A COMPARATIVE STUDY OF THE PRESENT
OBJECTIVES AND METHODS OF
TEACHING CITIZENSHIP

APPROVED:

James F. Bible
Major Professor

Walter Hansen
Minor Professor

J. C. Matthews
Director of the Department of Education

Fred Johnson
Dean of the Graduate Division
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By

Stanley A. Thomas, B. S.
158607
Dallas, Texas

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CHAPTER I

INTRODUCTION

Purpose of the Study

The purpose of this study is to make an investigation of the practices of a selected number of schools in teaching citizenship to determine if these schools are following democratic procedures in their methods of teaching. The evaluation is based upon criteria derived from a study of recent literature in the field of education.

In the traditional school, the teaching of citizenship was considered important but great emphasis was not placed upon it. Changing conditions in society have necessitated many changes in educational practices and procedures. One of these changes is a new emphasis on the importance and worth of citizenship training in the public schools. Recognition is being made that the teaching of democratic citizenship is both a worthy and a necessary undertaking in a society existing under a democratic form of government.

Limitations of the Study

The study is limited to fourteen high schools which are a part of four large city school systems. Such systems, it has been charged, in many instances develop non-democratic practices. On the other hand, the schools are large enough
to avail themselves of many modern concepts recommended for teaching citizenship. A survey of the procedures and practices of these schools, it is believed, will develop some understanding of the extent to which the schools are putting democratic philosophy into actual practice in the classroom.

Source of Data

The statistics, as given in the study, were obtained from a questionnaire sent to the superintendents and principals of eighteen high schools in four large school systems. The questionnaire, a copy of which is presented in the Appendix, sought information on the following phases of school life: (1) size of school, (2) nature of citizenship training, (3) qualities that each school considers essential to good citizenship, (4) school activities, (5) content of the social science program, (6) the health program, and (7) library facilities and practices.

Recent literature in the field of citizenship was read for objectives of citizenship training and procedures for achieving them. Criteria for achieving the objectives were formulated from various sources considered authoritative in this particular sphere.

Planning of Study

The first step in the study was formulation of criteria for evaluating a school citizenship training program.
questions to be asked the different schools were based on these criteria.

In phrasing the questions, it was decided to inquire into teaching practices and procedure rather than how the schools taught citizenship. Three direct questions were asked concerning the citizenship training activities of the schools: (1) Did the school have a specific course in citizenship? (2) Was citizenship training integrated with all school subjects? (3) Did the teacher have freedom to teach or not to teach citizenship?

The remaining questions dealt with various school practices: assembly programs, club activities, units on American history, health education, and library facilities. Actual classroom procedures, it was felt, would be more revealing in regard to the adequacy of citizenship training than expressed philosophy. For this reason, the questions were based on practices rather than abstract philosophy.

Tabulation was made of the data after the questionnaires had been filled out and returned. The statistics are presented and analyzed in Chapter III. In the analysis of the data, an effort was made to determine the extent to which the practices of the participating schools meet the criteria for citizenship training. The conclusions reached from the investigation are summarized in the final and concluding chapter.
Related Studies

The Educational Policies Commission made a study of the practices and procedures of ninety schools in 1939. The purpose of this investigation was to observe citizenship training procedures. Those who made the investigation carried with them definite ideas of what constitutes citizenship. Citizenship practices of the schools were observed in actual operation. The results of the study are given in the book, *Learning the Ways of Democracy*.¹ In this report attention was given to the hallmarks of democratic education, the course of study, classroom teaching, out-of-class school activities, school activities in the community, administration, evaluation of outcomes, and things to be done.

The conclusions reached from the study of the hallmarks of democratic education were:

1. Democratic education has as its central purpose the welfare of all the people.
2. Democratic education serves each individual with justice, seeking to provide equal educational opportunity for all, regardless of intelligence, race, religion, social status, economic conditions, or vocational plans.
3. Democratic education respects the basic civil liberties in practice and clarifies their meaning through study.
4. Democratic education is concerned for the maintenance of those economic, political, and social conditions which are necessary for the enjoyment of liberty.

5. Democratic education uses democratic methods, in
classroom, administration, and student activities.

6. Democratic education makes efficient use of
personnel, teaching respect for competence in
positions of responsibility.

7. Democratic education guarantees to all the members
of its community the right to share in determining
the purposes and policies of education.

8. Democratic education teaches, through experience,
that every privilege entails a corresponding duty,
every authority a responsibility, every responsi-
bility an accounting to the group which granted
the privilege or authority.

9. Democratic education demonstrates that far-reaching
changes, of both policies and procedures, can be
carried out in orderly and peaceful fashion, when
the decisions to make the changes have been made
in democratic fashion.

10. Democratic education liberates and uses the in-
telligence of all.

11. Democratic education equips citizens with the
materials of knowledge needed for democratic
efficiency.

12. Democratic education promotes loyalty to democracy
by stressing positive understanding and apprecia-
tion and by summoning youth to service in a great
cause.

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2Ibid., pp. 35-39.
CHAPTER II

CURRENT OBJECTIVES OF CITIZENSHIP TRAINING AND CRITERIA FOR ACHIEVING SUCH AIMS

The type of social order dominant at a particular time determines the ideals of what constitutes a good citizen. Since the United States is, and has been, a democracy, the most desirable citizenship trait stressed by the schools has been the ability to participate intelligently as a voter and taxpayer in the administration of government. With such an aim there can be, and has been, no quarrel. Many changes have occurred, however, in the social order within the past few decades which call for an elaboration and renewed stress on citizenship training. Modern inventions have made the entire world neighbors, strange new ideologies have resulted in new types of governments, and there are many and varied new demands upon today's citizens. Citizenship training, therefore, assumes new importance for the nation and the schools.

Objectives of Citizenship Training

What constitutes a good citizen of today? The Twenty-Third Yearbook of the American Association of School Administrators, The Path to Better Schools, asserts that the outstanding objective of citizenship training is to prepare
individuals to solve crucial social problems in a highly complex, interdependent society by democratic processes.

These social problems, the Yearbook asserts, are evident on all sides. The ones that caused the great depression of the twentieth century still remain basically unsolved. Such questions as unemployment, distribution of goods, agriculture, conservation of natural resources, capital and labor, government and business, and individualism and collectivism have not been solved by the temporary prosperity created by the war-time full employment and an increased demand for goods. The problems, instead of being solved by the war, have been complicated and aggravated in many respects. The Yearbook states:

We will find at the close of the war not only all the serious problems with which we entered it but also new ones resulting from the war. The debt structure over which we were so concerned during the depression of the 1930's now appears to have been relatively small. The postwar taxation load which we must bear while solving pre-war problems is not going to make answers easier. The giant strides that have been made in aviation during the war have brought new international considerations into problems previously considered domestic. Add to these the emotional surges of doubt, fatigue, retreat, reaction, hate, fear, cynicism, or the grasping for simple miracle answers, such as the passing of new laws, which seem inevitably to follow a long desperate war, and we have a general idea of the complexity of the problems that confront the American people and the schools.¹

¹American Association of School Administrators, The Path to Better Schools, p. 107.
help solve their problems. The government, in that case, would make all the decisions without consulting the people. But in a democracy, the people are called upon to make decisions. They help make the laws. Solutions must be found for these vexing questions through democratic processes if democracy is to prevail.

The schools of the land, according to the Yearbook, have much responsibility, in the next twenty-five years, for the solving or failing to solve these problems. On their shoulders will fall the major responsibility for teaching social competence and conscience. In the past, the great majority of American citizens have regarded school primarily as a means of bettering the economic status of the child. "School was the way to get out of the ditch, out of the mine, off the farm, or out of the laboring class". The time spent in school was counted on as so much preparation for raising the standard of living. Civic competence, it was taken for granted, would automatically result from personal, business, or professional competence.)

(The history of the depression years in America have disproved this assumption. The struggle between capital and labor has disproved it. The able business executive is not always social conscious. Personal competence is necessary, but it must be accompanied by social and civic responsibility in a complex, interdependent social setting.)

\[\text{Ibid.}, \text{p. 108.}\]
competence cannot be assumed to be an inevitable product of personal competence. The two together must be learned. The Yearbook declares:

Our modern social order will not operate on an every-man-for-himself basis. It is too delicate a piece of machinery. The wheels must be meshed. We want freedom. Freedom is the basis of the great American ideal, but it must be a freedom cognizant of other men's freedom and based on self-discipline. We want freedom-loving individuals aware of the fact that their actions affect the welfare and freedom of others, and that the actions of others affect their freedom and welfare. 3

People of today are learning that these things are so. It is no longer a question as to whether general welfare may be left as an incidental by-product of personal and vocational success. Events in America have proven that it cannot be. The only question is whether the necessary concern for the public welfare is to be achieved through dictatorial means or through voluntary and group action. The issue is one of imposed state control versus enlightened self-control. Russia has utilized the first method; the way of democracy is the way of self-control.

What can the American school do towards building this needed concept of personal and social competence? If the function of building desirable citizenship qualities lies mainly in the hands of the teachers, what are the things that must be done in the schools? The Yearbook lists the following objectives: (1) Teach an appreciation of America’s

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3 Ibid., p. 109.
past; (2) instill faith in America's future; (3) build an understanding of the present; (4) develop self-control in pupils; (5) present a realistic attitude towards change; (6) teach a constructive attitude towards the operation of government; (7) foster world understanding and outlook, and (8) develop spiritual and ethical values. Each of these will be discussed briefly.

An appreciation of America's past is an integral and necessary part of the good citizen. Patriotism is a much-abused word, but American ideals are something to be proud of. In this country there has been tried an experiment in free, self-government. It has succeeded in building a country with the highest standard of living of any people in the world. In it the individual has had a chance to rise from the humblest home to the highest office in the land. Many of the privileges and opportunities that the people enjoy today are taken for granted. The growing child needs to learn these things and to appreciate them. The Yearbook asserts:

We need to know how we got the way we are. We must know our European background and come down through colonial, frontier, farm, and city America. We should know the leaders, what they stood for, what they did, and the conditions under which they had to work. We should know how the common man lived and struggled for advancement. We should know our achievements, material, political, social, and spiritual. We should know of the great problems that were faced, the issues involved,

\[4\text{Ibid.}, \text{ pp. 107-137.}\]
and the manner in which they were settled. We should know the great driving urges that tempted men and women to brave untold hardships for their fulfillment: opportunity, freedom of religion and speech, a square deal. We should know that America has been the haven of refuge for the oppressed and persecuted, the challenge for the courageous, the land where men's dreams came true.5

Teaching such an appreciation, the Yearbook further states, is peculiarly the work of the schools. History, literature, song, and verse tell the story. "Every generation must relive... America's struggle for freedom".6

(The schools also must instill faith in America's future as well as teach appreciation of the past.) This is the second credo outlined by the Twenty-Third Yearbook, The Path to Better Schools. (The boys and girls of today need faith in democracy as a form of government, faith that it can solve perplexing problems without one-man dictatorial rule. Hungry, disillusioned people are an easy prey for lulling ideas of security which are offered in exchange for freedom. America, with its many resources, its high standard of living, its scientific and technological advances, its opportunities, is on the "threshold of a great day".7 The schools must make the children aware and appreciative of these things.

The schools must teach pupils to understand the present. "Between an appreciation of America's past and faith in her

5Ibid., p. 112.
6Ibid.
7Ibid., p. 114.
future lies the America with which we are privileged to live.\textsuperscript{8} (Knowledge of the past is necessary to understand the present; faith in the future is needed to know in what direction to move at the present.)

Beginning with the near at hand and extending gradually to the more remote in distance, adjusting to the maturity of children at different age levels, we need to know about America's land—her size, soil, waterways, minerals, forests, fertility, and products. We need to know about conservation and exploitation. We need to know about her people—many races, colors, creeds, economic and social differences. We should know how and where they live, how they work, how they play, and how they are educated. We should know about business, industry, agriculture, capital and labor; their contributions, problems, and issues. We should know about public services, roads, health and sanitation, fire, police, military and education. Also, we ought to know how we compare with other lands and peoples in all these respects.\textsuperscript{9}

(If schools are to present an accurate picture of the present, care must be taken in the method of presentation. Undue criticism, self-complacency, controversy, all have dangers. The aim of teaching is to aid students to differentiate opinion from facts and to learn the techniques of studying and understanding life activities.)

(The schools must develop self-control in pupils.) In a dictatorship, force is the compelling power in reaching decisions—the citizen is told by the state what to think, to say, and to believe, how to feel and what to do. Obey is the one thing he needs to know. In a democracy, within

\textsuperscript{8}Ibid., p. 114.
\textsuperscript{9}Ibid.
the limits of the general welfare, the citizens make their own decisions. Self-control is an achievement that comes only through making decisions and taking the consequences. It must be learned and developed. It requires attitudes of fair play, justice, tolerance, respect for the rights of others, and a social consciousness. In and through its activities, the American school has an opportunity to develop these attitudes and to help the students achieve self-control by practicing it.

(Another aim of citizenship is the development of the ability to adjust to change. Present day society is dynamic.) Change is inevitable. The past is strewn with the remains of plants, animals, men, industries, and societies which failed to adjust to changed conditions. In the fast-moving world of today where men is subjected to more changes in his own lifetime than his ancestors faced in many generations, failure to adjust can be catastrophic.  

(Teaching only respect for conditions as they are, tends toward social stagnation.) Society changes; the goal of the schools in this respect is to aid the pupils to build a sound basis for evaluating proposals for change. At the present time, a way of life opposite to that fostered by the democratic spirit is being established over large areas of the world. A conflict between the two ways of life exists. If the world is to live in peace, there must be some adjustment by both sides. In America the guide lines are equality.

\[\text{\textsuperscript{10}}\text{Ibid., p. 128.}\]
opportunity, "life, liberty, and the pursuit of happiness"; change within these limits is both desirable and necessary.

The schools, furthermore, must teach a constructive attitude towards government. Too many people have the opinion that democracy will perpetuate itself without much effort on the part of the citizens. They take democracy for granted. A government does not run itself; it requires careful planning, conservation of resources, efficient management. (It is as efficient as the people who administer it.) If good government is desired, it must be given attention. Government services contribute to almost every phase of life, but often they are taken for granted. Students should know and appreciate the worth of these services—regulation of utilities, free mail delivery, pure food laws, a money standard, police protection, public school facilities. Above all, they should be taught that these things cost money.) The Path to Better Schools states:

When, in high school classes, local tax costs are broken down to show the relatively few cents per month that are paid by the average taxpayer for essential services such as police, fire, health protection and snow removal, pupils get a true picture of the low cost and efficiency of these services in a well-run community. If they also make the comparison of the per pupil cost of public schools as compared to that of private schools of comparable quality, they again have a sound comparison of costs and services rather than only the traditional assumption that every tax is a bad tax.\[11\]

In general, what is true on the local level is equally true on the state and national levels. The school, in its

\[11\] Ibid., pp. 123–124.
study of local conditions, has an opportunity to build a more constructive, appreciative attitude towards the government. The government touches the lives of the children in many ways; the necessary public services should be stressed, appreciated, and understood.

(Another objective of the citizenship training program is a world understanding and outlook.) The recent war has brought it forcibly home to the people of the United States that the things that concern one portion of the world concern all people. The need for world peace is evident. If it is achieved, there must be some type of world organization. Such an organization, to be effective, must be composed of free men, not slave nations. The way to obtain such men is to educate the young to the need for world peace and to build peace concepts—rational and religious tolerance, control of disease, international trade, and such like. An effective world outlook begins at home.12

(The schools must develop spiritual and ethical values.) The American public schools are non-sectarian and no one faith may be or is taught, but ethical character is the one common ground on which all religious denominations agree. Denominations differ in creeds but there is no difference as to the desirability of such cardinal virtues as honesty, kindliness, decency, and fairness. Ethical character long

12 Ibid., p. 129.
has been recognized as a major objective of public education; methods of teaching it have changed, but the ethical character objective has not.)

These objectives of citizenship training may be summarized as:

1. An understanding of the meaning of democracy.
2. An appreciation of America's past.
3. Faith in the ability of the United States to continue to grow, create, and achieve.
4. An understanding of the present difficulties and advantages under which people live.
5. The ability to control one's actions.
6. Ability to adjust to changing conditions.
7. A constructive attitude toward the government.
8. World understanding and outlook.
9. Ethical character.

Criteria for achieving these objectives have been selected from literature dealing with citizenship training.

Criteria for Achieving Citizenship Qualities

The *Path to Better Schools* has this to say concerning the understanding of democracy:

The democracy which we cherish is not something which exists only in Washington, D. C. It should exist in homes, schools, business, industry, and in every other institution with which individuals come in contact in their daily lives. It is a way of living. It is an attitude of human beings toward each other. 13

In other words, democracy is not an abstract ideal but it is, or should be, a daily practice. The Educational Policies Commission, ranking educational committee of the nation, says that the "discipline of free men cannot be achieved by subjecting the young for a period of years to the regime of a slave". It cannot be achieved, either, by allowing the young to follow their own impulses and take over the process of education.

It can be achieved only by living for years according to the ways of democracy, by rendering an active devotion to the articles of the democratic faith, by striving to make the values and purposes of democracy prevail in the world, by doing all of these things under the guidance of the knowledge, insight, and understanding necessary for free men. That this involves a highly complex and difficult process of learning is obvious. It requires a school environment and a school life organized deliberately to give boys and girls experience in democratic living—a school environment and a school life from which the obstacles to the achievements of democratic principles are removed. Above all, it requires the influence of a teacher who in his activities in both school and community practice the discipline of free men.14

The 1944 Yearbook, Department of Supervision and Curriculum Development of the National Education Association, Toward a New Curriculum, states:

Life in a democracy calls for a much wider range of special skills than the mere ability to raise a hand to be counted. 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 gathering and weighing suggestions and evidence,

14 Educational Policies Commission, The Education of Free Men in a Democracy, p. 29.
harmonizing conflicts, providing for proper consideration of minority views, and using voting sparingly and at the proper times.\textsuperscript{15}

The Eleventh Yearbook of the Department of Supervisors and Directors of Instruction of the National Education Association, \textit{Cooperation: Principles and Practices}, states:

If schools are to have any part in helping to realize the demands for democracy for cooperation among all its members they must provide opportunities for working together.\textsuperscript{16}

Hopkins, asserts that the outstanding characteristic of the democratic process is the emphasis upon cooperative social action.\textsuperscript{17} In a literal sense this means working together. One person cooperates with another when he works with him to achieve his purpose. One hundred teachers in Louisiana joined together in study groups in 1937 to work out a program for curriculum development. They asserted that the public schools are maintained by the American people because they believe that education is essential to successful living. The school, they declared, is the best institution for upholding democracy as an ideal of human relationships and as a basis for government. They stated:

\textsuperscript{15}\textit{Toward a New Curriculum}, 1944 Yearbook, Department of Supervision and Curriculum Development, National Education Association, p. 18.


Every schoolroom can and should be a democracy. There the children can and should experience the pur-
posing, the planning, the evaluating, the deciding, and the responsible acting practiced in democratic 
living.18

(The consensus of opinion, it appears, is that democ-

cracy to be understood and appreciated by the pupil, must be 
practiced in the schoolroom's activities. This is the 
Number 1 criteria for the teaching of democracy.)

Objectives two, three, and four, as listed in the study 
are respectively, teaching and understanding of America's 
past, instilling faith in its future, and developing an 
understanding of present problems. These three objectives 
are closely related and criteria for developing them will 
be presented jointly. They all hinge around the problem of 
presenting facts to the pupils from different angles con-
cerning these things.

(JHopkins recommends the experience curriculum for 
developing such a program. Facts and meanings, he says, 
are not synonymous. "For facts to be of value, individuals 
must personalize them in their own problems of living."19

This means that the children can use in solving their own 
problems only the facts, information, or ideas which they can 
build out of their own personal experiences. The program 
then for acquiring knowledge of the past, present, and

18Louisiana Program for the Improvement of Instruction, 
Bulletin No. 351, State Department of Education of Louisiana, 
p. 27.

future should be based on an activity program centered in the real problems of living rather than in the schoolhouse, or in books, or in academic subjects isolated from life.

According to Lee and Lee, writers in the field of the curriculum, work units are recommended for carrying on such activity programs. A work unit, by their definition, is:

...purposeful (to the learner), related activities so developed as to give insight into, and increased control of some significant aspects of the environment; and to provide opportunities for the socialization of individuals. 20

Characteristics of such a unit, if it is desirable, are listed as follows:

1. A unit should provide continuity in the development of the child.
2. A series of units should contribute to the total development of the child.
3. A series of units should provide for a variety of activities or experiences for the class and for individual children.
4. A unit should deal with some phase of problem of living sufficiently significant to merit careful study.
5. A unit should deal with material within the comprehension of the child.
6. A unit must be challenging to the child.
7. The data gathered and the activities including construction should be as authentic as possible. 21

The procedures in the development of a union or work, or project, are listed by Wrightstone as follows: Stimulation of identification of interests, formulation of aims, activities, and methods, investigation of collection of

20J. Murray Lee and Dorris Lee, The Child and His Curriculum, p. 34.
21Ibid.
data, integration or correlation of data, culmination of activities, and evaluation of outcomes. Each of these will be discussed briefly.

Sources of stimuli, according to Wrightstone are books, conversation, discussions, excursions, exhibits, magazines, movies, newspapers, pictures, stories, talks, and trips. Under the formulation of aims and activities, pupil-teacher planning is suggested. In the investigation and collection of data, the following sources are recommended: interviews, lectures, library material, magazines, maps, movies, museums, newspapers, pictures, radio, references, slides, stores and factories. Integration of the data may be accomplished in the subject matter of the high school. Culminating activities are listed as: assembly programs, creative stories, dramatizations, drawing and painting, note books, reports, scrap books, stories and talks. Evaluation of outcomes will measure the student's ability to recall and recognize facts, the attitudes that he has built, and his behavior, conduct, and social qualities.

The Educational Policies Commission state that "Activity and study should reinforce one another". The two

22 Quoted in Lee and Lee, op. cit., p. 47.
23 Ibid.
should complement each other and gain vitality from one another. The use of the experimental method of free inquiry and the frequent discussion of controversial issues require teaching aids and materials different from those commonly found in schools. The school library needs to be stocked with authentic reference works on problems likely to be investigated and with materials representing all sides of varied issues.

A program of education for democratic citizenship will not abstain from the use of competition in situations in which rivalry is appropriate; but it will be chiefly concerned with activities in which boys and girls learn to work together for the common good, without expectation of individual recognition or reward, other than the satisfaction of doing something that is socially useful.\(^25\)

(The essence of the program for developing understanding and appreciation of the past and present, and faith in the future, however, is that the democratic process be used in the presentation of the necessary subject matter. The subject matter should be selected and organized cooperatively by all learners during the learning situation and controlled and directed cooperatively by both the learners and the teacher.)

The fifth objective as set up calls for the development of self-control as a factor in good citizenship or citizenship training. The Path to Better Schools is specific in setting out methods of achieving this:

\(^{25}\text{Ibid., p. 189.}\)
(One learns self-control by practicing it.) Practice implies some behavior that is imperfect. It is the task of the teacher to place the child in that narrow and delicate learning situation between teacher domination and suppression of the child, on one hand, and pupil floundering in unbridled license, on the other. The first trains for dictatorship and the second for anarchy.26

Freedom of thought and action requires ability to study any plan through, to make research, to evaluate, and to form decisions. These may be developed in the units of work, in the assembly programs, in the school debates, in discussions on public questions, in all phases of school activities. In many classrooms today 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. In such programs there is an excellent opportunity for the development not only of responsibility and resourcefulness, but also of brotherhood and cooperation.27

The Educational Policies Commission asserts:

The school of democratic citizenship will therefore see to it that all students have opportunities to share

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26 American Association of School Administrators, The Path to Better Schools, p. 117.

27 Ibid., p. 145.
in democratic group planning and that they grow steadily in their mastery of this skill. It will also help each student to develop whatever executive capacities he possesses, by affording him opportunities to assume responsibility for carrying out group plans, and by holding him to high requirements of performance as are appropriate to his maturity and experience. Finally, the school will assist its students to develop the skills of evaluating their own group actions.28

A desirable program for developing self-control on the part of the students, therefore, will be one in which the opportunity is presented for the development of such qualities.29

The sixth objective is the formation of a desirable attitude about change. Society is dynamic, and the individual, if he is to adjust himself to rapid changes, must develop healthy attitudes toward changes and all that they imply. Kilpatrick says that science has brought technology which has greatly changed the modern world.

Technological developments introduce social change which in turn call in question our old system of life and thought. Further changes seem demanded. We must introduce better order. Intelligence is our only reliable hope of dealing with this situation. We must apply constructive criticism...

To learn to deal with social change we must study social change itself and this at least partly while the change is in process. A changing civilization must then provide the means for building the social intelligence needed to deal with the fact of change. Else it is doomed to ignorant blunders or perhaps to angry violence. We must provide for the widespread and popular study of social change.29

In the fast-moving world of today unnumbered opportunities present themselves for the study of social changes. Take the matter of conservation of the soil. In past years, the depletion of the soil, great floods, and consequent hardships were taken for granted in the great river valleys of the country. Science has developed new ways of conserving the minerals in the soil and of adding to them; it has found ways to control floods and to generate cheap power from the hitherto wasted flood waters. In so doing, a complete social change has been made possible in the lives of the people in these river valleys. Many people, however, have refused to acknowledge that "book learning" could improve the soil, dam the flood waters, and furnish a cheap source of power for multiple tasks in the home and on the farm. They have refused to advance with new ideas or to adapt to changes.\(^\text{30}\) (The school that is able to help its children understand the nature of social change and the consequent changes in common life which accompany it will have gone a long way toward equipping them for adaptation to future changes in society.)

The seventh objective as listed for citizenship training is a constructive attitude towards the government. The Path to Better Schools recommends a work unit which will help the student develop an appreciation of the services rendered to

\[^{30}\text{C. Herman Pritchett, The Tennessee Valley Authority, p. 5.}\]
him by his government. As an example, a student found out these things for himself in one day: the government owned, regulated, and operated the electric lights of his home; the radio program to which he listened was made possible by government regulation of the wave length to prevent interference; a pure food law and government inspectors protected his drinking water and his food; he rode to school on a highway that the government had built, and on a bus that was inspected for safety by the government; the government provided the handsome school building and paid his teacher for her work; the government protected his life and his property. If the individual had to pay for each of these services, the cost would be prohibitive. The cost to each individual, as it stands today, is a certain amount of money paid in the form of taxes. (An appreciation of the necessary government services, if taught early in life, may help materially in building a better citizen who will understand that taxes are a necessity and not always a burden.)

The eighth objective as listed in the study is the creation of a world understanding and outlook. The need for world peace has been intensified by the recent World Wars. The Educational Policies Commission maintains that inter-cultural education in the schools can make a contribution to

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31 American Association of School Administrators, The Path to Better Schools, p. 124.
world peace. Knowledge of other people, other ideas, other ways of living are necessary before a true appreciation can be developed of the democratic type of government. In the elementary school, students should extend their acquaintance from home and neighborhood groups to larger communities, with growing understanding of the new groups and people encountered. Understanding of scientific facts about race should be disseminated; the myths about "superior races" should be clarified; recognition of race, religion, and nationality as separate classifications should be among the social understandings.

Basically, the people of the world and nations, too, are much like the children in the schoolroom. There must be some type of discipline, some authority in the schoolroom, or the stronger pupils will dominate the weaker. If the children learn to work together, to play together, and to get along together, they will have learned the first steps toward world peace. Recognition of the rights of others, some concern for the welfare of others, the respect for the property of others, sympathy and understanding, all of these are basic to world peace. They are all simple things that may be stressed and developed in the classroom from the first grade through the entire period of school training. If the schools could help the children learn to

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32 The Educational Policies Commission, The Social Studies Look Beyond the War, p. 19.
live together, to work together, to cooperate, to get along with each other, the foundation steps for world peace would be built. "The normal day-by-day work and play relationships that exist in a public school among children of all religions, colors and creeds promote understanding and appreciation of others". 33

The last objective as set up in The Path to Better Schools is development of spiritual and ethical values. Due to the provisions for religious freedom as set up by the government of the United States, no one religious belief may be taught in the public schools. However, the fundamental principles which underlie all religions are important in citizenship training. Desirable character traits are common to all religions. The schoolroom furnishes ample opportunity for the guided development of such traits.

In the classrooms, assemblies, musical activities, clubs, shops, laboratories, and play fields, innumerable situations are created in which desirable personal character traits are called into play. Accuracy, honesty, thoroughness, thoughtfulness, kindness, fairness, humility, and reverence for the miraculous world in which we live are the backbone of a school program. Schools could not operate without stressing these qualities. The greater the degree to which these qualities are developed, the better the school. 34

The degree to which these things are realized and made functional in the lives of the pupils will depend on the

33 American Association of School Administrators, The Path to Better Schools, p. 127.
34 Ibid., p. 137.
extent on which they are made a part of the daily program of the school and the way in which they are presented. They are not ideals that may be achieved in some far-off distant time, but actual realities that may be lived and practiced every day.

The criteria for evaluating a program of citizenship training may be summarized as follows:

1. Democratic practices should characterize the teaching of all subjects as well as those of citizenship training.

2. The qualities of good citizenship include understanding and appreciation of America's past and present history, and faith in its future, self-control, a realistic attitude toward change, a constructive attitude toward the government, world understanding, and desirable, ethical principles.

3. Each schoolroom should and can be a democracy in actual practice. In it are found all the essentials for good citizenship—development of leadership, cooperation, getting along together, knowledge, understanding, sympathy, respect for the rights of others, the ability to judge and think for one's self, participation in all activities.

4. Opportunities should be presented for each student to participate in school activities, not confine the opportunities to a gifted few.

5. The school should have the facilities needed for the development of a citizenship training program.
CHAPTER III

CITIZENSHIP TRAINING IN FOURTEEN LARGE SCHOOLS

The actual practice in citizenship training in the high schools studied was determined by the use of a questionnaire sent to superintendents and principals of these schools. The information obtained concerning citizenship training from the cooperating schools, together with a critical evaluation of this information is presented in this chapter.

Table 1 gives information regarding the number of pupils in each school and the number of teachers.

<table>
<thead>
<tr>
<th>School</th>
<th>Number of Pupils</th>
<th>Number of Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>320</td>
<td>9</td>
</tr>
<tr>
<td>2</td>
<td>425</td>
<td>13</td>
</tr>
<tr>
<td>3</td>
<td>450</td>
<td>19</td>
</tr>
<tr>
<td>4</td>
<td>425</td>
<td>12</td>
</tr>
<tr>
<td>5</td>
<td>850</td>
<td>29(\frac{1}{2})</td>
</tr>
<tr>
<td>6</td>
<td>315</td>
<td>12</td>
</tr>
<tr>
<td>7</td>
<td>630</td>
<td>18</td>
</tr>
<tr>
<td>8</td>
<td>621</td>
<td>16</td>
</tr>
<tr>
<td>9</td>
<td>442</td>
<td>16</td>
</tr>
<tr>
<td>10</td>
<td>475</td>
<td>14</td>
</tr>
<tr>
<td>11</td>
<td>450</td>
<td>12</td>
</tr>
<tr>
<td>12</td>
<td>210</td>
<td>7</td>
</tr>
<tr>
<td>13</td>
<td>950</td>
<td>25</td>
</tr>
<tr>
<td>14</td>
<td>1,600</td>
<td>0*</td>
</tr>
</tbody>
</table>

* No answer given to the question.
According to the data in Table 1, all of the schools, with one exception, had more than three hundred pupils. One school had 850 pupils, another 950, and one had 1,800. The number of teachers in each school was in direct proportion to the number of students; in all except two instances, there were more than ten teachers in each school. The schools, it is apparent, were large enough to require a wide and diversified program of activities.

Table 2 presents information concerning the number and percentage of schools teaching citizenship, either directly or indirectly.

**TABLE 2**

**NUMBER AND PERCENTAGE OF SCHOOLS TEACHING CITIZENSHIP EITHER DIRECTLY OR INDIRECTLY**

<table>
<thead>
<tr>
<th>Manner in Which Citizenship Is Taught</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools Teaching Definite Course in Citizenship</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Schools Integrating Citizenship Training with All Subjects</td>
<td>14</td>
<td>100.0</td>
</tr>
<tr>
<td>Schools Not Requiring Teachers to Stress Citizenship Training</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Schools Requiring All Teachers to Stress Citizenship Training*</td>
<td>9</td>
<td>64.2</td>
</tr>
</tbody>
</table>

*Two schools did not mark this question.

According to the data in Table 2, the per cent of schools actually teaching a definite course in citizenship is only 14.2 per cent. On the surface, this might appear as
unfavorable practices, but on the other hand all of the schools signify that they stress the integration of citizenship training with all other school activities. The fact that twelve of these schools have no definite courses in citizenship does not mean that the schools are oblivious to the need for such training; it could mean that perhaps the integrated training is more valuable than certain designated courses. Citizenship training is something that must be lived; it cannot be packaged neatly and brought out for use at certain periods. Kilpatrick states:

We learn only what we practice. We cannot learn what we do not practice... We learn not all the ways we practice, but the ways we succeed.1

These schools, then, without definite citizenship training programs can not be rated inadequate unless all activities of the schools are proven inadequate for developing citizenship traits. The fact, too, that some of the schools require teachers to stress citizenship and some of them leave the subject to the discretion of the teacher, can not be rated as inadequate. The test of the different school programs will be the practices, not the directions issued by the authorities in charge.

The qualities which constitute citizenship were the basis of the second question in the questionnaire. Desirable and undesirable qualities were listed. All of the

schools, or 100.0 per cent, listed the following as desirable qualities: ability to think for one's self, interest in current events, a cooperative spirit, an understanding of the need and necessity for government, participation in life activities, a habit of wide reading, some worthwhile hobby, and good health practices.

Three other qualities were included in the questionnaire sent out. They were: seeing only one side of a question, self-interest rather than the general welfare, and considering "going places" and "excitement" as the best use of leisure time. All the schools were unanimous in marking these qualities as undesirable.

The expressed philosophy of the schools, it is apparent, is in line with the modern aims of citizenship training. The extent to which this philosophy is put into practice in the daily school activities, however, is the final determining factor in the adequacy or inadequacy of the program. The remainder of the questions asked were fashioned to evaluate practices instead of creed.

The assembly programs of schools furnish many opportunities for desirable citizenship training. Table 3 shows the nature, extent, and per cent of the fourteen schools in regard to their assembly programs.
### TABLE 3
NUMBER OF SCHOOLS WITH ASSEMBLY PROGRAMS AND PER CENT OF STUDENT PARTICIPATION

<table>
<thead>
<tr>
<th>Nature and Types of Program</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools with Assembly Programs</td>
<td>14</td>
<td>100.00</td>
</tr>
<tr>
<td>Agencies Responsible for Program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Students</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Students and Teachers</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Certain clubs or groups</td>
<td>11</td>
<td>73.5</td>
</tr>
<tr>
<td>Nature of the Program</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Talks by teachers</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Songs and Plays by students</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Holiday programs</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Source of material for programs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Teachers select materials</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Students and teachers select materials</td>
<td>14</td>
<td>100.00</td>
</tr>
<tr>
<td>All students have a chance to participate in programs</td>
<td>10</td>
<td>71.5</td>
</tr>
</tbody>
</table>

In evaluating the student and teacher activities in connection with the assembly programs of the schools, there are a great many things to be considered. In the first place, some of the qualities of good citizenship will be
remembered as the ability to think for one's self, poise and leadership, skill in the search for facts, and participation in life activities. The assembly programs, it has been found, furnish many opportunities for the development of these traits.

Fourteen schools, or one hundred per cent, provided for assembly programs of some type. Some of the schools called their students together at less frequent intervals. In five of the schools, or 35.7 per cent, it was reported that the students worked up the assembly programs themselves; nine schools, or 64.2 per cent, said that both students and teachers participated in the preparation of the assembly programs. The nature of the programs illustrate the possibilities inherent in the students being given a part in preparing the program. Five schools, or 35.7 per cent, reported that their programs usually consisted of songs and plays of some nature rendered by different members of the student body. Nine schools, or 64.2 per cent, indicated that their assembly programs were, for the most part, those presented on holidays. Such activities encourage the development of historical research, better reading habits, practice in public speaking, and growth in human understandings. The Educational Policies Commission, in its survey of the practices of ninety American schools, found that school assemblies were found in practically every school visited in the study. At the Abraham Lincoln High School in Los
Angeles assembly practices were specially commanded. There are six assemblies per week in this school, with two programs, each repeated three times. Each student has the privilege of attending and participating in the programs. The general purposes of these assemblies are stated in a report from the school:

The assembly program necessarily needed to be varied, inspiring, and dynamic. We decided that it should represent the school and its work; it should develop initiative and self-expression; it could well dramatize values; and it should contribute significantly to the education of youth toward an understanding acceptance, and application of the characteristics of a democratic life. 2

In regard to the source of material for the assembly programs, all of the schools reported that both teachers and pupils participated in the selection. Eleven, or 78.5 per cent, of the schools indicated that clubs or groups put on the programs. This practice might not be considered democratic, but another item clarifies the question—ten schools, or 71.5 per cent, of the schools, provided an opportunity for every child to participate in the programs. In two instances, school principals wrote in that where the students did not have an opportunity to participate in assemblies, class programs were prepared and other classes invited. The Demonstration School at the North Texas State College, Denton, Texas, makes this a regular practice in

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2 Educational Policies Commission, Learning the Ways of a Democracy, p. 227.
addition to its assembly programs. Even in the primary grades, other classes are invited in for plays and other special activities.

The assembly programs of these fourteen schools do not adequately meet all the inherent possibilities of such activities for citizenship training, but, in the main, it is apparent that they furnish many opportunities for the development of leadership, experience in choice, additional knowledge and understanding of people, and experience in participating in life activities.

Extra-curricular activities also furnish numerous opportunities for the development of citizenship qualities. Student self-governing bodies and clubs are two of the most common types of such activities outside the regular school program. Table 4 shows the number and percentage of schools with such activities and the extent of student participation.

Student government is an area of school activity which affords many opportunities for the learning of citizenship qualities. It encourages young people to work together for common purposes, it develops leadership qualities, and it affords opportunities for the student to learn by actual practice some of the difficulties that beset teachers in their responsibility as governing heads of the school. According to the data in Table 4, only a small percentage, 35.3 per cent, of these schools had self-governing bodies. In three of the schools, or 21.4 per cent, all the students
<table>
<thead>
<tr>
<th>Various Activities</th>
<th>Number of Schools</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools with Student Self-Governing Bodies</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Schools with all Students Eligible to Membership in Student Government Bodies</td>
<td>3</td>
<td>21.4</td>
</tr>
<tr>
<td>Schools with Academic Restrictions</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Schools with Home room Clubs</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Schools with Science Clubs</td>
<td>3</td>
<td>21.4</td>
</tr>
<tr>
<td>Schools with Health Clubs</td>
<td>3</td>
<td>21.4</td>
</tr>
<tr>
<td>Schools with Hobby Clubs</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Schools with 4-H Clubs</td>
<td>1</td>
<td>7.1</td>
</tr>
<tr>
<td>Schools with Other Clubs</td>
<td>3</td>
<td>31.4</td>
</tr>
<tr>
<td>Clubs with Aim of Social Development</td>
<td>8</td>
<td>56.8</td>
</tr>
<tr>
<td>Clubs with Aims of Developing Leadership</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Clubs Organized for Group Work</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Clubs with Citizenship Aims</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Clubs with Personal Interest Aims</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Clubs Organized to Learn Parliamentary Procedure</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Schools with all Students Eligible for Clubs</td>
<td>9</td>
<td>64.2</td>
</tr>
<tr>
<td>Schools that Require Academic Restrictions</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Schools whose Teachers Select Club Members</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Schools whose Student Body Selects Club Members</td>
<td>7</td>
<td>50.0</td>
</tr>
</tbody>
</table>
in the school were eligible for membership in these organizations; in two schools, 14.2 per cent, there were academic restrictions on the membership. The Educational Policies Commission has this word on student government organizations:

> Unusual care on the part of teachers is needed in connection with student courts and student discipline. The enforcement of law and the administration of justice are necessary civic activities which youth should learn, if possible through actual practice. Yet a student court which is more concerned with penalties than prevention, or which acts in arbitrary fashion to override the rights of individuals to fair hearings, is not providing good education either for the members of the court or for the offenders. If schools are to have student courts...skilled and watchful adult guidance should be provided in order that such activities may yield a maximum of desirable learning to all concerned.3

The majority of the fourteen schools, it is evident, have passed up the opportunities for citizenship training which a student council affords.

Activities of the club type offer almost unequaled opportunities for students to take part in planning group activities and to assume responsibility for carrying plans into action. According to the data in Table 4, the majority of the schools studied have some form of club activity. Nine of the schools, or 64.2 per cent, had homeroom clubs, while the next highest percentage was the hobby clubs with a percentage of 35.7.

The fact that these schools had these clubs, however,

does not necessarily mean that good citizenship will be achieved. Not all student activities are conducive to democratic citizenship. The purpose for which they are organized and the way in which they function are the deciding factors. The Educational Policies Commission states:

The activity which is carried on only because it wins an honor point for the student or a trophy for the homeroom is as useless for civic education as the most routinized class work. The activity which is managed for the benefit of a "few school politicians" at the expense of the general welfare, or which rides roughshod over the civil liberties of students, is destructive of democracy.⁴

In evaluating club work, then, the appraisal must be based on something else besides the presence of such clubs. The standards for evaluation will raise such questions as these: Does the boy from "across the tracks" have the same opportunity for membership and growth and development as the son of well-to-do parents? Do all students have the right to share in deciding the purposes of their student organization, or are purposes determined for them by someone else? Are student leaders selected because of popularity or ability? Are responsibilities widely shared, so that all may have a chance to learn the skills of democratic action, or are they held closely in the hands of a few students?

Evaluating these things is not easy because daily observation would have to be made. However, some indication of value may be gained by looking at the way in which clubs

⁴Ibid., pp. 193-194.
are organized and by studying their purposes. In the fourteen schools under study, it is found that clubs in eight schools, or 56.8 per cent, were organized with the aim of social development; nine schools, or 64.2 per cent, had clubs organized for developing leadership; the same number and per cent of schools had clubs with the aim of citizenship training; five, or 35.7 per cent of the schools, had clubs organized for personal interest aims; and two schools, or 14.2 per cent, had clubs organized for group work. All of these aims are in line with citizenship training purposes.

Further study of the data concerning clubs shows, also, that nine of the schools, or 64.2 per cent, reported that all students in the schools were eligible for membership, and seven of these stated that the students themselves selected the club members. In two instances the teachers were reported to have aided in the selection, but this practice was in the primary grades in both instances. The club activities, as presented, it is believed meet standards for such activities; not all the schools, however, avail themselves of the opportunities which such activities provide. In this respect, the practices fail to meet accepted standards.

Table 5 presents the number and percentage of schools which use some units in the teaching of American history, which help build understanding of many problems that will affect the daily lives of the students.
TABLE 5
NUMBER AND PERCENTAGE OF SCHOOLS USING DESIGNATED UNITS IN TEACHING AMERICAN HISTORY

<table>
<thead>
<tr>
<th>Various Types of Units</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>History of Transportation in the United States</td>
<td>7</td>
<td>50.0</td>
</tr>
<tr>
<td>History of Banking Business in the United States</td>
<td>2</td>
<td>14.2</td>
</tr>
<tr>
<td>Nature and Origin of American Money</td>
<td>1</td>
<td>7.1</td>
</tr>
<tr>
<td>Need for Tariff and Kinds of Tariff</td>
<td>3</td>
<td>21.4</td>
</tr>
<tr>
<td>Kinds of Industries in the United States</td>
<td>6</td>
<td>42.8</td>
</tr>
<tr>
<td>Others</td>
<td>3</td>
<td>21.4</td>
</tr>
</tbody>
</table>

In evaluating the extent to which the different schools utilized the designated units, it should be taken into consideration that two of them, banking and tariff, at least, are units for advanced secondary classes. For this reason, the schools reporting these units could not be expected to be many. In this instance, only three schools, or 21.4 per cent, stated that they used units on the tariff, and two schools reported units on the history of banking in the United States. Seven schools, or fifty per cent, had units on transportation. Only one school, however, had a unit on the nature and origin of American money. This is something that touches the lives of all people very closely. Understanding of the past and the present consists of something more than being able to tell the dates of certain events. If these data are representative, the majority of the
schools in this instance fail to present opportunities for understandings needed in daily living.

An adequate health program in a school not only aids in discovering and eliminating many health hazards, but it offers many opportunities for cooperative action for the common good. The whole concept of democracy is based on a consideration of the welfare of others, and of group cooperation. The health program offers many opportunities for the development and practice of democratic citizenship. Table 6 presents the number and percentage of the fourteen schools that reported health programs and the units used.

**Table 6**

**NUMBER AND PERCENTAGE OF SCHOOLS WITH HEALTH PROGRAMS AND UNITS USED IN THEM**

<table>
<thead>
<tr>
<th>Health Activities</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools with Health Education Programs</td>
<td>14</td>
<td>100.0</td>
</tr>
<tr>
<td>Units Used:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Need for Health Program in Every Community</td>
<td>7</td>
<td>50.0</td>
</tr>
<tr>
<td>Need for Health Program in the Individual Community</td>
<td>7</td>
<td>50.0</td>
</tr>
<tr>
<td>Prevention and Control of Disease</td>
<td>11</td>
<td>78.5</td>
</tr>
<tr>
<td>Others</td>
<td>3</td>
<td>21.4</td>
</tr>
</tbody>
</table>

All of the schools reported a Health Program, but the data indicate that at least fifty per cent of them failed in presenting opportunities which exist for better citizenship training. The prevention and control of disease, it is
evident, received attention from the majority of the schools, but information not related directly to daily activities is not always functional. In the health surveys of individual communities, opportunities are presented for the children to learn. One such instance is described in the book, *Learning the Ways of Democracy*. Norris, Tennessee, on the great Norris Lake, had a problem in mosquito control. The students of the school undertook to aid in controlling the insects. After the unit was decided upon, the students grouped themselves into inspectors, sprayers, dusters, and a research committee. Two students were elected to be coordinators. A map of the city was made and divided into six sections, and inspectors were assigned to each subdivision. They went over their territories for possible breeding places for mosquitoes and made written reports of their findings to the coordinators, who in turn sent sprayers and dusters to the infected area.

The research committee looked for all available information on mosquitoes. This called for reading in the library, for selection of materials, and for reports back to the class. At the conclusion of the unit, the coordinators filed a written report with the library to be used as further reference. The possibilities for citizenship training in such an undertaking were many and varied; almost any community presents some opportunity for similar work. The
schools that fail to tie the health work directly into the community fail to utilize many opportunities available for citizenship training.

The criteria, as set up, stressed world understanding and the need for world peace. Such an understanding can come mainly from well-balanced, well-informed individuals who are capable of reading and forming unbiased opinions. One of the most important aids in building well-informed people is a good library in the school where the children learn correct reading habits as they grow up. With the advance of civilization and with the growth of differing ideologies, a great deal of propaganda is being disseminated. Some of this is true, some of it is half-truth, and some is altogether false. The best weapon against false propaganda is a well-trained mind that knows how to weigh and consider evidence, to look at both sides of a question, and to discount false claims. Table 7 shows the number and percentage of schools with libraries and something of their equipment.

According to the data in Table 7, all of the schools had libraries in some form. In ten of the schools, or 71.5 per cent, the teachers gave reading assignments in the library. Free reading or browsing periods, however, were available in only eight, or 56.8 per cent, of the schools. The per cent of teachers finding materials or telling the children exactly where to find them was 42.8 and 56.8, respectively. Not enough pupil initiative or choice in
<table>
<thead>
<tr>
<th>Library Facilities and Practices</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools with Library</td>
<td>14</td>
<td>100.0</td>
</tr>
<tr>
<td>Library Practices</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regular library study periods</td>
<td>8</td>
<td>56.8</td>
</tr>
<tr>
<td>Assigned reading</td>
<td>10</td>
<td>71.8</td>
</tr>
<tr>
<td>Free reading periods</td>
<td>8</td>
<td>56.8</td>
</tr>
<tr>
<td>Students find own material in outside reading</td>
<td>8</td>
<td>56.8</td>
</tr>
<tr>
<td>Teachers tell students where to find material</td>
<td>6</td>
<td>42.8</td>
</tr>
<tr>
<td>Teachers find the materials</td>
<td>8</td>
<td>56.8</td>
</tr>
<tr>
<td>Libraries with newspapers</td>
<td>5</td>
<td>35.7</td>
</tr>
<tr>
<td>Libraries with variety of current magazines</td>
<td>10</td>
<td>71.5</td>
</tr>
</tbody>
</table>

Selection was given in these respects. Only five schools, or 35.7 per cent, had newspapers in the library. Ten schools, or 71.5 per cent, had variety of current magazines. Failure of schools to utilize the daily newspaper as a medium for building current understanding is failure to realize one of the most potent opportunities for such a desired end. The American Association of School Administrators claim that the time has arrived "for concerted worldwide effort" to build international understanding and good will. This can come only through understanding, and knowledge of what is happening at the present time is one source of this understanding.
Information and understanding provide the bedrock foundation on which cooperation among nations must be founded. The world-minded citizen understands the customs and habits of people in other lands and recognizes the common humanity that underlies all differences of culture. He knows the dangers of irresponsible nationalism and the ways in which foreign policies are realistically determined. He knows the current international problems and the major foreign policies of his own country. He knows what he can do individually, and through group action to influence world affairs.

Knowledge alone, however, is not enough...Emotionally as well as intellectually he must develop genuine concern for the well-being of all humanity and must commit himself wholeheartedly to the ideals and promises of a peaceful world...

Finally, the effective world citizen has acquired certain habits of both hand and mind. He has the habit of getting facts, in analyzing facts and problems. He has the habit of forming friendships with people of other lands; skill in using each foreign contact to cement the bonds of friendship and understanding. In these ways and many others, through both individual and group action, the world-minded citizen puts into practice his conclusions and his ideals.5

The school library, rightfully organized and administered, presents unlimited opportunities for building good citizenship attitudes. The data on these fourteen schools, in regard to their use of their libraries, indicate that the majority of them fail to utilize all the opportunities available for citizenship training in these respects.

In evaluating the extent to which these practices of the different schools meet the criteria for citizenship training, it is found that there is a wide discrepancy between democratic philosophy and actual practices. All of the schools, it is indicated, subscribe to the ideals of

democratic citizenship training, but many of them fail to utilize some of the most potent methods for achieving the qualities of good citizenship. This lack is mainly in failing to provide opportunities wherein the pupils would have the opportunity to practice the desired qualities. More detailed attention will be given to this phase of the study in the next and concluding chapter.
CHAPTER IV

SUMMARY AND CONCLUSIONS

Summary

The factual results of the study may be summarized as follows:

1. All the schools agree on the necessity of stressing citizenship in the school and in integrating it with subject matter.

2. Only two schools teach specific courses in citizenship, but all the schools stated that they teach citizenship as a part of the entire school program.

3. All the schools have an adequate understanding of the desirable qualities needed for the development of good citizens.

4. All of the schools have some type of assembly programs.

5. All of the schools sponsor various club activities.

6. All schools have a community health program.

7. All of the schools either have a central library, or libraries, in individual rooms.

Conclusions

In evaluating the data in the light of the criteria, the following conclusions have been reached:
1. All of the schools have the facilities for teaching an adequate course in citizenship or an integrated program. In some schools, for instance, the library facilities may differ, but any school in this survey possesses sufficient supplementary material to enrich the regular school texts.

2. The schools, as a general rule, have not availed themselves of the opportunities for developing citizenship traits through assembly programs as much as they could have. If a large auditorium and sufficient equipment are not available, classrooms programs may be substituted. The opportunity for participation in group activities, for developing leadership, for experience in discussing current problems, for exercising choice in the selection of programs has been neglected. In too many instances, the assembly type programs described, are not far advanced beyond the old traditional program of "speeches".

3. The club activities of the different schools, it is believed, meet the standards for citizenship training where they are carried on. Too few schools, however, list such activities. The full extent of available opportunities are not utilized.

4. The health programs of the school, it is indicated, are more or less stereotyped and follow very closely the minimum State requirements. The health work is planned to yield knowledge more than good health practices. The schools, here, very definitely, are failing to take
advantage of many opportunities for building good will, greater understanding of community problems, cooperative group effort, and development of leadership qualities.

5. In teaching the social studies, the schools, it is indicated, are neglecting to teach an understanding of many problems that will affect the daily lives of the children. The units stressed in history, for example, fail to utilize many of the most common needs of people. One of the most potent causes of misunderstanding and disagreement in the world today arise over money transactions, trade between nations, tariffs, differences in economic status. World wars, basically, arise out of these things. The schools that neglect them is neglecting an opportunity to aid its children in becoming better citizens.

5. The library programs, likewise, fall far short of the desired and possible procedures for building understanding, knowledge, habits of good reading, and skill in research. All the schools have assigned reading; few provide a "browsing hour". The love of good reading must be developed through practice and through instilling a genuine liking for it. The child must be led to search for material of his own choice as well as to prepare assigned reading reports. The schools have the libraries; it is indicated that they do not use them to the best advantages for building citizenship traits.
The overall conclusion reached from the study is that the schools have not departed far enough from traditional practices in their teaching of citizenship. They have the desired philosophy, the correct aims. In their practices, however, they are, to a large extent, still following the paths of the traditional school. *The Path to Better Schools* points the way; the schools evaluated, for the greater part, are accepting the banner but are neglecting to put democratic practices into actual operation. In this respect they fail to meet the criteria.
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