.
- (/) 7. The business management purchases school buses and keeps them in proper condition or makes suitable arrangements for bus service.
- (/) 8. The officials definitely responsible for the handling and accounting of school funds are adequately bonded.
- (0) 9. All school property, including equipment and supplies, is adequately insured.
- (0) 10. Records, deeds, and other valuable papers are kept in fireproof vaults or cabinets.
- (-) 11. The business management has satisfactory forms and procedures for making purchases and accounting for them.
- (0) 12. The business management uses forms, classifications, and procedures which are approved by national school accounting organizations.
- (-) 13. The business system is economical of time, labor, and costs without sacrificing desirable completeness of information, accuracy, or reliability.

- (-) 14. The business management regularly makes accurate reports to the board of control and to other legal authorities through the proper administrative channels.
- (-) 15. The business management makes regular reports to each individual charged with the use of funds or supplies, indicating the status of his account.
- (0) 16. The superintendent and principal in conference with the supervisory, library, instructional, guidance, and health staffs outline the educational program for the elementary school.
- (0) 17. The superintendent and principal in conference with the business management staff outline the proposed expenditures to support the educational program.
- (-) 18. The budget is based on adequate consideration of the school program, as well as a study of the budgets of a number of preceding years.
- (-) 19. The budget is determined only after carefully considering a tentative desirable developmental program for a period of years.
- (0) 20. On appropriate forms, all employees report their supplies and equipment for the current year and their needs for the coming year, together with suggested desirable changes.
- (/) 21. The budget indicates proposed expenditures classified under such captions as (a) capital outlay, (b) debt service, and (c) current expense, this last item being further classified under such headings as general control, instruction, plant operation, plant maintenance, coordinate activities, auxiliary agencies, and fixed charges, unless otherwise specified by state law.
- (-) 22. Reallocation of funds approved in the budget is made only after careful consideration of the other needs of the educational program.
- (/) 23. The budget indicates estimated receipts from all available sources.
- (0) 24. The budget presents comparative data on all its important sections over a period of several years.
- (0) 25. The superintendent is made responsible for keeping the school's accounts and full reports from the central accounting office indicating the status of all accounts that relate to the school or its staff.

- (-) 26. Each teacher or other employee is accountable for all supplies, material, or equipment charged to him; a room, department, or building is accountable for materials charged to it.
- (-) 27. Regular inventories are made, at least annually, on forms devised for the purpose. These inventories indicate the quantity of each item, quality or state of preservation, and its location and the person, room, or department against which it is charged, as well as the date of inventory.
- (/) 28. The school accounting system gives a complete record of all funds received and expended and the amount of each transaction.
- (-) 29. The accounting system is organized in sufficient detail to make possible computation of important unit costs.
- (-) 30. The accounting system provides for and requires the filing of all original supporting data of a transaction.
- (-) 31. The accounting system indicates the full history or record of each financial transaction.
- (/) 32. All equipment, supplies, and other materials are carefully checked with the invoice both as to quantity and quality when received.
- (-) 33. The accounting department pays only for such materials and supplies as have been purchased in accordance with the required forms and procedures.
- (/) 34. The accounting system is so organized that the accounts are easily checked and audited.
- (-) 35. The accounting staff has devised forms and procedures which are used by the school's auxiliary agencies and the pupil activity program, and supervises the financial activities of these agencies or organizations.
- (0) 36. Careful and periodic inspection is made of all parts of the school plant and reports are made of necessary repairs or undesirable conditions.
- (0) 37. All equipment, including school buses, is carefully inspected at regular intervals, the more fragile or used equipment being inspected more frequently than others; a report of any conditions needing attention is made.
- (-) 38. Repairs to plant or repairs to equipment are made promptly, without interfering unduly with the educational program.

- (-) 39. Particular attention is given to the prevention of fires and other hazards and to the elimination of such hazards.
- (-) 40. The school grounds and play areas are properly maintained at all times.
- (-) 41. Walls, windows, woodwork, light fixtures, pictures, statuary, shelving, furniture, toilet rooms and their fixtures, lavatories, and drinking fountains are cleaned in accordance with a regular schedule.
- (/) 42. Floors are appropriately treated at regular intervals to keep them in satisfactory condition (preservation, dustlessness, etc.).
- (0) 43. A vacuum cleaning system is provided.
- (-) 44. Proper cleansing agents for the various materials and items to be cleaned and the proper way of using these agents have been determined; they are used accordingly.
- (0) 45. Painting and varnishing, both interior and exterior, are done at regularly scheduled intervals, special attention being given to outside doors, window sills and frames, and other unusually exposed or vulnerable parts.
- (-) 46. The maintenance and custodial staffs and their work given evidence of such attention to cleanliness and orderliness and to the well-being of pupils and teachers that they merit and receive the cooperation of all.²⁵

In the above checklist are nine items which are checked (/), twenty-four which are checked (-), twelve which are checked (0), and one which is checked (X). On the whole, it appears that the evaluated school meets very satisfactorily the standards set up for business management.

Evaluations for the above checklist were made as follows:

- (3) a. How efficiently is the purchase and distribution of school materials handled?
- (3) b. How adequate are the provisions for caring for deeds, records, and valuable papers?

²⁵Cooperative Study of Secondary School Standards, op. cit., pp. 141-144.

- (3) c. How satisfactory are the reports made by the business management?
- (3) d. How satisfactory are general procedures such as the above followed in formulating the budget?
- (3) e. How extensively do the members of the school staff provide data on educational needs as a basis for the budget?
- (3) f. How satisfactorily are the provisions of the budget followed in making expenditures?
- (3) g. How efficient is the system for keeping accounts and how effectively is it used?
- (3) h. How well does it provide for computing unit costs?
- (2) i. How comprehensive is the plan for inspecting all school property?
- (3) j. How well are the various forms of school property maintained, repaired, and painted?
- (3) k. How good is the program for cleaning the building and equipment?
- (3) l. How well is the program carried out?²⁶

Of the above list of twelve evaluative questions, eleven are rated (3) and one is rated (2). This gives the evaluated school an average rating of (3.0) in the matter of business management.

Business management in the Tolar Elementary School is under the supervision of the superintendent of schools. He gives proper attention to the care of and accounting for all school property; he exercises control over the care and distribution of supplies and equipment; he consults members of the professional staff in regard to materials and supplies intended for use by such staff members. The business management has satisfactory forms and procedures for making purchases and accounting for them.

The function of business management is expressed by

²⁶Ibid.

Cooke, Hamon, and Proctor as follows: "Its manifest function is to provide efficient means to attain the instructional purposes of the school system."²⁷

School accounting is justified by the statement that "ample, accurate, and meaningful statistics make or unmake an administration. Opinions, guesses, and vague estimates carry little weight in discussions with clear thinking individuals."²⁸ The Tolar school accounting system gives a complete record of all funds received and expended and the amount of each transaction. The superintendent is made responsible for keeping the school's accounts; he holds each teacher responsible for all supplies, materials, and equipment charged to him. The accounting system provides for the filing of all original supporting data of a transaction. It is so organized that the accounts are easily checked and audited. While the system for keeping accounts provides data from which unit costs could be computed, such computations have never been made.

The general procedures followed in formulating the school budget are satisfactory. Such procedures include provision for members of the school staff to submit data on educational needs as a basis for the budget. Reeder says that "the superintendent of schools should seek the coopera-

²⁷Cooke, Hamon, and Proctor, op. cit., p. 100.

²⁸Reeder, op. cit., p. 506.

tion of his administrative subordinates and coworkers.....
 In fact, there would be advantages in securing the cooperation of classroom teachers and janitors in making the school budget."²⁹

The school plant and equipment are maintained, repaired, and painted and cleaned in a satisfactory manner.

School officials can do two things to retard and decrease the depreciation of school property. Those things are: (1) teach pupils and other persons to have respect for school property, and (2) make repairs to the property as soon as the need for them is discovered, or as soon thereafter as possible.³⁰

School and Community Relations

The school and community relations program provides some information concerning the evaluated school for both parents and community. Certain community services constitute another means of interpreting the school to the public. Various other activities are used by the school to promote better school and community relations. Below is given the complete checklist for evaluating the school, with symbols showing how each item was checked.

- (O) 1. The school furnishes the parents and community with information about the purposes and objectives of the school.
- (O) 2. The school furnishes the parents and community with information about the curricular offerings and their aims.
- (N) 3. The school furnishes the parents and community with information about the pupil activity program and its objectives.

²⁹Ibid., pp. 168-169.

³⁰Ibid., pp. 260-261.

- (N) 4. The school furnishes the parents and community with information about the library service and its objectives.
- (-) 5. The school furnishes the parents and community with information about the school staff -- its personnel and organization.
- (-) 6. The school furnishes the parents and community with information about the school plant and its equipment.
- (-) 7. The school furnishes the parents and community with information about financial needs.
- (O) 8. The school furnishes the parents and community with information about business management.
- (N) 9. The school furnishes the parents and community with information about the school guidance program.
- (O) 10. The school furnishes the parents and community with information about community relations organizations.
- (-) 11. The school furnishes the parents and community with information about rules and regulations regarding school attendance, home study, reports, etc.
- (-) 12. The community frequently calls upon the school for assistance in activities which contribute to community improvements.
- (/) 13. Members of the school staff are active in community organizations such as churches, service clubs, and other agencies, but not to such an extent as to interfere with school efficiency.
- (O) 14. The school play areas are available at scheduled hours for community health education and recreation.
- (N) 15. The school library and its services are made available to the public at such times and under such conditions as will not interfere with the school program.
- (-) 16. The school encourages the holding of public forums for the discussion of educational, social, economic, or other problems that may promote community welfare.
- (O) 17. The school encourages the organization of classes for the education of adults and permits the use of school facilities by such classes.
- (/) 18. The auditorium is made available for community programs.
- (O) 19. Clubrooms and facilities are made available for social activities of the community.

- (-) 20. Whenever school facilities are made available to the public, school officials assume responsibility for their proper use.
- (-) 21. The superintendent establishes and maintains cordial relations with local editors and reporters.
- (-) 22. Staff members and pupils are alert to school activities that have news value and report them promptly to the person in charge of publicity.
- (-) 23. The school cooperates with other social and educational agencies of the community, and helps to coordinate all efforts to promote the welfare of the community and its youth.
- (-) 24. Patrons and pupils are brought to realize that society and its ways are constantly changing and that, therefore, the school and its program must also change.
- (-) 25. Representative citizens of the community serve on committees for developing better school and community relations.
- (-) 26. The school has developed an organization of patrons and teachers as an important means of securing better cooperation between school and community.
- (-) 27. Home rooms, clubs, assembly programs, school publications, and school games and entertainments promote better understanding between school and community.
- (0) 28. The school has such special occasions as education week, book week, and father-son banquet for interpreting the school to the public.
- (0) 29. The school has one or more special visiting days or night sessions to which it invites all parents or pupils to observe the regular class work and pupil activities.
- (0) 30. The school uses various types of exhibits and demonstrations to interpret its work to the public.
- (-) 31. School entertainments of various kinds are given and are open to the public; these entertainments are largely planned and given by pupils and many pupils participate in them.
- (-) 32. Programs and exercises connected with commencement are used as a means of interpreting the school, its program, and its needs to the community.³¹

³¹Cooperative Study of Secondary School Standards, op. cit., pp. 145-146.

Of the above checklist of thirty-two items, two are checked (✓), sixteen are checked (-), ten are checked (0), and four are checked (N). This shows the evaluated school to be inferior in school and community relations.

The following evaluations were made for the above checklist:

- (2) a. How well is information about the school provided to the parents and community?
- (3) b. How extensive is the participation of staff members in community life and activities?
- (2) c. How well does the school provide for the educational needs of its public?
- (2) d. How well does the school provide for the recreational needs of its public?
- (2) e. How well does the school use the public and school press to promote better school and community relations?
- (1) f. How effectively does the school provide special exhibits, entertainments, or similar special occasions to promote such relations?
- (2) g. How well does the community cooperate with the school and support school projects?³²

Of the above list of seven evaluative questions, one is rated (3), five are rated (2), and one is rated (1). The school score is (2.0), rating the school as definitely inferior in the matter of school and community relations.

"Public-school relations is that phase of school administration which gives information concerning the schools."³³

Grinnell believes that all good school publicity, or interpretation, should conform to the following seven tenets:

It should be continuous; it should be honest; it should be inclusive; it should be understandable; it

³²Ibid.

³³Reeder, Introduction to Public-School Relations, p. 1.

should be dignified but aggressive; it should reach everyone in the community; it should use every facility at hand.³⁴

The strongest points in the school and community relations program of the evaluated school are the active Parent-Teachers Association, and the fact that members of the school staff are active in community organizations such as churches, service clubs, and social clubs. The school does not furnish the parents and the community with information about the purposes and objectives of the school, the curricular offerings and their aims, business management, and community relations organizations. It does not encourage or sponsor public forums for the discussion of education, social, economic, and other problems that may promote community welfare. Such mediums as education week, book week, and special visiting days for forwarding better relations between the school and the community are not used. All of these activities are recommended by Reeder.³⁵ Such occasions as father-son banquets, various types of exhibits and demonstrations, and programs and exercises connected with commencement are used as means of interpreting the school, its program, and its needs to the public. There is no student publication of any kind. Important agencies of this sort include school newspaper, school magazine, and school an-

³⁴J. Erle Grinnell, Interpreting the Public School, p. 26.

³⁵Reeder, Fundamentals of Public School Administration, pp. 552-553.

nual.³⁶ The nearest point to where a newspaper is published is nine miles, consequently the use of the press to promote better school and community relations is limited.

The school needs to furnish the parents and community with more information concerning its objectives, its personnel, its organization, its needs, and its program. The recreational needs of the community should be considered in bringing the community into closer relationship with the school. The school should provide more special exhibits, entertainments, or similar special occasions.

Summary

The average score for school administration is shown by Table 19 to be (2.4). This score rates the school as inferior when judged on the basis of its administration. Organization for administration may be rated as average although the school score for this item is (2.7). The supervisory program, however, is inadequate, having a score of (2.1). No objectives have been recognized for a program of supervision of instruction. The procedures and activities used in the supervisory program are inflexible, and do little to stimulate scientific attitudes on the part of teachers and supervisors; therefore, the results of supervision are not what they should be. Business management has a score of (2.9), which is only slightly below average. The school

³⁶Ibid., p. 545.

TABLE 19

SUMMARY OF EVALUATIONS FOR SCHOOL ADMINISTRATION

	Evaluations	Total	Divisor	Score
Organization....	a 4 b 2 c 2	8	3	2.7
Supervision of instruction...	a 1 b 1 c 4 d 2 e 3 f 2 g 2 h 2 i 2 j 2	21	10	2.1
Business management....	a 3 b 3 c 3 d 3 e 3 f 3 g 3 h 3 i 2 j 3 k 3 l 3	35	12	2.9
School and community relations.....	a 2 b 3 c 2 d 2 e 2 f 1 g 2	14	7	2.0
Total.....		78	32	9.7
School score...				2.4

community needs to be brought into closer relationship with the school itself. The school score for school and community relations is only (2.0). More information concerning the school should be furnished the parents and other citizens in the community through use of the public press, school

publications, school programs, exhibits, and special visiting days. The school should make some provision for meeting the educational and recreational needs of the community. The community should cooperate with the school and support school projects in a more satisfactory manner than it does at present.

CHAPTER XI

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The problem set forth was to evaluate the conditions as found in the Tolar Elementary School, Tolar, Texas. An analysis of the data procured in pursuit of this study seems to justify the following conclusions:

1. The school staff needs to correlate its philosophy and objectives more closely with its actual teaching practices.
2. The administrative staff is not allowed sufficient time for the performance of administrative duties; therefore, supervision of instruction is inferior.
3. The physical equipment of the school is inadequate.
4. The school community needs to be brought into closer relationship with the school.
5. The school staff members are not all thoroughly prepared in their fields of instruction and no provisions are made for organized improvement in service. Salaries are low. There are no provisions for tenure or for leaves of absence.

6. The curriculum is in need of revision and modernization to meet the needs of the pupils.

7. There is no organized pupil activity program.

8. The school has no centralized library; consequently, no library service is provided.

9. Instruction is generally of the textbook variety, with workbooks and notebooks being the principal additional instructional materials used.

10. Outcomes of the educational program are too limited and too conventional.

Recommendations

On the basis of the conclusions drawn, the following recommendations are made for the school:

1. Revise the educational program to harmonize with a clearly stated philosophy of elementary education and a concrete set of objectives.

2. Provide more time for administrative duties and improve and extend the supervisory program.

3. Make provision for adequate physical equipment.

4. Bring the school community into closer relationship with the school.

5. Encourage the professional staff to improve individually and as a group by providing better salaries, teacher tenure, and leaves of absence. Improve conditions of service of the non-professional staff members by provid-

ing better salaries and using more scientific methods of selection.

6. Revise and present the curriculum in a more effective and modern manner.

7. Provide a well-rounded program of pupil activity.

8. Provide a central library with adequate facilities and competent staff members so that a satisfactory service may be rendered.

9. Modernize classroom procedures and provide a greater variety of instructional materials.

10. Broaden the outcomes of the educational program.

APPENDIX

TABLE 20

THE RATING GIVEN EACH TEACHER ON EACH ITEM OF THE CHECKLIST ON INSTRUCTION

Item Checked ^a	Teacher				Item Checked	Teacher			
	A	B	C	D		A	B	C	D
1	/	/	-	0	36	-	-	-	-
2	/	/	-	-	37	-	-	-	-
3	-	-	-	-	38	-	-	-	-
4	/	/	-	-	39	-	-	-	-
5	/	/	0	0	40	-	-	-	-
6	/	/	0	-	41	-	-	-	-
7	/	/	0	-	42	-	-	0	-
8	/	/	-	0	43	-	-	-	-
9	/	/	/	-	44	-	-	-	-
10	/	/	/	-	45	/	/	-	0
11	-	-	-	0	46	/	/	-	0
12	/	/	/	/	47	/	/	-	0
13	/	/	-	-	48	-	/	0	0
14	/	/	-	0	49	-	/	-	0
15	/	/	-	0	50	/	/	0	0
16	/	/	-	-	51	-	-	-	-
17	/	/	-	-	52	0	0	0	0
18	/	/	-	-	53	0	0	0	0
19	-	-	-	-	54	0	0	0	0
20	-	-	-	-	55	0	0	0	0
21	-	-	-	-	56	0	0	0	0
22	-	-	-	-	57	-	-	0	0
23	-	-	-	-	58	-	-	0	0
24	-	-	-	-	59	0	0	0	0
25	-	-	-	0	60	-	-	-	-
26	/	/	-	0	61	-	-	-	-
27	/	/	-	-	62	-	-	0	-
28	/	/	-	-	63	-	-	-	0
29	-	/	-	-	64	-	-	-	-
30	/	/	-	0	65	-	-	-	-
31	-	/	-	-	66	-	-	-	-
32	/	/	-	-	67	-	-	-	-
33	/	/	0	0	68	-	-	-	-
34	-	-	0	0	69	-	-	-	-
35	-	-	0	0					

^aItems are listed on pp. 40-44.

TABLE 21

THE RATING GIVEN EACH TEACHER ON EACH ITEM OF THE CHECKLIST ON PERSONAL QUALIFICATIONS OF TEACHERS

Item Checked ^a	Teacher				Item Checked	Teacher			
	A	B	C	D		A	B	C	D
1	/	/	-	0	10	/	/	-	0
2	/	/	-	0	11	/	/	0	0
3	/	/	-	/	12	/	/	0	0
4	-	/	-	0	13	/	/	0	0
5	/	/	0	0	14	-	-	-	0
6	/	/	0	0	15	-	-	-	0
7	/	/	/	0	16	-	/	-	0
8	-	-	-	-	17	-	/	-	0
9	-	/	0	-	18	/	-	-	0

^aItems are listed on pp. 74-75.

TABLE 22

EVALUATIONS OF PERSONAL QUALIFICATIONS OF TEACHERS

Item Evaluated ^a	Teacher			
	A	B	C	D
a	4	4	2	2
b	3	3	2	2
c	3	3	1	2
Totals.....	10	10	5	6
School scores	3.3	3.3	1.7	2

^aItems are listed on pp. 75-76.

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