THE EVALUATION OF THE PHILOSOPHY UNDERLYING THE
ADMINISTRATION OF THE LARGE TEXAS
HIGH SCHOOL

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ADMINISTRATION OF THE LARGE TEXAS
HIGH SCHOOL

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CHAPTER I

INTRODUCTION

Purpose of the Study

The purpose of this study is to make an investigation of the philosophy underlying the administration of the large Texas high school. The criteria for evaluation will be taken from a study of recent literature, and the administrative practices of the schools will be evaluated in the light of these standards.

Limitations of the Study

The research is limited to eighteen high schools which are a part of four large city school systems. The administrative practices of the schools, as determined through questions in the measuring instrument, are the things evaluated. No attention is directed to teaching procedures or the outcomes of these.

Source of Data

The statistical data in the study were obtained from a questionnaire sent to the superintendents and principals of the eighteen high schools.¹ The following phases of school administration were investigated: relations between the

¹Questionnaire is given in the Appendix.
school board and the faculty, the superintendent-teacher relationship, the pupil-teacher relationship, and the school-community relationship.

Recent literature in the field of administrative practices was read for criteria for evaluating the procedures of the eighteen schools. This literature mirrors recent changes in the concepts of learning and stresses new needs of democratic practices in administration of schools.

Method of Procedure

The field of administrative practices was surveyed before the questionnaire was formulated. In studying these practices it was found that in a democratic administration the school board, the superintendent, the teachers, the pupils, and the community were all important factors. Each has a definite part to play. Questions, therefore, were formulated concerning the part played by each factor in administrative practices.

The next step in the study was determination of criteria for measuring the adequacy of democratic administrative practices of the schools. Procedures of administration which were recommended by authorities in the field were studied. The criteria were developed from a synthesis of these recommended practices.

The completed questionnaires were sent to the superintendents and principals of twenty-four large high schools in
Texas in four of the largest cities. Eighteen replies were received. Information from the questionnaires was tabulated and is presented and evaluated in Chapter III of the study. The conclusions reached are given in Chapter IV, and recommendations made in the light of information developed in the study.

Related Studies

Julian E. Butterworth in an article, "Some Fundamental Conceptions," in 1946 reported a study in democracy in the administration of the large public school. Within recent years, he asserts, the administrative problems of these schools have assumed such magnitude that democratic practices are becoming more difficult if efficiency is to be maintained in administration. Study is necessary, he says, of ways and means for achieving democratic administration without detracting from the efficiency of administration. He makes this statement:

In the evolution of public school leadership in the United States, we have, at least so far as most cities and larger villages are concerned, reached the stage where an executive officer of the board of education is recognized as a well-prepared and highly skilled individual. In many situations one may say that this executive is not only the leader in the school but in a larger sense of the community's entire educational program.2

The scope of the educational program and the diversity of

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interests, he further stresses, make the problem of democratic administration difficult. It is much easier for the school executive to make a decision and to give an order for carrying it out than it is to ask for the advice and aid of the teachers or other administrative officials. On the other hand, efficiency of administration demands certain practices. Butterworth states that democracy in administration should have these characteristics:

(a) It should not be considered an opportunity to influence policies for the purpose of satisfying a whim or a prejudice or to achieve some personal advantage at the expense of others.
(b) The participant understands the proposal under consideration and its educational implications.
(c) The participant assumes his share of responsibility for the actions that the group has approved even when this action is contrary to his own beliefs.
(d) While it is a worthy objective to stimulate development in the ability of the teacher to comprehend more fully, through participation, the price paid should not be administrative inefficiency.

The findings of this study, it is believed, are pertinent and of value to the present one.

3Ibid.
CHAPTER II

PRINCIPLES OF DEMOCRATIC ADMINISTRATION WHICH
FORM CRITERIA FOR EVALUATION OF
ADMINISTRATIVE PRACTICES
OF EIGHTEEN SCHOOLS

The following phases of school administration will be considered: school board responsibilities and activities, superintendent-teacher relationship, pupil-teacher relationship, and community-school relationships. Under the head of school board relationships the questions of the duties of a school board in a democratic administration will be considered. Under superintendent-teacher relationship such problems as determination of curriculum, general school policies, selection of textbooks, and guidance procedures will be examined. The opportunities of pupil participation in administration embrace the privilege of aiding in selecting units, in student government activities, in helping choose library books, and in aiding in various school activities. Community-school relations comprise parent-teacher relationships, school-community projects, and interactive experiences of school and community.

Aims of Education

The prevailing aims in education will inevitably
influence the administrative practices of a school. If the aim is to build a citizen for a dictatorship, then dictatorial methods may be expected in the schoolroom. If the aim is to build citizens capable of functioning in a democratic society, then the methods may be expected, or should be expected, to be democratic in nature. Before criteria are set up for evaluating administrative procedures, some attention should be given to the nature of the existing social concept and to the aims of education.

The United States is a democracy. All of its institutions are based on the belief that people are capable of thinking for themselves, of arriving at sane decisions, and of being able to take care of themselves. The government is based on the following premises:

The General Welfare. Democracy prides a broad humanitarianism, an interest in the other fellow, a feeling of kinship to other people more or less fortunate than oneself. One who lives in accordance with democracy is interested not only in his own welfare but in the welfare of others—the general welfare.

Civil Liberty. Democratic behavior observes and accords to every individual certain "inalienable rights" and certain corollary responsibilities. One who lives in a democratic way respects himself. And to self-respect he adds respect for the moral rights and feeling of others, for the sanctity of each individual personality.

The Consent of the Governed. Democratic processes also involve the assent of the people in matters of social control and the participation of all concerned in arriving at important decisions. This implies that all the people must have access to the facts which will help them reach a wise decision.

The Appeal to Reason. Peaceful and orderly methods of settling controversial questions are applied by a democracy to matters of national and international policy as well as to private disputes. The callous use of force and violence is rejected as unworthy of a civilized people.
The Pursuit of Happiness. Finally democracy sets high value upon the attainment of human happiness as a basis for judging the effectiveness of social life.¹

These are the principles upon which the government is founded. The Path to Better Schools, the Twenty-Third Yearbook of the American Association of School Administrators, states that the main purpose of American education is to develop citizens capable of governing themselves and solving complex social questions in a democratic manner.²

If the schools are to teach democratic living, the principles of democracy demand that the schools be administered in a democratic manner. This principle will dominate the selection of criteria for any phase of the administration.

Criteria for School Board-Teacher Relationships

According to one authority, one objective of the American school board at its best is "the development of a climate in which democracy will grow and develop."³ Such a climate results when a board itself operates in a democratic manner by leaving the teachers free to teach, and the pupils free to learn. In the pioneer school the board exercised direct management and almost complete control over the schools. There were no trained superintendents, principals,

¹Educational Policies Commission, The Purposes of Education in American Democracy, p. 16.


or supervisors, and few trained classroom teachers. Through necessity, the school committee selected the teacher, gave him his license, and supervised his work in great detail. Such direct management of a school system is no longer considered the necessary or proper function of the board of education. The school committee which actually "ran the school" functioned in the days of the little red schoolhouse of pioneer fame. The modern board of education—or modern school board—still is responsible for good schools. But it is concerned also with a modern school program and with the educational matters in the community in a larger way. Because teaching, supervision and administration have become specialized professions, the modern school board cannot undertake to direct school activities in detail. The Twenty-Fourth Yearbook of the American Association of School Administrators states:

It [the modern school board] must devote its energies to the study of needs and possibilities, to the formulation and interpretation of policies and plans, and to the continuous appraisal of results. In ever increasing numbers boards of education are learning that the only sound procedure for them to follow is to employ a capable superintendent; authorize him to administer the schools, subject to the board's general policies; and hold him responsible for results. Just as the directors of a hospital or a bank do not concern themselves with the technical problems of medicine or banking, competent school board members do not assume the role of school inspectors, supervisors or purchasing agents. Meager indeed is the service of any school board member today who still considers it his duty to supervise the teachers, boss the janitors, discipline the pupils, and buy the chalk and erasers.4

The Twelfth Yearbook of the Department of Superintend-
ence, National Education Association, likewise asserts that
the school boards should leave the teachers "free to teach
and pupils free to learn." School boards, the Yearbook
asserts, should devote themselves to three main functions:
selection, legislation, and judgment. They must search for
and employ a chief executive, adopt general rules, and re-
view the activities which they have authorized, and deter-
mine their effectiveness. Continuation, amendment, or
abolition may be decreed according to the decisions of the
boards.

The criteria, therefore, for school board-teacher
relations are as follows: in a democratic society, the school
board's function is to select the superintendent, formulate
general plans, and to leave the teachers free to work out
the details of teaching.

Criteria for Superintendent-Teacher Relationships

The second principle of democratic administration con-
cerns itself with the relationship between the superintendent
and his teachers. The very essence of democracy itself may
or may not enter into this relationship. Although some ad-
ministrators have always used democratic methods in dealing
with other persons, general recognition of the absolute
necessity for democratic practices in school administration

5Critical Problems in School Administration, Twelfth
Yearbook of the Department of Superintendence, p. 112.
did not prevail until very recent years. Recent trends have indicated that there is a realization that schools in a democratic culture must educate for democracy if the culture is to survive, and that competence in democratic behavior can best be achieved through participation and practice. This applies to teachers as well as to other people. This emphasis upon a democratic viewpoint is evident in Moehlman's definition of administration.

Administration is the group of activities that: (1) plans a system which carries out the policies of the board of education in providing physical, financial, and educational conditions under which educational agents may work to best advantage; (2) selects, assigns, and co-ordinates agents under this adopted plan; (3) maintains these policies in continuous effective operation; (4) provides channels through which information about conditions may be promptly transmitted from the field to the central office; (5) provides channels through which all agents and agencies of the school system shall work for continuous improvement; and (6) furnishes leadership.

Reeder, in discussing democratic school administration, comments as follows:

In a democratic type of school administration the school official conceives his duty to be to serve as a leader among his co-workers, not a dictator. . . . He stimulates the group to work cooperatively for the achievement of common purposes; and this ability to work together is the essence of democracy whether it be in government, in school affairs, in home relationship, or elsewhere. . . . This book urges upon all school officials and employees the adoption of the democratic type of administration.7

A classroom teacher who had worked in rapid succession

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6 A. B. Moehlman, School Administration, p. 261.
7 W. G. Reeder, The Fundamentals of Public School Administration, pp. 11-12.
with two opposite types of administrators—the autocratic and
the democratic—chart his impressions of the two persons.
This contrast, as presented below, exemplifies the practices
characteristic of each type:

The Autocratic Administrator

1. Thinks he can sit by himself and see all angles of a problem.
2. Does not know how to use the experience of others.
3. Cannot bear to let any of the strings of management slip from his fingers.
4. Is so tied to routine details that he seldom tackles his larger job.
5. Is jealous of ideas. Reacts in one of several ways when some one else makes a proposal:
   a. Assumes that a suggestion implies a criticism and is offended.
   b. Kills a suggestion which does not at once strike him as excellent with a withering or sarcastic remark.
   c. While seeming to reject it, neatly captures the idea and restates it as his own, giving no credit to the originator or the idea.

The Democratic Administrator

1. Realizes the potential power in thirty or fifty brains.
2. Knows how to utilize that power.
4. Frees himself from routine details in order to turn his energy to creative leadership.
5. Is quick to recognize and praise an idea that comes from some one else.
6. Refers to the group all matters that concern the group.

6. Makes decisions that should have been made by the group.
7. Adopts a paternalistic attitude towards the group. "I know best."

8. Expects hero-worship, giggles of delight at his attempts at humor, and so forth.

9. Does not admit even to himself that he is autocratic.

10. Sacrifices everything, teachers, students, progress, to the end of a smooth-running system.

11. Is greedy for publicity.

12. Gives to others as few opportunities for leadership as possible. Makes committee assignments, then outlines all duties and performs many of them himself.

7. Maintains the position of friendly helpful adviser both on personal and professional matters.

8. Wishes to be respected as a fair and just individual as he respects others.

9. Consciously practices democratic techniques.

10. Is more concerned with the growth of individuals involved than with freedom from annoyances.

11. Pushes others into the foreground so that they may taste success.

12. Believes that as many individuals as possible should have opportunities to take responsibility and exercise leadership.

These are, to a large extent, general characteristics of the relationships between a superintendent and his teachers. More specific aspects of the relationship are discussed by various authorities in the field, and include teacher participation in the school’s activities, and in-service training programs.

The Twelfth Yearbook of the National Education Association, Department of Superintendence, states that creative work and teacher growth are obtained best when the teacher has the freedom to "initiate plans of procedure and to apply his own ideals and ideas." It says:

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8G. R. Koopman and others, Democracy in School Administration, pp. 15-16.
There was a time when it was the general practice for the central office not to consult teachers when outlining courses of study, plans, and procedures. Ready-made outlines were given to principals, and the teachers were required to follow them mechanically. Such practices were necessary when classroom teachers lacked vision, initiative, and ability in planning wisely their own courses of study, and skill in selecting the best methods of teaching.9

Such a situation no longer exists. The teachers of today, as a rule, are well-trained, efficient, skilled workers. They, like other people, desire freedom of thought and action. They are capable of aiding the superintendent in many ways—wealth of experience, of knowledge, of useful techniques, of inspiration and ideals. The success of any principal in administering and supervising his school depends upon the cooperation of the teachers in the forming of policies and programs of the school. The principal who forms policies and lays plans in the seclusion of his office and announces these policies in a dictatorial manner, will not secure the whole-hearted cooperation of his teachers, and his school will not have a democratic administration.

Ettinger says that the principal of a school should take advantage of teacher participation in many ways:

1. In forming definite building objectives and procedures for a definite period of time; for example, the selecting of some one subject upon which chief emphasis will be placed during a certain year.
2. In setting up standards of work and accomplishments.
3. In determining a program of diagnostic testing, remedial teaching, and check-up testing.

9Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 167.
(4) In planning for professional study and growth through teachers' meetings, discussions, and lectures.
(5) In developing a pride in building achievements.
(6) In developing plans leading to high ideals and good citizenship on the part of all the pupils.
(7) In planning and working at activities of the school outside of the regular classroom duties:
   (a) Guidance of pupil activities in clubs and other school organizations tending to develop citizenship of the highest order.
   (b) General oversight of play activities of pupils.
   (c) Cooperative planning and the carrying of these plans to successful conclusion for contacts of the right sort with parents and patrons of the school; for examples, open houses, play-day exercises, and entertainments. 10

Through such participation, a favorable climate for the growth of a democratic administration of a school will be created.

Another area in which democracy is an important element is the in-service training program for teachers. The competent teacher of today must have specific skills and knowledges, many of which are desirable on the part of all workers. All teachers need to have the will and ability to work with other teachers, at other grade levels, and in different subject matter fields. There are many special programs such as safety, special education for exceptional children, health education, and behavior problems which need the assistance of all teachers. Workshops are being conducted and many school systems have initiated in-service training programs for the teachers. The degree to which these study programs can be made cooperative and not authoritative will determine

the democratic value of such an undertaking. Supervisors, counselors, and other staff members must develop democratic techniques upon a functional basis if the program is to yield democratic values.

Criteria, therefore, for evaluating the superintendent-teacher relationships may be summarized as:

1. The superintendent should guide his teachers in their activities, but he should not dictate.

2. He utilizes special skills and techniques of the teachers in planning the curriculum.

3. He recognizes the potential power in a number of well-trained minds and he knows how to utilize that power.

4. He delegates routine details to the teachers and holds them responsible for administration.

5. He utilizes the knowledge of the teachers in planning techniques of testing and evaluating outcomes.

6. Teachers aid in the selection of textbooks other than those required by State textbook laws and requirements.

7. Teachers are given a place in planning faculty meetings and in the discussions carried on in them.

8. The superintendent, within normal bounds, leaves the teachers free to teach, to live their own lives, and to express their own personalities.

9. The superintendent gives credit to teachers who supply valuable ideas and does not try to keep all the credit for himself.
Student-Teacher Relationships in School Administration

How can the students participate in democratic school administration? This is a question that is becoming more and more important as the necessity for devising a democratic administration of school affairs increases. Opposition to student participation has stemmed from the belief that democracy in the schoolroom would result in freedom of action with consequent disruption of school discipline and routine. Democracy, in the classroom, however, does not deal so much with "doing as one pleases" as with the ability to make wise choices, to work in groups, cooperatively. It means something more than voting. The 1944 Yearbook of the Department of Supervision and Curriculum Development states:

Procedures of group thinking are important and complex enough to warrant a great deal of study and practice in real situations such as any school affords. The process of group thinking involves weighing and gathering suggestions and evidence, harmonizing conflicts, providing for proper consideration of minority views, and using voting sparingly and at the proper times.
Then there are techniques of group action which involve division of labor and responsibility, proper use of the expert, reporting of progress to the group as a whole, and group evaluation of individual and group accomplishments. In any live school there are innumerable occasions on which democratic cooperation may be practiced with profit.11

Some of these occasions may be the choice of a unit to be prepared by a class in English or in government, or the preparation and presentation of an assembly program. There

is ample opportunity in either for the development of ability to choose, to cooperate, and to use one's own initiative and ideas; or it may take the form of choosing new books for the library or new periodicals for the reading room. The judgment of the student may not always be sound and correct, but he must learn somewhere. The teacher's duty is to guide, not dictate, the student's efforts to do things for himself in the schoolroom. Children learn to be good citizens by doing the things good citizens do--in the school and outside the school.

The Twelfth Yearbook, Department of Superintendence, Critical Problems in School Administration, states that pupils participate in curriculum building, both consciously and unconsciously. Their needs, interests and experiences determine to a large extent the content of all courses of study.

In reality, the child is the chief conspirator in curriculum construction, for he is the "starting point, the center, and the end of all educational endeavor." His development, his growth, his character, form the ideal to be striven for, and the chief value of any course of study is the extent to which it accomplishes its purpose.12

While the curriculums are not made "on the spot" by the pupil and the teacher, they are made through child consideration and through pupil-teacher cooperation. The content of the curriculum is chosen on the basis of pupil

12Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 166.
interest, pupil needs, and in terms of experiences that educate. Unconsciously, the pupils dominate the curriculum.

The Path to Better Schools states:

A great change has been brought about in teacher-pupil relations. In some rooms the pupils help with planning the program as well as with its execution. In many classes they are encouraged to take over as much of the class operation as possible in order to develop their independent thinking and qualities of leadership. They elect their officers, committees are appointed to plan programs, and questions are discussed by the group. In other classes pupils are encouraged to choose or discuss types of activity according to their interests. Even in the basic studies pupils have a chance to discuss problems and ways of meeting situations.¹³

Criteria, then, for a democratic pupil-teacher relationship in administration may be summarized as follows:

1. Opportunities should be provided for the pupils to participate in classroom and school activities.

2. Pupils should be given a chance to make suggestions regarding school rules.

3. Student government associations should be organized.

4. Students should be given a chance to suggest curriculum changes.

5. Students should have the opportunity to aid in the selection of books and reading materials for the library.

Community-School Relations

Hopkins says that there are many reasons why the parents

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constitute an integral part of a democratic school administration. They know as much as or more than the teachers about the children. They can give the school needed information. They can lend invaluable help in realizing the objectives of the school. Parents, however, should not be invited into the school activities to be "sold" the program. "They should be operating members of the group as truly as the children and the teachers." Cooperative study will solve many classroom problems.

An example of parent-teacher-pupil relationship is an experiment conducted at the Union High School in Carpinteria, California. Beginning in 1933, this project has continued. The problem was to determine the extent to which the program of the school was meeting the needs of the children in the community. The principal, the vice-principal, and a committee of teachers commenced work on the problem. Recognizing the importance of community understanding and support, the committee membership was enlarged to fifteen, including a number of parents and interested citizens. A series of public meetings was held, to which parents were particularly invited. Special attention was given to planning courses for those students who did not plan to attend college. As a

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15Educational Policies Commission, Learning the Ways of Democracy, p. 349.
result, the curriculum has been reorganized to better meet the actual needs of the children in the community.

Criteria for parent-teacher-pupil relationships for a democratic administration of school affairs require that the parents be given an opportunity to help the school help the students. This "opportunity" may be needed information, aid in determining the needs of the children in the community, or active cooperation in planning and carrying out a school program.

Summary of Criteria

Criteria have been set up in the various phases of school administration for a school. They may be summarized as follows:

1. The school board selects the superintendent, formulates general school policies, and leaves the teachers free to work out the details of teaching and administration.
2. The superintendent guides his organization but does not dictate.
3. The superintendent utilizes the special skills and knowledge of the different teachers in planning the school program.
4. The superintendent delegates routine details to the teachers and holds them responsible for administration.
5. Teachers aid in the selection of textbooks and in planning the curriculum of the school.
6. Teachers are given a place in planning faculty meetings and in the discussions carried on in them.

7. The superintendent, within normal bounds, leaves the teachers free to teach, to live their own lives, and to express their own personalities.

8. The superintendent gives credit to teachers who supply valuable ideas and does not try to keep all the credit to himself.

9. Opportunities should be provided for the pupils to participate in classroom and school activities.

10. Pupils should be given a chance to make suggestions regarding school rules.

11. Student government associations should be organized.

12. Students should be given a chance to suggest curriculum changes.

13. Students should be given the opportunity to aid in the selection of books and reading materials for the library.

14. The parents should be given opportunities to cooperate in the school program, to furnish needed information, and to aid in determining the children's needs in the community.
CHAPTER III

ADMINISTRATIVE PRACTICES OF EIGHTEEN
LARGE CITY SCHOOLS

The administrative practices of the large city schools considered in this study were determined by the use of a questionnaire sent to superintendents and principals of these schools. The purpose of this chapter is to present the information obtained from the questionnaires and make an evaluation of the practices in terms of the criteria. Phases of administration will be considered here the same as they were in the discussion of the criteria.

School Board-Teacher Relationships

The data obtained from the questionnaire in regard to school board-teacher relationships are given in Table 1.

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<td>CERTAIN PRACTICES FOLLOWED BY EIGHTEEN SCHOOL BOARDS</td>
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<tr>
<th>School Board Practices</th>
<th>Number of Schools</th>
<th>Per Cent</th>
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<tr>
<td>School board appoints teachers on recommendation of superintendant</td>
<td>18</td>
<td>100.0</td>
</tr>
<tr>
<td>Faculty committee attends board meetings</td>
<td>6</td>
<td>33.4</td>
</tr>
<tr>
<td>Faculty committee attends closed meetings of the board</td>
<td>0</td>
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School boards in all of the cooperating schools, the facts indicate, employ personnel on the recommendation of the school system. This is in line with accepted educational practices and the criteria set up for purposes of evaluation. In the latter, it was found that the function of the school board is determination of policy, establishment of standards, and evaluation of outcomes; administrative details, and personnel selection is one of these, should be left to the executive officer of the school. School Boards in Action asserts that the function of the school board is to create the positions necessary to carry on the services it expects the schools to render.1 Adoption of personnel policies is the work of the board, but the work of personnel administration is not a board function. Once the policies have been established by the school board, it "becomes the function of the superintendent to find and recommend the appointment of those who fit into the pattern which the board has established."2

Only six of the schools, or 33.4 per cent, report that faculty committees attend board meetings. The majority of the schools in this respect are missing an opportunity to improve the relationship, cooperation, and general understanding that should prevail between the board and a school

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1American Association of School Administrators, School Boards in Action, Twenty-Fourth Yearbook, p. 108.
2Ibid.
system. School boards, as a rule, give more time to fiscal affairs of public education than they do to problems of curriculum and instruction and they are dependent upon the superintendent for much of this information. In many of the large schools of today, the superintendents, instead of presenting all the material to the board, have different members of the professional staff present those phases of the work for which they are responsible.

This practice has many advantages. It permits the superintendent to recognize some of those who are actually doing the work with children; board members become better acquainted with a considerable number of members of the staff; work of the staff members is toned up in preparation for such appearances and they themselves grow professionally from making or guiding the presentation for their departments; and it builds morale in the system as a whole and in the community and has a good public relations value.3

Integration of the work of the school board with other school functions is lacking when the meetings between the board and school officials are confined to board members and the superintendent alone. Especially in the large school systems, the board needs to know and understand many specific problems which different members of the faculty understand fully through personal work and contact.

All of the schools state that faculty committees do not attend closed sessions of the board. There are times when it is necessary that the board should meet in executive session. There are some items of business that can best be

3Ibid., p. 91.
transacted in executive sessions. These items usually concern problems of personnel and long-time planning with respect to the purchase of property and building programs. It is obvious that there are matters peculiarly within the recognized sphere of board activities, and a faculty committee, unless invited, has no place at these meetings.

All of the eighteen schools, it is evident, adequately meet the criteria in regard to board delegation of responsibility to superintendent for selection of personnel. A large per cent of the schools, however, fail to take advantage of opportunities for integration of board activities with specific problems of curriculum and teaching procedures of the schools. The professional staff is in a position to accumulate data of great value in solving many educational problems which are constantly emerging; the school board or the superintendent who does not utilize these data does not meet criteria of accepted educational opinion on this subject.

Superintendent-Teacher Relationships

Table 2 presents information on administrative practices in the eighteen schools in regard to faculty meetings, duties of teachers, and plans for the daily schedule.

According to the data in Table 2, the schools cooperating in this study may subscribe to the creed of democracy but they, as a majority, certainly do not put the precepts into practice. Modern psychology teaches that learning
**TABLE 2**

INFORMATION ON PRACTICES IN REGARD TO FACULTY MEETINGS, DETERMINATION OF TEACHER DUTIES, AND FORMULATION OF DAILY SCHEDULES

<table>
<thead>
<tr>
<th>Administrative Practices</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Official presiding at faculty meetings:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal</td>
<td>17</td>
<td>94.5</td>
</tr>
<tr>
<td>Teacher</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Committee</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td><strong>Official planning faculty meetings:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal</td>
<td>11</td>
<td>60.5</td>
</tr>
<tr>
<td>Principal and teachers</td>
<td>7</td>
<td>39.5</td>
</tr>
<tr>
<td>Committee</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td><strong>Official making daily schedules:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal</td>
<td>17</td>
<td>94.5</td>
</tr>
<tr>
<td>Principal and teachers</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Committee</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td><strong>Official determining time of arrival of teachers and students:</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal</td>
<td>14</td>
<td>77.5</td>
</tr>
<tr>
<td>Principal and teachers</td>
<td>4</td>
<td>22.5</td>
</tr>
<tr>
<td>Committee</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

depends upon activity. Therefore, in recent years great effort has been made to develop in the public schools pupil activity programs, wherein pupils live and learn through many experiences. The Twelfth Yearbook, **Critical Problems in School Administration**, says:

> The same philosophy that is effective with pupils applies with equal force to the teachers. Creative work and teacher growth are obtained best when the teacher has freedom to initiate plans of procedure and to apply his own ideas and ideals. There was a time when it was the general practice for the central office not to consult teachers when outlining courses of study, plans, and procedures. Ready-made outlines were given
to principals, and the teachers were required to follow them mechanically. . . .

The wise superintendent knows that he cannot secure the best service for his children without the loyal and active participation of his teachers in the problems of organization, administration, and supervision.4

The problems of the daily schedule, the duties of the different teachers, and the determination of arrival of both the students and the teachers are all matters that vitally concern all the teachers. In these eighteen large city schools, the principal, with one exception, makes out the daily schedule without the help of the teachers who have to abide by the rules made. Such practices violate the creed of democracy which so many schools glibly proclaim. In only seven, or 39.5 per cent, of the schools do the teachers help plan the faculty meetings. In only one instance does the principal not preside at faculty meetings. Strayer states:

The formulation of school policy should be a cooperative process capitalizing the intellectual resources of the whole school staff. This participation in the development of educational policy should not be thought of as a favor granted by the administration but rather as a right and an obligation. Some plan should be provided through which the constructive thinking of all the workers in a school system may be utilized. After policies have been developed by the staff they should be submitted to the board of education for final review and approval. When approved, every member of the school system for whom it has implications, becomes responsible for carrying into effect the adopted policy. This procedure promotes efficiency through individual understanding of policies

4Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 157.
and through the acceptance of joint responsibility for carrying them into effect.\footnote{George D. Strayer, The Structure and Administration of Education in American Democracy, pp. 87-88.}

In a high percentage of the eighteen schools, the facts as reported indicate that the principal assumes most of the administrative duties regarding faculty meetings and schedule planning without the aid and cooperation of his teachers. This is not democratic administration.

Table 3 presents the information from still another phase of the superintendent-teacher relationship—the part that the teacher plays in preparation of the budget, curriculum change, and in the selection of new teaching material.

**TABLE 3**

**INFORMATION ON THE PART PLAYED BY TEACHERS IN THE PREPARATION OF THE BUDGET, CURRICULUM CHANGE, AND IN THE SELECTION OF NEW TEACHING MATERIALS**

<table>
<thead>
<tr>
<th>Administrative Practices</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teachers help in the preparation of the budget.............</td>
<td>2</td>
<td>11.0</td>
</tr>
<tr>
<td>Teachers' committee approves and accepts a salary schedule.</td>
<td>5</td>
<td>27.5</td>
</tr>
<tr>
<td>Teachers given a chance to suggest curriculum change.......</td>
<td>17</td>
<td>94.5</td>
</tr>
<tr>
<td>Major changes in school policy made due to teacher suggestions...</td>
<td>9</td>
<td>49.5</td>
</tr>
<tr>
<td>Officials who select new teaching material:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers...........................................</td>
<td>5</td>
<td>27.5</td>
</tr>
<tr>
<td>Principals and teachers..................................</td>
<td>13</td>
<td>71.5</td>
</tr>
<tr>
<td>Committee...........................................</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>
According to the data in Table 3, only two schools, or 11 per cent, permitted their teachers to help in the preparation of the budget. The Twelfth Yearbook of the Department of Superintendence states that budgets and salary schedules "are distinctly administrative matters that must be handled by the board of education." School Boards in Action asserts that one of the functions of the school board is to "decide extent of expenditures to be made for education." However, the teachers, indirectly, have an important part in deciding the budget—the superintendent of the school system presents the needs of the school to the school board and these needs are, or should be, based on the reports of the different teachers. Basically, though, the function of making the budget is primarily the work of the school board. In this instance, the low percentage of teachers taking an active part in the preparation of the budget cannot be considered as poor policy.

In five of the schools, or 27 per cent, a teachers' committee approves and accepts a salary schedule. The expenditure for salaries is usually the largest single item in the school budget; therefore, the salary schedule is a very important factor in more ways than one. Satisfaction of the teacher in teaching, methods of rewarding merit in teaching,

6Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 172.

7American Association of School Administrators, School Boards in Action, Twenty-Fourth Yearbook, p. 49.
and methods of adjusting the salary schedule so that efficient teachers may continue teaching in the grades or in a department of high schools instead of leaving these positions for higher salaried or administrative positions are all important factors in determining what the salary schedule shall be. Obviously, the rank and file of the teachers are vitally concerned where these things are under consideration. The superintendent of schools in Springfield, Missouri, who was confronted with the problem of distributing $42,000 in salary increases, solved the question by asking the teachers themselves to make recommendations as to how and where the increases in salary should be allocated. Members of the instructional staff selected a representative committee of teachers and supervisors, and the conclusions arrived at were generally acceptable to all concerned. The recommendation made by teachers in regard to salary schedules should be carefully weighed, but the final decision should be left to the school board, since it is responsible to the people for the wise and proper expenditure of school funds. Lack of teacher participation in the matter of making salary schedules does not indicate that the administration is unduly autocratic in nature.

Seventeen of the schools, or 94.5 per cent, reported that their teachers were given a chance to suggest curriculum

---

8Educational Policies Commission, Learning the Ways of Democracy, p. 361.
changes. One school reported that the teachers were afforded no such opportunity. According to a statement in Critical Problems in School Administration, the progressive superintendent no longer hands out to his teachers ready-made outlines of work to be followed. Instead, he makes curriculum construction a cooperative enterprise, representing the best thought and effort of his entire staff—specialists, directors, supervisors, principals, teachers, and pupils.

The reasons for this new type of curriculum procedure are listed as follows:

1. It results in a better product.
2. It results in more general and more intelligent use of the product.
3. It is an excellent means of giving training in service.
4. Most important of all, it gives the teachers who participate their greatest satisfaction.

Counts, in his defense of teacher-participation in curriculum making, states that the real curriculums grow and develop in the classrooms.

Until it has become the possession of the teacher, the curriculum is just so much inert material the educational value of which is unknown. It is but pigment, brush, and canvas without the painter. Not only does the teacher make use of the materials of instruction provided by others; he also throws these materials into forms which are as necessary as the materials themselves for the successful achievement of the high school. Moreover, the teacher is much more

---

9Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 163.

10Ibid.

than a specialist in some division of subject matter. At his best, he is an artist in guiding the process of learning and in developing personality.\textsuperscript{12}

It is, or should be, obvious that democratic administration of a school will include teacher participation in curriculum making. All of the cooperating schools except one, the data indicate, met the criteria in this respect.

The data in Table 3 also indicate that fifty per cent of the schools reported that major changes in school policy had been made due to teacher suggestions. This policy is in accord with accepted educational opinion on democratic administration of a school. Final determination of school policies are the work of the school board, but the entire staff should be utilized.\textsuperscript{13} The schools which have recorded no major changes in policy due to teacher suggestion, no doubt, have given the teachers little or few opportunities for participation in formulation of school policies.

Another phase of teacher participation considered in Table 3 was selection of new teaching materials. Five of the schools, or 27.5 per cent, reported that the teachers were the officials who selected new teaching materials, and thirteen, or 71.5 per cent, said that both teachers and principals participated in the selection. The teachers, it is indicated, in all instances have responsibility in

\textsuperscript{12}Ibid.

\textsuperscript{13}Strayer, \textit{op. cit.}, p. 67.
the selection of new teaching materials. In this respect, the schools meet the criteria as set up for democratic administration.

Wise school boards and efficient school executives know the teachers work better with textbooks, materials, and supplies in which they have confidence and which they have had a share in selecting.\textsuperscript{14}

Table 4 presents information on other phases of superintendent-teacher relationship: provisions for selecting library books, textbooks, opportunities for teachers to view the school as a whole, and evaluation and promotion practices where the staff is concerned.

As indicated in Table 4, in four of the schools (22 per cent) the principal selects library books. In seven schools (38.5 per cent) the librarian selects the books, and in seven others the books are selected by a committee. Neither of the first two methods meet recommended standards. The librarian, in most instances, is the most capable judge of a book's intrinsic worth, but individual teachers, especially in specialized subjects, often know more about the needs of their pupils than either the principal or the librarian. There are many problems, however, in the selection of books that concern the principal, the librarian, and the teachers. Democratic administration of a school will call for the participation of all concerned in the selection of library books. Such a procedure will obviously include the children in the

\textsuperscript{14}Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendents, p. 169
TABLE 4
INFORMATION ON VARIOUS PHASES OF SUPERINTENDENT-TEACHER
RELATIONSHIP: TEXTBOOK AND LIBRARY SELECTION,
PROMOTION AND EVALUATION PRACTICES

<table>
<thead>
<tr>
<th>Administrative Practices</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Who selects library books:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal.....................................</td>
<td>4</td>
<td>22.0</td>
</tr>
<tr>
<td>Librarian.....................................</td>
<td>7</td>
<td>38.5</td>
</tr>
<tr>
<td>Committee......................................</td>
<td>7</td>
<td>38.5</td>
</tr>
<tr>
<td>Who selects textbooks from state selected list:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal.....................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal and teachers..........................</td>
<td>12</td>
<td>66.5</td>
</tr>
<tr>
<td>Committee......................................</td>
<td>6</td>
<td>33.5</td>
</tr>
<tr>
<td>Are teachers given a chance to view the school as a whole:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>By visits......................................</td>
<td>8</td>
<td>44.5</td>
</tr>
<tr>
<td>By exchange teaching...........................</td>
<td>10</td>
<td>55.5</td>
</tr>
<tr>
<td>None...........................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Are teachers promoted upon the recommendation of:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal only..................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal, supervisor, superintendent...........</td>
<td>18</td>
<td>100.0</td>
</tr>
<tr>
<td>Principal, faculty committee, superintendent, supervisor</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Is there provision for the teachers to evaluate the work of the principal...............</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Are teachers evaluated by:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal only..................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal, supervisor...........................</td>
<td>18</td>
<td>100.0</td>
</tr>
<tr>
<td>Principal, supervisor, faculty committee.......</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

school—their wants and needs should be given a chance for expression. The North Texas State College sets an example for teacher-candidates in its library administration. On the library book counter a small box is always evident. Any student in the school who desires a certain book to be
purchased by the library may leave his request in this box. Leaving the request does not mean that the book will be bought, but it does mean that consideration will be given the student's desire. The majority of the cooperating schools in this survey, it is evident, are non-democratic in their selection of library books.

The same line of reasoning will apply to the selection of textbooks. In this particular study, it is found that in twelve of the schools (66.5 per cent) the principal with the aid of teachers selects the textbooks; in six of the schools (33.5 per cent) a committee selects the material. In regard to such practices, Critical Problems in School Administration has this comment:

In the high schools, the texts should be selected by the teachers of each subject. Superintendents and high school principals do not have sufficient knowledge and close enough contact with the actual teaching problems to be able to select the texts. When there are several high schools in a large city system, insofar as is feasible, each school should be represented on each committee. . . . It is undesirable to make changes in high-school texts unless the demand for the change is unanimous, or practically so, and unless a practically unanimous recommendation is secured for the new text.15

The State of Texas, however, adopts standard texts for use of the school children, and Texas teachers, as a rule, have not too much choice in the selection of the books. In some instances, more than one book is adopted and the school officials in this respect have choice in deciding which

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15Ibid., p. 170.
books to use from the state selected list. Administrative practices of the eighteen schools, it is indicated, are satisfactory in most respects.

Another phase of superintendent-teacher relations evaluated in Table 4 is the understanding of the teacher in the large city system of the schools in the town as a whole. In the eighteen cooperating large city schools, it was reported that teachers were given the opportunity of seeing other schools in the same system through visits. Ten of the schools (55.6 per cent) reported that inter-school knowledge and understanding was achieved through exchange teaching.

Hopkins states that "to build intelligent purposes individuals must see the whole situation in which they work." Democratic administration of a school system demands that not one teacher in the schools but that all the teachers participate in general policy making and in many phases of administration. This does not necessarily mean the individual school in which a teacher is teaching; it means in the entire system. In a city of 200,000 population and upwards there are many diverse elements, many different problems. In democratic administration, some provision will be made for all the teachers to become acquainted with all phases of the varying problems of different schools. The

16 Hopkins, op. cit., p. 409.
facts, as reported in this survey, indicate that the cooperating schools do not avail themselves of many opportunities to increase teacher-knowledge and understanding of the entire system of schools.

Promotional practices of the principals and superintendents are also studied in this survey, and the data as taken from the questionnaire are shown in Table 4. According to it, all eighteen of the cooperating schools promote teachers upon the recommendation of the principal, supervisor, and the superintendent. The principal alone does not have authority to recommend promotions, nor is a faculty committee included in the advisory body. While some advanced schools of thought recommend the inclusion of a faculty committee on the advisory body, the present major trend is for the teachers to be selected and promoted through the cooperative efforts of the supervisors and administrators with the consent and approval of the school board.¹⁷

Another administrative practice evaluated in Table 4 is that of a rating scale for the work of the principal. All of the cooperating schools reported that they had no provisions for evaluating the work of the principal. A careful research failed to unearth much literature concerning this particular phase of school administration, but Barr, Burton, and Brueckner state that beginnings have been

¹⁷Critical Problems in School Administration, Twelfth Yearbook of the Department of Superintendence, p. 112.
made in rating the work of principals and supervisors in a number of large schools.\textsuperscript{18} Tower in a questionnaire study of the formal rating of elementary principals in fifty-eight cities found that twenty-two cities employed rating blanks for the rating of elementary school principals, but the ratings were most frequently made by the superintendent of schools, an assistant superintendent, or the district principal or supervisor.\textsuperscript{19} The practice of the cooperating schools in regard to teachers rating the principal appears to be in line with established practices in other large city schools.

Teacher evaluation is another phase of administration evaluated in Table 4. According to the data in it, all of the cooperating schools reported that teachers were rated by the principal and supervisor. This appears to be an accepted practice.

Other administrative practices evaluated concern the professional growth of the teacher in varying aspects. Data on these are given in Table 5.

According to the data in Table 5, all of the cooperating schools make provision for in-service growth of the teachers in some way. Five of the schools (27 per cent) report special classes. Six schools (33.4 per cent) report

\textsuperscript{18}A. S. Barr and others, \textit{Supervision}, p. 861.

TABLE 5
INFORMATION REGARDING PROFESSIONAL GROWTH OF TEACHERS IN THE EIGHTEEN LARGE CITY SCHOOLS

<table>
<thead>
<tr>
<th>Administrative Practice</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>What provision is made for in-service growth of teachers:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Classes organized..................................</td>
<td>5</td>
<td>27.0</td>
</tr>
<tr>
<td>Workshops provided...............................</td>
<td>6</td>
<td>33.4</td>
</tr>
<tr>
<td>None..............................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Extension courses...............................</td>
<td>12</td>
<td>66.8</td>
</tr>
<tr>
<td>Study clubs......................................</td>
<td>4</td>
<td>22.0</td>
</tr>
<tr>
<td>Professional library............................</td>
<td>18</td>
<td>100.0</td>
</tr>
<tr>
<td>Are teachers used to study special problems:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Failures.........................................</td>
<td>3</td>
<td>16.5</td>
</tr>
<tr>
<td>Attendance.......................................</td>
<td>2</td>
<td>11.0</td>
</tr>
<tr>
<td>Sanitation........................................</td>
<td>3</td>
<td>16.5</td>
</tr>
<tr>
<td>Guidance..........................................</td>
<td>12</td>
<td>66.8</td>
</tr>
<tr>
<td>Curriculum.......................................</td>
<td>7</td>
<td>38.5</td>
</tr>
<tr>
<td>Is membership required in professional organizations?.....</td>
<td>4</td>
<td>22.0</td>
</tr>
<tr>
<td>Are teachers permitted to attend civic meetings during school hours?..................</td>
<td>7</td>
<td>38.5</td>
</tr>
</tbody>
</table>

workshops, twelve schools (66.8 per cent) provide extension courses, four (22 per cent) have study clubs, and all of the schools maintain a professional library for use of the teachers. Extension courses taken by the teachers appear to be the most popular form of in-service growth provided by the schools. One authority states:

No perfunctory routine observation of teaching, reading or attendance at lectures, or performance of the teaching act will train teachers effectively. ... Teachers should be encouraged to study systematically the everyday problems of teaching, and devise
wherever possible better means, methods, and materials of instruction. 20

All of the schools according to the indicated facts, fail to meet criteria for in-service growth of teachers. The accepted types of in-service growth comprise all of the teachers in a system. Corpus Christi, a relatively small city in Texas, has set a pattern for a program of in-service growth. Four years ago the city school officials and the school board agreed to adopt a three-year plan of teacher study under the supervision of Walter Prescott, noted child authority of the University of Chicago. The teachers were not compelled to take part in the study program, but the response was good. Meetings have been held regularly by the teachers, both in groups and in mass meetings. The subject under discussion at all times has been child behavior and how to understand it. 21 At the close of each school year a workshop has been held and the voluntary attendance of teachers has been good.

According to the data in Table 5, seven (38.5 per cent) of the schools permitted teachers to attend civic meetings during school hours. Such meetings were the Kiwanis Club, the Lion's Club, and the Chamber of Commerce. Each of these organizations supplements much of the work in the schools especially in health and recreation and the time spent in attending these functions might well be regarded as a part.

20Barr and others, op. cit., p. 665.
21Records of Corpus Christi Public Schools.
of the educational duties of the teacher. A closer spirit
of cooperation between the schools and the patrons and
supporters of the schools is also built.

Four schools reported that membership was required in
professional organizations. Regardless of the merit of the
professional groups, democratic administration does not
require membership in any of them. The work that is being
done by the National Education Association and the different
departments of it is fundamental and far-reaching. These
organizations furnish accurate and scientific data on many
questions. The conscientious teacher can receive needed
help and encouragement from membership in them. However,
in a democracy these things should be left to the discretion
of individual teachers. The administrator should be able to
present the advantages in such a way that the teachers of
their own volition will wish to become members of professional
organizations. As reported in the data in Table 5, 22 per
cent of these schools required their teachers to be members
of professional organizations. In this respect, they vio-
lated the principles of democratic organization.

Data in Table 5 show also that a small percentage of
teachers were used to study special problems. Three of the
schools (16.5 per cent) reported that the teachers studied
the problem of failures. Only two schools (11 per cent)
had their teachers give attention to attendance problems.

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22 Critical Problems in School Administration, Twelfth
Yearbook of the Department of Superintendence, p. 182.
Sanitation was studied by the teachers in three schools. Guidance, however, was a special problem of twelve, or 66.8 per cent, of the schools. Only seven reports indicated that the curriculum was a special subject for study by the teachers.

These practices are not in line with current theory on the part that the teacher plays in these phases of secondary administration. While the percentage of schools using guidance as a special problem for teachers was higher than for other questions, it is still not high enough. Individual guidance by the teacher is being recognized as one of the essentials of good teaching. Bessie Lee Gambrill, Yale University, states:

Guidance... calls, not for new school machinery, for special officers to carry on the guidance program as something added to the regular work of the school. Rather, it requires a point of view on the part of the regular staff—teachers, principals, doctors, nurses, supervisors, janitors—which focuses attention on the needs of individual children... The teacher is the key person in providing the child guidance through which the school’s task is achieved.23

More literature is being written on this phase of education perhaps than any other at the present time. The large amount of this material emphasises the importance with which the subject is regarded. The school that does not orient its teachers with the needs of guidance is certainly not

providing democratic opportunities for participation. Likewise, the majority of educators today suggest that the teacher have some voice in the planning and selection of curriculums. The subject of failures and some procedures to be followed in decreasing or eliminating them are the concern of every teacher. Attendance and sanitation are also important. If these things are taken for granted, the principal logically will be the sole determinant of policies and the teachers will have little participation in them. The data, in this respect, show conclusively that the large city schools are not practicing democratic administration in their manner of promoting the professional growth of the teachers in their schools.

Pupil-Teacher Relationship in Administration

In the school that is democratically administered, the pupils play an integral part in many of the functions of administration. Participation in planning the curriculum, in planning assembly programs, in administering student discipline have all become recognized functions in which the students play a legitimate part. Table 6 gives results as taken from the questionnaire on the practices of these eighteen schools in regard to student participation in the governing activities of the school.

According to the data in Table 6, fifteen schools (82.5 per cent) have student self-governing organizations. Participation in discipline problems, however, is limited to
TABLE 6
PRACTICES IN STUDENT PARTICIPATION IN PROBLEMS OF DISCIPLINE IN THE EIGHTEEN LARGE CITY SCHOOLS

<table>
<thead>
<tr>
<th>Type of Pupil Participation in Student Government</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Students have self-governing organization........</td>
<td>15</td>
<td>82.5</td>
</tr>
<tr>
<td>Activities of the student body are directed by:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Students..................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Teacher..................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Committee of teachers.........................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal only............................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal and teachers.......................</td>
<td>18</td>
<td>100.0</td>
</tr>
<tr>
<td>Major discipline problems are considered by:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal and vice-principal.................</td>
<td>4</td>
<td>22.0</td>
</tr>
<tr>
<td>Faculty committee.........................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Principal, committee, students..............</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Dean only..................................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Dean and principal.........................</td>
<td>14</td>
<td>77.5</td>
</tr>
<tr>
<td>Students are given a chance to suggest school rules........</td>
<td>15</td>
<td>71.5</td>
</tr>
<tr>
<td>Major changes have resulted from student suggestion.....</td>
<td>5</td>
<td>27.5</td>
</tr>
</tbody>
</table>

Minor questions according to other data shown in the study, major discipline problems, it is shown, are considered only by the principal or his assistants. The activities of the student body, it is also indicated, are directed altogether by the principal and teachers. In thirteen schools (71.5 per cent) the students are given a chance to suggest school rules, but only five of the schools indicated that major changes had resulted from student suggestions.

Self-governing organization, in this respect, appears
to be a misnomer. The students no doubt have the organization; a review of the practices shows little or no student participation in the disciplinary problems of the school. The trend of recent educational writings reveals that teachers have found the children to be a real help in improving discipline when the approach has been democratic. For example, Margaret L. Hirschman, principal of a school in Baltimore, Maryland, relates an incident wherein a fifth-grade teacher cured a serious disciplinary problem by employing a democratic approach. After trying many unsuccessful ways to eliminate disorder, she took the children into her confidence and told them quite frankly that they were building up a bad reputation for her class. After a short period of discussion they formulated rules of behavior. At the end of each lesson period, the class determined what behavior mark it should receive and recorded this mark on the blackboard. These self-made rules and this self-evaluation made the children quite alert to prevent violations. Especially valuable was the group's recognition of a common weakness and their unified action for its removal. Many more related examples of student participation in disciplinary problems are available.

Table 7 gives the data on student participation in school

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### Table 7

**Student Practices in Planning the Curriculum and in Planning and Presenting Assembly Programs**

<table>
<thead>
<tr>
<th>Student Practices in School Activities</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Students are given a chance to suggest curriculum change........</td>
<td>17</td>
<td>94.5</td>
</tr>
<tr>
<td>Assembly programs are planned by:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Students..........................</td>
<td>1</td>
<td>5.5</td>
</tr>
<tr>
<td>Principals and teachers............</td>
<td>14</td>
<td>77.5</td>
</tr>
<tr>
<td>Committee........................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Student governing body.............</td>
<td>3</td>
<td>16.5</td>
</tr>
</tbody>
</table>

activities in regard to helping plan the curriculum and in planning and presenting assembly programs.

According to the data in Table 7, seventeen of the schools (94.5 per cent) gave their students a chance to suggest curriculum change. In this respect, the schools meet the criteria as set up. The curriculum of the modern school is the entire school program; it is planned as an outgrowth of the pupil's needs. If the procedure of choosing the activities is democratic, the pupils—the ones who after all are the most concerned—will be given an opportunity to participate in planning it.

**Community-School Relationships**

In the school with democratic administration the community plays a very definite part. It is possible for the students to learn a great deal about the community and for
the community to learn a great deal about the school activities. Table 8 lists some of the practices of the large city schools in community-school relationships.

**TABLE 8**
COMMUNITY-SCHOOL PRACTICES IN THE EIGHTEEN LARGE CITY SCHOOLS

<table>
<thead>
<tr>
<th>Practices of the Eighteen Schools in Community-School Relationships</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parents participate in setting up report cards........................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Parents participate in planning the budget.............................</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Parents participate in planning the school curriculum...............</td>
<td>0</td>
<td>0.0</td>
</tr>
</tbody>
</table>

There is no participation by the community in the activities of these eighteen schools as reported in the data in Table 8. In so doing, the schools are overlooking an opportunity for building a better relationship between school and community and for practicing democratic administration. Parents seldom understand many of the methods used in determining grades by modern tests. There are many factors that enter into the final determination. A frank discussion of what ought to go on a report card and what should be left off will aid in building a better understanding between the parent and the teacher. Preparation of the budget is essentially considered the function of the school executives and the school board; a discussion of the parents' viewpoints
on what is needed, however, is not out of place. The school should belong to the people of the community; they, to a large extent, furnish the money for its financial support. The parent who is familiar with the needs of the school will be much more willing to support it in its request for funds than the one who has no information whatever concerning the finances.

The curriculum of today's schools is supposed to be planned to meet the needs of the children in the community. Curriculums are no longer made by some outside authority and sent in to the school; they offer, or should offer, instruction to fit the individual needs. For example, a rural high school would not stress business education as much as it would home economics or vocational training of other types. The large city high school would not stress vocational agriculture for the reason that the majority of the students would have little opportunity to practice the learning activities. The school which does not give the parents a chance to aid in determining the things that need to be taught in the school is not practicing democratic administration. Thomas A. Sinka, a teacher in Decatur, Illinois, describes the results of consulting the parents regarding the social studies program. His comments follow:

A questionnaire was prepared and submitted to a selected group of about fifty people in the community. The purpose of this questionnaire was to determine what community experiences are regarded as appropriate in connection with the future social studies program of the sixth, seventh, and eighth grades. Among the activities
that were approved should be mentioned: (a) visits to the meetings of influential organizations; (b) interviews with prominent citizens on vital questions; (c) the apprenticing of promising boys and girls to important citizens; (d) conducting bicycle, housing, and traffic surveys; and (e) inspecting important public works. Such experiences as these are not to be confused with mere busy work, such as mowing the grass in the public parks, cleaning up the city hall, or any other menial or meaningless task. All of the persons questioned were in favor of giving children a more concrete view of community life and all expressed their willingness to cooperate with the school in giving them vital community experiences. Surely no school can afford to neglect its opportunity, or deny its responsibility, in this important phase of citizenship training.²⁵

A summary of the data taken from the questionnaire reveals that the eighteen large city schools in their administrative practices have fallen far short of achieving the ideals of democracy.

CHAPTER IV

SUMMARY AND CONCLUSIONS

Summary

The purpose of this study was to make an investigation of the administrative practices of eighteen large city schools. The research was initiated by a review of literature regarding recommended democratic administrative practices. The opinions of various authorities in the field were studied and criteria were formulated from a synthesis of expressed views. A questionnaire was then formulated and sent to twenty-four of the secondary schools in the four largest cities of Texas. Eighteen usable replies were received. The information from the questionnaires was assembled, tabulated, and analyzed in the light of the criteria for democratic administration as set up. The conclusions reached from a study of these data are herewith presented.

Conclusions

The following conclusions have been reached from a study of the data taken from the questionnaires:

1. All of the eighteen schools adequately meet criteria for board delegation of responsibility to the superintendent for selection of personnel.

2. A significant per cent of the school boards fail
to avail themselves of opportunities to learn more about the school's needs and practices through failure to integrate the board's activities with specific problems of curriculum and teaching procedures.

3. A high per cent of the eighteen schools allow the teachers little participation in determining daily schedules and in planning and conducting faculty meetings.

4. The teachers have little voice in the planning and preparation of the budget or in approving salary schedules.

5. A high per cent of the teachers are given a chance to suggest curriculum change.

6. New teaching material is selected by both principals and teachers in 71.5 per cent of the schools.

7. Only 50 per cent of the schools reported that major changes had been made in school policy due to suggestions by the teachers.

8. In 22 per cent of the schools the principal selects the library books without any help from either the librarian or the teachers.

9. Textbooks are selected from the state adopted list by the principals and teachers in 66.5 per cent of the schools, and by a committee in 33.5 per cent.

10. In more than 50 per cent of the schools, the teachers are not given any opportunity to view the school as a whole.

11. All of the schools meet criteria in promotion practices.
12. There are no provisions in any of the schools for the teachers to evaluate the work of the principal.

13. The accepted practice in rating the teachers is for this to be done by the superintendent and supervisor.

14. Only 27 per cent of the schools make provisions for in-service growth of the teachers.

15. Guidance is the only special problem given special study by the teachers in over 50 per cent of the schools; failures, attendance problems, and sanitation all are given special attention in only a negligible percentage of the eighteen schools. The curriculum, one of the most vital parts of the school program, is given special attention in only 38.5 per cent of the schools.

16. Four of the cooperating schools reported that the teachers were required to join professional organizations.

17. In 38.5 per cent of the schools, cooperation was extended civic organizations through allowing faculty members to attend meetings during school hours.

18. The data show that 82.5 per cent of the eighteen schools reported student self-governing organizations; other data show that the students are not given participation in directing the school activities or in considering major discipline problems.

19. A small per cent of the schools reported that major changes had been made from student suggestions; 71.5 per cent of the schools reported that the pupils were given a chance to suggest school rules.
20. Seventeen of the eighteen schools reported that students were given a chance to suggest curriculum change.

21. In 77.5 per cent of the schools the assembly programs are planned by the teachers and principal; the students have small participation in this important function.

22. The schools report no participation by parents in setting up report cards, planning the budget, or the school curriculum.

The overall conclusions reached from the data as reported are that in practice the large city schools are still following traditional procedures to a high per cent in school administration. There is little democracy in the majority of the practices.
APPENDIX
CONTROL SHEET QUESTIONNAIRE

1. Do teachers help in the preparation of the budget?
   Yes
   No

2. Does teachers' committee approve and accept a salary schedule?
   Yes
   No

3. Who presides at the faculty meetings?
   Principal
   Teacher
   Committee

4. Who plans faculty meetings?
   Principal
   Principal and teachers
   Committee

5. Have any major changes been made in school policy as the result of teacher suggestions?
   Yes
   No
   Examples

6. Who determines duties of teachers?
   Principal
   Principal and teachers
   Committee

7. Is membership required in professional organizations?
   Yes
   No

8. Are teachers permitted to attend civic meetings, such as Rotary, during school hours?
   Yes
   No
9. Who selects library books?
   Principal
   Librarian
   Committee

10. Who selects textbooks from state selected list?
    Principal and teachers
    Committee

11. Who makes daily schedules?
    Principal
    Principal and teachers
    Committee

12. Who determines the time of arrival of teachers and students?
    Principal
    Committee
    Principal and teachers

13. What provision is made for the in-service growth of teachers?
    Classes organized
    Workshops provided
    None
    Extension courses
    Study clubs
    Professional library

14. Are teachers used to study special problems?
    Yes
    No
    Examples

15. Are teachers given a chance to view the school as a whole?
    By visits
    By exchange teaching
    None
16. Are teachers given a chance to suggest curriculum changes?
   Yes
   No

17. Are students given a chance to suggest curriculum changes?
   Yes
   No

18. Who selects new teaching materials?
   Teachers
   Principal, teachers
   Committee

19. Who plans assembly programs?
   Students
   Principal and teachers
   Committee
   Student government body

20. Is there a student self-governing body?
   Yes
   No

21. Is the activities of the student body (student government) directed by
   Students
   Teacher
   Committee of teachers
   Principal only
   Principal and teachers

22. Are major discipline problems considered by
   Principal, vice-principal
   Faculty committee
   Principal, committee, students
   Dean only
   Dean, principal
23. Are students given a chance to make suggestions regarding school rules?

Yes
No

24. Have any major changes been made as a result of student suggestion?

Yes
No
Example

25. Do parents participate in setting up the report card?

Yes
No

26. Do parents participate in planning the budget?

Yes
No

27. Are teachers promoted upon the recommendation of

Principal only
Principal, supervisor, superintendent
Principal, faculty committee, supervisor, superintendent

28. Is there provision for the teachers to evaluate the work of the principal?

Yes
No

29. Are teachers evaluated by

Principal only
Principal, supervisor, superintendent
Principal, supervisor, faculty committee

30. Does a faculty committee attend board meetings?

Yes
No

31. Does a faculty committee attend closed meetings of the board?

Yes
No
Books


Department of Superintendence, Critical Problems in School Administration, Twelfth Yearbook, The National Education Association, 1934.

Department of Superintendence, Toward a New Curriculum, Forty-Fourth Yearbook, The National Education Association, 1944.


Strayer, George D., The Structure and Administration of Education in American Democracy, New York, Teachers College, Columbia University, 1939.
Articles


