PRACTICAL SCHOOL ADMINISTRATION

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PRACTICAL SCHOOL ADMINISTRATION

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BY

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PREFACE

Most of the recent books on school administration have stressed general principles of organization and control and democratic participation in administration. They have thus been largely geared to those who are administering rather large school systems.

And yet most of our school administrators are located in relatively small towns. After all there are only a few large cities as compared to a large number of small communities.

The administrator in the large city need not be an expert in much of anything except leadership and getting along with people. Technical experts can be hired who will give advice and who will do most of the supervising of operation of the various departments.

The small town administrator, on the other hand, has to be a jack-of-all-trades. He must understand finance, child accounting, personnel management, supervision of instruction, curriculum building and business management. He must work constantly with the community both as a citizen and as a representative of the school. He must supervise the public relations program. He must keep his finger on extra-curricular activities and janitorial service, and when the school plant is enlarged or remodeled he has to do educational planning. These are only a few of the duties of the administrator in the small school.

The small town administrator needs to know principles and concepts but he also needs help with practical details. He has no corps of experts upon whom he can call for advice or to whom he can delegate technical activities.

During the years when the writer was a small town superintendent he kept a rather detailed diary of all the interesting happenings. Some of the entries were of pleasant events while some were of very distressing situations. Whichever the classification, describing them seemed to bring a release of emotional tension.

After several years of diary-keeping, the writer found further happiness in classifying into chapters the events that had been described. Gradually it began to seem that the experiences undergone were more or less typical and that accounts of them might be of value to beginners in the field.

When the writer left the superintendency the material included in this volume was in rough form. It has since been completely revised and re-written from the vantage point of a position entirely removed from the beginning superintendency.

Not a competitor of more scholarly volumes on school administration, this book is intended to furnish information of a human, practical nature

to beginning administrators. The reader must look elsewhere for extensive documentation and research findings. The book is, instead, a description of techniques that have worked for one who has "been through the mill."

If it is of value to those presently engaged in small-town school administration and if, perchance, it brings a smile or two the writer will feel amply repaid.

ALBERT J. HUGGETT
East Lansing, Michigan

Jan. 1, 1950

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CHAPTER I

OUR CHANGING MODE OF LIFE

Introduction. Man's social institutions follow developments in his culture. By the term culture we mean the entire pattern of life rather than a narrowly-conceived portion of it.

Institutions cannot for long be out-of-step with the culture in force at a particular time. Out-moded institutions may be kept alive for a time through special financial provisions made for them, through accumulations of money built up during an active period or through sentiment of older members. Eventually, though, out-moded institutions must adjust to the new conditions or else they pass out of existence.

New institutions come into being as cultural patterns change. There may be considerable lag in the birth of the institutions but their coming is, in the long run, inevitable.

The school is distinctly a social institution. It came into informal existence during the days of the cave-men and it has been with us ever since. It is hard to imagine man attaining a culture in which some form of institution for training the young will not be needed. Such an institution, though, does not necessarily need to be the school as we have known it. It may, instead, be something quite different. The school with which we are familiar can become as dead as the famed Dodo bird.

In the chapter we shall attempt to trace the cultural changes now taking place. We shall also forecast our beliefs about their broad implications for education in general and small school administration in particular.

From Rural to Urban. All readers are somewhat familiar with the changes that took place following the Industrial Revolution. For the sake of sequence let us summarize them briefly. Families left the farms and small towns to take up their abode in the cities. This change in residence brought many problems to the families and to society. The old face-to-face mode of life was supplanted by one in which group mores were weak or non-existent. Church and lodge attendance often waned because there was no longer the opportunity to meet friends and neighbors at the meetings of such institutions and because there were no longer group pressures favoring attendance. Family life declined because the father, and sometimes the mother, was employed away from the home and because all members tended to develop recreational interests

which took them away from the group. Moral standards which were observed in rural communities because of the fear of censure by neighbors or friends no longer had to be followed because in the city no-one cares what anyone else does as long as others are not injured, disturbed or endangered. Whole new patterns of life in other respects were adopted when the family left the rural neighborhood where the home was the economic, social and cultural center and took up city life where all employment and most social and cultural activities were outside of the home.

The industrial revolution brought the slum, the gangster, the hobo, the bum and many other unhealthful aspects of modern life. In a rural type of civilization such things were largely unknown.

The industrial revolution also brought many desirable things. Large libraries, museums, art galleries, zoos and aquariums are impossible under a rural form of life. Colleges and other higher educational institutions do not flourish except in large centers of population. The industrial revolution also brought leisure time which gave opportunity, if used constructively, for the pursuit of the finer things of life.

Decentralization Begins. With the advent of fast transportation furnished by automobiles and commuter trains cities began to lose whatever of a unit character that they had once possessed. They never had been any more than loosely united groups of communities in the first place, About the only common interests were city government, schools, recreational facilities and agencies for social betterment. The ties created in this way were always rather loose. The average citizen saw nothing of government except the operations of the police and fire departments; was concerned with the welfare of the school attended by his children rather than the whole educational system; was interested in his neighborhood park and library rather than in the city-wide organization furthering those institutions and looked upon the Community Chest, Boy Scouts, Girl Scouts, and Red Cross as rather necessary evils.

Because of noise, dirt, undesirable neieghbors, over-crowded conditions and the spread of blighted areas the city was not a desirable place to live. Everyone wanted to move out toward or into the country where one could have more room, less noise and greater beauty. Those in the center of the city drifted toward the outer portions, those in the outer portion to the suburbs. As a result of this constant pushing-out, the central portions of large cities, once occupied by slums, became almost denuded of population. The writer once was interested in counting the gardens on the south side of Chicago. Within a radius of three miles of

the Loop, there were many, between three and twelve miles out scarcely any.

One writer reports as follows: "Most cities are not only congested but decaying near the core from blight arising from the town's failure to protect their growth by proper planning and zoning. Look at your own town. If it is typical, its central business district is likely to be surrounded by an area of blight, characterized by grimy business shacks, congestion of people, dilapidated buildings, junk yards, vacant lots covered with cinders, disease, once-impressive mansions that have been converted into funeral parlors or tenements or cheap rooming houses!

"Chicago has at least twenty-three square miles of blighted area back from the downtown district. If you walk southeast of the square in Cleveland you are soon deep in blight. Its Euclid Avenue, once a magnificent street of fine homes, is now crowded with tenements and boarding houses. In San Francisco you need only step behind the Opera House, where the United Nations was born, to find yourself amid tumbledown buildings!

"In these blighted areas, on once valuable land, the property owners must sweat the land for all it's worth. They can't repair their buildings or dress up their lots, because that would eliminate their profits, and they can't pay anywhere near their share for the services they receive"![1]

Suburban dwellers lost all interest in the city itself save as a place in which to make a living. Their loyalties were to the political entities in which they dwelt. With the spread of blighted areas and the movement to the suburbs taxes became higher and higher in the city. Industries, consequently, moved to the suburbs too. The city then became a bright light circle of financial institutions and stores surrounded by a dirty collar of blighted area, further surrounded by middle-class residence areas and some manufacturing districts. Beyond the city limits were high-class, independent residential suburbs and many manufacturing areas. Thus decentralization was at work.

The efforts of cities to stem the processes of disintegration have largely been futile. Housing projects in the blighted areas have had some success but occupants apparently have wanted to move to the suburbs as soon as their economic status permitted. Too, private capital has been reluctant to invest in projects to be built in areas once occupied by slums. Cities themselves have had few funds to invest in such enterprises because invariably metropolitan centers have been in financial difficulty

[1] Guy Greer, "Is Your Town Fit To Live In?" *The American Magazine*, CXLVI, No. 1, pp. 50-51 (July, 1948).

because of the movement of business enterprises and better class homes to the suburbs. Thus there has seemed to be no effective way to stop the breakdown of cities. Quoting further from Greer, "These Suburban dwellers talk of letting Boston stew in its own juice, unaware that their own livelihood is at stake." [2]

Manufacturing enterprises have contributed to the forces operating toward decentralization of large centers of population. The trend has been for large corporations to establish factories in various parts of the country rather than to concentrate their activities in single plants. Considerable manufacturing is now carried on in relatively small cities. Automobile assembly plants, for example, now depend on suppliers located almost all over the United States.

Future Trends. To the writer there is no question, but that the decentralization of cities will continue in the future at an even more rapid rate. Two outstanding developments seem to be destined not only to continue to break down cities but to change our whole mode of life as well. These two are the advent in full force of the air age and the coming of the atomic bomb.

After a number of false starts the airplane seems definitely to have arrived. Certainly its gains as an agency of transportation were very slow until the advent of World War II. Now one has only to use his powers of observation and his imagination to realize how forceful will be its impact upon the lives of all of us.

The author does not expect that every family will have an airplane or that the automobile will be displaced. One would hardly roll out an airplane for a trip to the grocery store or an excursion to a nearby park. Landing an airplane still takes room and even a helicopter has to have a certain amount of space for its take-offs and set-downs. Within the foreseeable future the American public will depend on the automobile for transportation, for shopping, the movies and work. That means the average family will have an automobile and no airplane as at present.

Vacation and business travel, though, will be by airplane to an extent at present unthought of. People will soon think nothing of a hop across country to attend to details connected with their enterprises or of a trip to Europe, Asia or Africa for relaxation and enjoyment. Fast freight will be carried by airplane so that tropical fruits may be commonplace on American tables and we shall be able to share in the delicacies produced all over the world. Bulky and heavy freight and some passengers

[2] Guy Greer, *op. cit.*, p. 140.

will be hauled by railroads and ships. These transportation facilities will be stream-lined and improved beyond all present concepts. Trucks will be used for short hauls and for wholesale and retail deliveries as at present.

Wealthy families, perhaps even well-to-do ones, will be able to live far from the noise and grime of the cities. One hundred, two hundred and even three hundred miles will be considered easy commuting distances for men who can miss a day from work if the weather happens to be unsatisfactory for flying.

Thus the air age by itself will bring changes which will vitally effect our lives. It is probably not too much to say that our modes of life will be as much changed by the airplane as it has been by the automobile.

Although the airplane by itself would change our whole mode of life, it will have some very able help from atomic energy. One great development in a generation is far above par. Think how few great discoveries there have been in the history of mankind. A partial list would include fire, spears, bows and arrows, the wheel, refinement of metals, the steam engine, the steam boat, the railway engine, the electric lamp, the electric motor, and the airplane. In every case these discoveries have changed the modes of life of all men. When two vital discoveries occur almost simultaneously it would seem there could be no question as to their great effects.

When the atomic bomb exploded in Hiroshimo one of the most fateful forces ever known to man was officially loosed for the first time. Where its effects will end nobody knows. All we can do is to guess a little.

Unless peace is guaranteed to the world through some magic process as yet unknown, the atomic bomb will force decentralization of industry with a resulting spreading out of populations. It would be too dangerous to have factories concentrated in such a way that many of them could be wiped out at one blast. It would also be too wasteful of human resources to have a million or so people killed during one attack.

People will want to live away from centers of population as long as there is the danger of attack with atomic bombs. Already, it is reported, some wealthy persons have purchased land for bomb-proof shelters in such out-of-the way places as the Rocky Mountains. The airplane, of course, will assist in the realization of this ambition.

As to possible effects upon medicine and the furnishing of low-cost energy all is the merest conjecture. Doctors hope that some of the bodily ailments with which man is cursed may be conquered with the aid of atomic energy. As to energy with which to heat our houses, power our

factories and operate our automobiles and airplanes there seems little doubt that eventually the goal will be met. Men can then enjoy comforts and luxuries beyond the range of our imagination. He will have leisure and opportunities for betterment which will have the potentialities of creating a situation in which every man is a king.

Movement of School Populations. As people have moved to the suburbs their children, of course, have gone with them. It has often seemed that the ratio of children to adults has been higher about the outskirts of cities than it has been within the legal limits. If this is true it is probably because parents wtih young children have been particularly anxious to remove their families from the noise, dirt and over-crowded conditions of the cities. Older people are more inclined to remain within their present locations where their friends live. Usually, too, they are more likely to own their own homes or have other ties which are difficult to break.

As a result of the movement of people, particularly younger parents, to the suburbs the schools in these areas have for some time been over-crowded. Within the cities themselves there have often, at the same time, been schools with unused rooms. Since the surge of war-time babies began to reach the schools elementary biuldings everywhere have been crowded but the rush seems to have been by far the worst in suburban areas.

One does not need to go to a metropolitan center to observe the movement of people to the suburbs or to note the serious over-crowding of schools located just outside of city limits. Medium-sized cities of fifty and one hundred thousand people show the same trends. They are apparent even in much smaller communities.

Progress in Suburban Schools. Data are non-existent in respect to the comparative efficiency of schools in city and suburban areas but a fairly common belief exists among the public as well as among educators that the educational institutions outside the city limits of metropolitan centers are better than those within the great cities themselves. Suburban cities such as Winnetka, Grosse Pointe, Lakewood, Bronxville and Lower Merion are famous for their schools while the schools in the large cities which they are near are not particularly noted.

If the metropolitan schools are not as efficient there are probably a number of reasons to account for such a condition. These are the greater interest of suburban people in schools, the difficulty of bringing about improvements in a large city system and the drying up of financial support in metropolitan centers.

We have already mentioned that younger people seem, in general, to move to suburban areas so that their children can enjoy the advantages of living where there are trees, grass, flowers, fresh air and sunshine. Since the type of home that is allowed in most good residential suburbs is relatively costly, well-to-do people usually live in the small cities around the periphery of the great city. People who have children are naturally more interested in schools than those who have none. Furthermore, well-to-do people are usually more active in all kinds of civic affairs than are the extremely poor. The hard struggle for existence has to be the primary concern of those who are poverty-stricken.

Anyone who has ever been connected with the school system of a great city has been discouraged by the dead weight which is met when an attempt is made to make any sort of change. One seems to be thrusting against a hierarchy of officialdom, an organization of teachers who want things as they are, the intangible forces of tradition, conservation and privilege, and mere physical size. This is not to infer that all officials and teachers are unwilling to change or that there are not bright spots in the schools of large cities. Teachers and administrators in general, though, find it easy to slip into a nice comfortable rut because they are not kept on their toes by a public which is close to the schools. With their positions secure in anything short of a revolution it is just human nature to want to do things in the same old way. Too, when a change is made in a city the physical size of the school system is such that extensive preparation and administrative detail must be handled. Unless the whole innovation is to be installed automatically there are so many people to be consulted and so many opinions to be considered.

Finally, all large cities have financial troubles to a greater or lesser degree. We have mentioned before that more and more householders and manufacturers are moving to the outskirts. The city becomes a place to earn a living but not one in which to take an interest. Obviously tax support is withdrawn whenever a family or a business moves outside of its limits. The city thus has less and less in taxes to support its necessary functions. Progress is bound to be slow with money so difficult to secure.

The Number of Suburbs. There are now a great many suburban areas around large cities, and apparently, there will be more.

"The greater-Chicago area is entirely built up for an 80-mile stretch. Yet in that 80 miles are not only Chicago, but 300 other independent, tax-levying governments; Surrounding Los Angeles are 45 incorporated towns as well as some 90-odd un-incorporated communities. Boston has

60 separate suburbs around its extraordinarily narrow geographical limits." [3]

Better Small-Town Administrative Positions. There seems to be little question but that conditions in small towns for both teachers and administrators will be better in the future than they have been in the past. With the continued decentralization of cities, more and more people will be living in relatively small school districts than ever before. Financial returns and working conditions will doubtless improve as populations grow.

Even without the coming of the air-age and the atomic bomb, suburban cities would doubtless have continued the growth that has been so apparent for many years. With the developments mentioned, one would expect the trend to continue at an even faster pace.

There seems little doubt but that small towns and cities some distance from large cities will also receive a population "shot in the arm." Wealthy and well-to-do families will be able to commute hundreds of miles by means of airplanes. Fear of the atomic bomb will encourage people to live away from the military targets which are present in large cities.

The type of people which will vacate the large cities will be the sort who will want good schools and who will be able to pay for them. The financial details need not concern us—it could be by property taxes, sales tax or many other possible forms of support.

We should expect that suburban and small town schools will pay higher salaries in general than those in large cities. They will have the money to attract good talent and the desire to maintain excellent schools. This has been true of most suburban schools for some time. With many wealthy and well-to-do people moving to towns located some distance from large cities we would expect an extension of school conditions formerly found in suburban towns.

Teachers and administrators of small towns will thus be in a position to enjoy a prestige, working conditions and economic returns which have not commonly been theirs. Apparently there will be many good positions available in smaller centers of population.

True, much will be expected of school people in suburban and small-town areas. They will not be able to drift along with out-dated methods but will have to keep up with modern developments and present real educational service. To meet the demands of the public in the growing centers, school people must be well-trained, alert and hard-working. They will not be able to rest on half-hearted, lackadaisical performances.

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[3] Guy Greer, *op. cit.*, p. 140.

The superintendency in suburban communities and small towns some distance from large cities will, in the future, be a very well-paid position for a qualified, hard-working man. Suburban superintendents for some time have been at the head of the class in salary, often receiving greater financial remuneration than their city brothers. These high salaries will be extended to small towns affected by the decentralization of large areas of population.

The small town superintendency will thus, in many cases, be a desirable position for those who can qualify. It will not be a sinecure for the person who wishes to drift along and not improve himself or his school system.

Administrators will have to be proficient in many respects. The requirements to be exacted of school superintendents in the future seem to be of sufficient importance to merit additional discussion in the latter part of the following chapter.

CHAPTER II

Is the Small-Town Superintendency A Desirable Position?

Introduction. That there are opportunities in the small town superintendency, few will deny. It is true that the superintendency is the highest position in the school district so there are no further heights to scale locally. Promotion to larger superintendencies, absorption into city administrative positions and opportunity to do college teaching are all within the range of what has been done, however. Let us analyze the possibilities to see what may lie ahead for a young man electing this type of work.

Stranded? A good description of opportunity that has existed in the past is that by Everett H. Fixley.[1] Professor Fixley contends that most of those now engaged in small town administrative work are doomed to spend their working years in that kind of position. Rewards, to him, come from a job well done and a sense of having contributed to the welfare of small communities whose leaders are all too few.

The writer once took a similar stand although he has changed his mind somewhat.[2] He contended that the average small-town superintendent will have to be satisfied with a fair salary, a pleasant life and an opportunity to render real service. Let us, though, present available data in respect to salary, tenure, working conditions and possibilities for advancement.

Salary. In a survey of 708 school systems of population ranges of from 2500 to 5000, the Research Division of the National Education Association found a medium salary for superintendents of $4,225 in 1945-46. This was an increase from 1930-31 of approximately $700.00.[3]

Most beginning superintendents, though, start in towns of from 500 to 1,000 population so this figure does not apply to the average starting superintendents. The range from state to state and from rural to suburban areas is so great, anyway, as to make any median or mean

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[1] Everett H. Fixley, "What is Smalltown Like?" The School Executive, Volume 58, Nos. 5 and 6, January and February, 1939.

[2] Albert J. Huggett, "The Smalltown Superintendency." *Educational Administration and Supervision.* February, 1940, p. 133.

[3] Research Division, National Education Association, Salaries of City School Employees, 1946-47. Vol. XXV, No. 1, p. 10 (February, 1947).

salary almost meaningless. The salaries of all school employees in suburban schools average very much higher than for those away from large centers of population. Furthermore, school salaries of all kinds are in such a state of change as to make any study out-dated before it is completed.

The writer knows of superintendents of schools in rural towns of from 1,500 to 2,000 population who are receiving as much as $6,000.00 in salary. He also knows of some receiving as little as $3,500.00. Suburban towns of the size mentioned sometimes pay their superintendents as much as $8,000.00 or $9,000.00. Quite often suburban districts will pay higher salaries to all school employees than the cities of which they are satellites.

A fairly accurate approximation for small towns is that the superintendent's salary tends to be about twice that of the average teacher's salary. Thus, if teachers are receiving about $2,500.00, the superintendent's salary is probably about $5,000.00.

It can safely be said that small-town superintendents almost always receive comfortable salaries. They can provide all necessities and some luxuries for their families and have some money left for further training and for investment.

Tenure. Selke found that for a period of sixteen years in South Dakota the tenure of the office of superintendent was about four years. The most frequent changes occurred in schools of less than ten teachers.[4] Moore reported that the tenure of superintendents in schools studied in Colorado, Nebraska, Utah and Wyoming averaged 9.2 years.[5] Meierhenry followed for ten years the careers of 270 school superintendents in Nebraska. At the end of the period only 130, or about half, were still in school administration.[6]

In 486 Minnesota schools in 1943-44, Thompson found that 30 per cent of the superintendents were new to their positions.[7] The greatest turnover, forty per cent, was in the schools having ten or fewer teachers. The Twenty-fourth yearbook of the American Association of School

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[4] Erick Selke, "Why Administrators Change Jobs." *Nation's Schools,* 25, 58-60 (May, 1940).

[5] Clarence C. Moore, *Superintendent's Certificates, Nation's Schools,* 27, 49-50 (February, 1941).

[6] Wesley C. Meierhenry, "The Subsequent Careers of 524 Men Who Were Administrators in 1930-31." Master's thesis, Lincoln, Nebraska, University of Nebraska, 1941.

[7] Anton Thompson, "War-Time Tenure of Superintendents." *Nation's Schools,* 35, 42, (June, 1945).

Administrators reported shorter tenure for superintendents in small communities than in large communities.[8]

It should be pointed out that many, perhaps most, of the small-town superintendents who left their positions did so of their own accord. Some left education entirely, presumably for better positions and some received promotions to larger superintendencies. Some entered city systems as teachers or subordinate administrators.

On the other hand, many small-town superintendents are dismissed each year. Most of the younger ones make fairly satisfactory adjustments. Many are able to secure as good or better positions as they held previously. The older ones, men of fifty or over, often cannot obtain any sort of school employment. One director of a university placement bureau says that in his state at least thirty older superintendents are forced out of the field each year. Some sell maps, books, and other school supplies. Some sell insurance or real estate. Some retire to farms, and some work in stores, gas stations or factories.

General Working Conditions. The small-town superintendent usually finds working conditions quite satisfactory. He has long hours and considerable criticism but, on the other hand, he is honored and patted on the back. He is usually given several long trips a year at Board of Education expense. He has power and can speak with authority. He is accepted in the highest social and fraternal circles. Many opportunities for friendship come his way. His opinions are solicited upon all sorts of questions. He is given responsible positions in all kinds of community enterprises. If his hours are long, he can arrange his own schedule of work and often finds it possible to take days off for relaxation during the school year.

Beyond much doubt, the usual small-town superintendent finds life pleasant. He is a man of considerable importance and prestige with all the benefits which go with such standing.

Promotional Opportunities. It has been pointed out that through mere lack of numbers of administrative positions in large cities the average small-town superintendent has little likelihood of securing promotion to larger centers of population.[9] There are, supposedly, about three thousand superintendencies in communities between 1,000 and 2,500 population. Only about 1,300 such positions are available in towns

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[8] American Association of School Administrators, *School Boards in Action*, Twenty-fourth yearbook, Washington, D. C., National Education Association, pp. 47-80.

[9] Albert J. Huggett, *op. cit.*, p. 3.

of between 2,500 and 5,000 population and about 850 in communities ranging in size from 5,000 to 10,000. The administrator, then, who is working in a community of from 1,000 to 2,500 population has less than a fifty-fifty chance of advancing to the next larger sized community if he must compete with all his fellow superintendents, and a chance of only one in four of eventually making two steps upward. Administrators in small towns are almost invariably ambitious and desire promotion, so the competition for advancement is really intense. There is a further lessening of opportunity to acquire a large position, too, because of the many high school and elementary principals who are advanced to superintendencies in their own communities or who strive for these positions in smaller towns than the ones in which they are located. In Michigan, during many years, less than half the superintendencies have been filled by men coming in from outside the school system. According to Hand [10] only about half the superintendencies throughout the country are filled by those having a similar position in a small community. The writer speaks from experience when he states that the competition for superintendencies of almost any size is terrifically intense with little side issues or personal opinions and influence often being the deciding factors upon which the final selection is made. It is quite apparent, then, that the average small-town superintendent has a very small chance of advancing to a very much larger position. Those who can expect promotion must be better trained than most or have qualities which will sell them better than the average. We shall say more about this later on.

With opportunity for advancement comparatively slight, the small-town superintendent must condition himself to the fact that his chances for advancement are not too bright unless he is willing to work hard. The average man will have to spend his life in small communities. He also must start preparing early for the inevitable retirement which will come rather early in his life, probably by the time that he reaches his early fifties. According to most studies, average tenure for superintendents in small towns is only about four or five years. Personal observation and conferences with others have convinced the writer that it is almost impossible for an executive who is over fifty to secure a new position. It is therefore likely that the early fifties will see retirement from school administration forced upon one. Coming at a time when one is too young to give up work entirely, it behooves the executive to have some safe refuge prepared and waiting. Just how this can be done is

[10] H. Hand, "Stepping Stones to the Superintendency," *School Executives Magazine*, 52:54-58, October, 1932.

impossible of stereotyping but the author can state adjustments that he has known others to make.

According to the writer's best estimates some five hundred superintendents of towns of from 1,000 to 5,000 population in the United States leave the field each year. Almost always they are lost sight of permanently by school circles until one sees a notice in the necrology column of the state education magazine. The author's estimates of how these displaced superintendents make a living are as follows.

By far the largest number apparently eke out an existence by selling life insurance. This job is not usually a pleasant one but it usually does provide a meager existence if one is ruthless in approaching his friends. Other ex-superintendents retire to farms which have been inherited or purchased in more prosperous days. A few sell books although large publishers want younger men so that the concerns worked for are usually small ones which provide only commissions and which do not have too much to sell. School supply houses attract a few ex-administrators although this field is also a hard one to dent. Occasionally a former executive is found ekeing out a living from commissions earned in selling janitor supplies. In all of these sales jobs the retired administrator approaches his former acquaintances as much as possible in the hope that friendship or pity will give an additional incentive for them to place orders with him.

A few ex-administrators start a store or other business of their own. Some of them seem to be quite successful. There are other ingenious ways of making a living that these individuals have adopted that are far too numerous to mention.

It is highly essential that definite planning for these almost-sure days be undertaken while the small town executive is still fairly young and moderately successful. It is also necessary that he accumulate money to be used for capital when he leaves school work. Saving is difficult as it is so easy always to live up all of one's income. Friends of greater means join the golf club, buy new cars, erect homes and go on trips. One is tempted to keep up with the Joneses.

Yet there will be small-town superintendents for many years to come. It is a grand job until the grey hairs start to appear. Even so the last years in a school position and the long or short period after retirement need not be too bad if one has developed a way to make a living during one's declining years. The writer's advice, given after much observation and many conversations, is to have a good time on the job but to start early to save and to develop a way of making a living during

the years when one is bound to be placed on the shelf even if he is at greatest point of his life in efficiency in school administration.

For Those Who Excel. The preceding account was written to apply to the average small-town superintendent. There always have been exceptional men who have received regular promotions to better positions, and the writer believes that there will be more in the future. This is because of the general decentralization process of population described in the first chapter and the particular growth of suburban communities.

Obviously the competition for good positions will always be keen. The men who get ahead will be those who are better prepared, render excellent service or who possess superior personal qualities.

For any sort of administrative position a master's degree is considered to be the minimum preparation necessary. The better suburban superintendencies now seem to be going to men with a doctor's degree. The trend in this respect seems to be definite if not overly strong. The preparation of superintendents will be discussed in a later chapter.

The efficiency of a superintendent is very difficult to evaluate. For many years the writer has observed the work of his friends and acquaintances. Some that the writer regarded as mediocre always got along well in their communities and received promotion after promotion to larger positions. Others that he thought were outstanding administrators were always in difficulty and eventually lost their jobs. Apparently the writer had different standards than the patrons of the schools. Some, of course, everyone would agree to be outstanding. Others nearly all would regard as inefficient. The vast middle group is the difficult one to evaluate. To date there are no defined standards. Probably the best rough measurement is the regard in which they are held by the Board of Education and other responsible citizens of the community.

Some superintendents sell themselves on personality alone. Just how is impossible of complete analysis but we can list a few qualities which always seem to help. Physical size and good looks are assets. The big man has an advantage in any sort of competition. The one who is good looking or appears to be wise has a worthwhile asset. Social charm, dynamic qualities and a nice way of meeting people all help. It is impossible to go further in this description. Some people have the ability to make a good impression and others do not. Certainly it is something to be cultivated.

In Conclusion. In this chapter the author has attempted to describe the good and bad points of the small-town superintendency. The position is one with large possibilities for the very able. For the less competent in one respect or another there is always a comfortable living. The small-town superintendency is a position, too, of joys and sorrows and of satisfactions and thwartings. Always there is something new, seldom can there be monotony. The one who becomes a small-town superintendent must expect to have downs as well as ups and criticisms as well as praise. Always he should have a safe place in which to crawl if the storm breaks.

And yet the job is fun for at least most of the time. Those who enter the ranks of this position would well adopt the motto: "A Short Life but a Merry One."

CHAPTER III

THE TRAINING OF THE SUPERINTENDENT

Introduction. In a preceding chapter the author discussed something of the growth in importance of the superintendent's position. This chapter will attempt to describe the present trends and what are probably desirable practices in the training of superintendents of small towns.

General Education. The author believes that the superintendent should be trained, first of all, as a teacher. This would imply at least four years of undergraduate college work. There should probably be no courses in administration during this period as four years is little enough time to train a teacher. Besides, the writer can see no purpose in studying school administration when any possible participation is probably several years away.

It is perhaps too much to ask but the author would prefer that the training should be in the elementary field rather than the secondary. The reason for that statement will be given in the next section. Within the forseeable future, though, most small town superintendents will come up through the secondary program. Elementary education is still too much regarded as woman's work for many men to be willing to major in it while they are undergraduates.

The prospective superintendent should have a broad training in all areas of human endeavor. Written and spoken English, biological and physical science, fine arts and the social sciences should all receive attention. Functional courses in education, including student teaching, should be taken.

Why the Elementary Program? The reader has probably wondered why the author has advocated that the prospective superintendent should take the elementary rather than the secondary program. There are two reasons why the author makes this recommendation.

The first reason is that the elementary training program is likely to give better preparation in child development and child psychology. Most patterns for training secondary teachers feature such subjects as philosophy and history of education and educational psychology rather than general growth and learning. This is contrary to modern trends but the secondary program seems to be so linked with tradition that change is difficult.

The second reason is that few superintendents now get to know much about elementary education. Their training is for secondary education and their teaching experience is in that area. In every way they are conditioned to the secondary school.

If there is a high school principal he is, supposedly, a secondary man capable of helping high school teachers with their problems. With the superintendent and principal both trained fundamentally in secondary education there is often no one qualified to give assistance to elementary teachers. Trained elementary principals and supervisors seem to be rare in small towns. Every small town superintendent would probably agree that the elementary school has been neglected in the past. One of the reasons for this neglect is that there has been no very effective champion.

Out-of-School Experience. The prospective superintendent should have as many work and recreational experiences as possible. During vacation periods he should not confine his time to the family summer cottage or to doing the same job year after year. Instead he should engage in as many activities as possible. Certainly some time should be spent in a factory, some in a store and some on a farm. Camp counseling is excellent experience because one learns how to get along with children in out-of-school situations. The above do not begin to exhaust the almost limitless vacation possibilities.

During high school and college days every possible contact with children should be welcomed. Church school teaching and working with a scout troup or at the Y. M. C. A. or Y. W. C. A. are all splendid in giving a practical knowledge of child psychology.

The First Position. At one time a young man could go directly from college to a small-town administrative position. Such is seldom the case at present. Instead there must be apprenticeship as a teacher for a number of years.

The prospective superintendent will, perforce, be required to spend some years teaching in his major or minor field. He will not be legally qualified to acquire as many types of experience in the elementary and high school as he might wish. There may not be much choice as to size and location of the school as he may have to accept what is offered. At the present time, though, he can probably have his choice of a number of positions.

It is rather difficult to know whether to recommend a large system or a small one. The teacher in the large system has the advantage of prestige when it comes to applying for a small-town superintendency.

On the other hand small-town teachers are more likely to have administrative opportunities within the schools in which they work. The writer knows of many superintendents who started as teachers in the systems where they are now located. They usually advanced to the high school principalship as an intermediate step. On the other hand some prospective administrators have never been able to advance from the ranks of small-town teachers.

The writer believes, though, that it is usually best for a prospective small-town administrator to secure his first position in a fairly good-sized school system. Not only is the prestige greater but more desirable practices are generally learned. Many small towns have not been too proficient in their administrative practices.

How Much Teaching Experience? The value of teaching experience is difficult to evaluate. It is quite possible that a person instead of having twenty years of experience may have but one year of experience repeated twenty times. On the other hand, as little as two or three years of functional experience with children in different sorts of activity situations may be very meaningful.

The writer sees little value in a great deal of experience of the first type. Probably from three to five years of varied experience in good schools is enough. By varied experience is meant working with children in different ways and in different situations. There is no objection, certainly, to having the grade or area the same throughout the prospective administrator's teaching experience. The important thing is to try different methods and to use different activities from year to year as every good teacher should.

The Graduate Program. In the opinion of practically all educators, graduate work should not be started until there has been some teaching experience. This is because advanced courses mean little until one has a background of active participation with children in school situations. Probably a year is the minimum amount of time that should elapse between the bachelor's degree and the beginning of work on the master's.

On the other hand it is not wise to wait more than three years. If one waits too long he gets out of the custom of attending classes and also finds it difficult to get back into study habits.

Most graduate schools have patterns of courses that must be followed. This is true for the curriculum in school administration as well as for all others.

The trend of late in administration has been toward general courses rather than specific ones. Cultural backgrounds, democratic participation and general principles of administration seem to be the direction in which we are moving. More and more the stress is shifting away from courses on school finance, child accounting, personnel management, buildings, extra-curricular activities and operation of the school plant. The idea back of this trend is that specific skills may best be learned on the job, possibly with some individual help, rather than in a textbook course conducted necessarily in a non-functional manner. If one has a basic philosophy the details usually come quite easily.

The writer took most of his training in school administration in a day when "practical" courses were stressed. Undoubtedly he received much good from these courses but he did have to work out many of the details on the job. The textbooks just can't cover the endless individual differences in situations. It would seem to be advisable, though, for beginning small town superintendents still to have at least one course in practical administration.

Courses in child growth and development, mental hygiene and exceptional children the writer believes to be important. When these are added to courses covering the basic philosophy of administration the training of an administrator will be much more adequate.

CHAPTER IV

How Can the Position Be Secured?

Introduction. Sometimes it is easy to join the ranks of superintendents but sometimes it is very difficult. Fortune seems to smile on some but frown on others. Each person must use his strongest points to sell himself. It is therefore axiomatic that self-appraisal and self-analysis are of great importance. It is also axiomatic that the situation must be surveyed and a campaign prepared accordingly. In view of these considerations it is obvious that generalized advice about how to secure a position is dangerous. About all that the writer will attempt is to pass on a few hints.

Use of a Teacher's Agency. One must decide when making his plans whether or not a teachers' agency is to be employed in securing a superintendency. There are arguments both for and against their use. The individuals who oppose mostly do so because they feel that it is undesirable to pay out money to some one who will give help in securing a position. The writer agrees that to pay a fee is undesirable if it can be avoided because it inevitably lowers the applicant's salary just that much for the first year. It is difficult, though, to learn of openings unless one does enroll in an agency. Without such enrollment, one must depend upon such sources as the placement bureau of the college from which one graduated and the word of mouth of salesmen and friends. Placement bureaus of colleges feel that their initial duty is to their newly graduated and often they will try to place the current graduates before they do anything at all for those who have finished in the past—especially if the previous graduates already possess positions. Certainly one should keep his credentials in the college bureau up-to-date because it always seems that the best tips come from this source. It would also seem advisable to enroll with one or two good commercial agencies.

The latter broadcasts notices of openings to a large number of candidates so that one's chances do not seem to be as good as if a more personalized approach was used. People do, though, sometimes get both administrative and teaching jobs through teachers' agencies.

Preparing to Apply. There is a great deal being written these days in respect to Boards of Education seeking candidates for the superintendency rather than having the seekers apply to them. According to

this theory, a Board should not consider anyone who turns in to them a letter of application or who comes to see them personally.

This plan probably works quite well in the large cities, but it is certainly rare indeed that it is used in a small-town. If a village Board of Education was to go out to search for candidates, where would they start to look? Without professional guidance, the average Board would have no idea of where to go or of how to evaluate. This is no derogation of the average Board of Education. It simply means that the members are not school people and that no one but a professional worker would know which men are looking for advancement and which ones merit it. We schoolmen could do but little better were we to try to locate without professional assistance the best doctor or the best banker available.

About the most that a Board of Education could do in the course of a casual visit to a candidate's situation would be to inquire into the administrator's reputation about town. This method has some validity but is not entirely accurate as every public servant who has ever done anything constructive is bound to have some enemies. Casual inquiry might result in a sampling composed entirely of "againers." To secure accurate results, one would have to take in a considerable sampling of the town and would have to include homemakers, factory workers, teachers and children as well as business men. Probably the local Board of Education members would be the most competent to speak of the ability of the incumbent as they have worked with the superintendent and should be well aware of his strong and his weak points. Boards of Education should not be the only group consulted, though, as members are sometimes biased. The writer believed the Boards of Education should secure every scrap of evidence that they can get when they employ a superintendent. Certainly visits to the school and community are a part of the evaluation process. It seems a little too much to expect, though, that Boards will travel about the country locating candidates.

The writer should add that he is not one of those who say that Boards or patrons are entirely incompetent to judge of how well a school system is going. On the contrary, he believes that usually they can appraise the general results quite well. As in the case of public evaluation of clergymen, physicians, dentists, and lawyers, general lay appraisal of the efficiency of school administrator is usually quite accurate. In all types of professional work, one is evaluated and paid largely as a result of the appraisal of the general public. School administrators should expect nothing else.

The ordinary procedure for the prospective administrator to use in applying is to write a letter and then supplement this with a personal interview. Whether or not to write to each Board member individually and whether or not to call on each one personally depends upon the local situation. One must not let himself get forgotten in the shuffle, and so must do things to keep himself in the minds of the Board member, but he must not go so far in his attempt to keep in the limelight as to become obnoxious.

About all that one can do after he has written, called, etc., is to send in credentials and to get others to write letters to the Board for him. When this is over, he can only hope that the Board will want to hear more about him and so will ask him to appear for a formal interview. We shall presently discuss the various factors in applying.

Shot-Gun Methods of Applying. Nothing makes an administrator any more angry than to have someone apply for his position before there has been any intimation that it is open. In March or April of each year the writer used to shudder every time that he was approached by the Secretary of the Board of Education which employed him. Almost always this representative would show three or four letters and say, "Here are some applications for your job. They all say that they have heard that it is open. Don't you want to stay?" In some embarrassment the writer would reply that he had no intention of leaving if the Board of Education wanted him to remain and that it was probably just a case of certain administrators doing some "shopping around." This secretary of the Board of Education held the position for years, so that he eventually got to understand the situation and did not present the unsolicited applications to the rest of the governing body. The writer has heard of Boards which had all such letters read during the regular meeting. This is worse yet.

When the average public official sees that a number of teachers and administrators want a job, this officer is likely, without stopping to consider how well the candidates may be fitted for the position, to jump to the conclusion that the district can pay less money. If the present administrator doesn't like the slash, someone else can be employed. If, further, there is a little tinge of dissatisfaction with the work of the present executive these unsolicited applications cannot help but give the thought that conditions may be bettered by making a change in administrative personnel.

Boards of Education, furthermore, receive an entirely wrong impression as to supply when would-be administrators apply for a position

which is not open. These officials naturally think that there must be a great many men out of work. Actually such a conclusion is quite fallacious as most of the men who apply already have jobs to which they will return if they cannot get a better offer. They merely want to better themselves if they can, or are afflicted by that "spring fever" of desire to change which seems to affect many school men about March or April of each year. Salaries of the whole teaching profession are driven down by people applying for positions which are not open. Often, as has been mentioned, unsolicited applications cause much damage to the incumbent in the negotiation of a new contract. He may have to take a salary cut or may even lose his job because of a flood of random applications.

Good professional ethics demand that one consult the superintendent who is already on the job before application is made. One should certainly find out if the incumbent is actually leaving before doing any writing or interviewing. This is not entirely a one-sided process. If there is to be a vacancy, valuable tips may often be given out by the job-holder as to peculiarities of Board Members, special requirements of the position, etc. By talking to the incumbent before going to anyone else, the gratitude and help of the man on the job are often won. Maybe the prospective candidate will not even want to apply after he has consulted the retiring superintendent!

There is, of course, a great deal of loose talk constantly going the rounds about openings. Some of this is spread by salesmen, some by administrators themselves, and some by people of the communities concerned. One hears that Smith of Blankville is to be fired, that Jones of Sunnyside is in trouble, and that Edwards of Wiggtown has a better position. Most of these reports are mere rumors which should be substantiated before any action is taken. The first article, then, in the ethics of applying is for one to do nothing until he knows for sure that there is an opening. The writer had the pleasure the last few years of his administrative experience of sending back, with a scorching letter of censure, some of the wild applications that had come in. The Board of Education Secretary eventually got so weary of letter-writing he turned the applications over to the author for an answer!

Letters by Experts. Some candidates follow the practice of having educational notables write letters to the Board of Education. Judiciously used, this method often brings good results. The authorities to be asked to write should be selected very carefully and there should only be a few of them. A number of years ago a candidate for a good superin-

tendency is said to have had some fifteen professors of a Department of Education write letters for him. He did not get the position, supposedly, because the Board said they did not want the University running their schools.

Written Applications. For administrative positions, written applications count so little in many cases that the writer hesitates to say much about them. Letters of applications usually need to be made although often they are used by Boards of Education only for supplementary purposes with personal interviews and oral reports being depended upon for most of the evaluation. With perhaps a hundred applications on his desk, the Secretary of the Board simply cannot take the time from his regular business to read all of the communications carefully. One's credentials from the agency or appointment bureau count, so does the impression that one makes in the interview, and so most decidedly do the reports that are carried by word of mouth to the employing official. The letter of application may possibly be read, however, so one must be careful about it even if there is little probability of much use being made of it. Certainly any letter of application for a school administration post needs to be brief, concise and to the point. Fancy language should be sacrificed to the cause of brevity. All the Board of Education wants to know is who you are, where you have been and what you can do.

Personal Applications. In order to have any sort of chance for consideration for a superintendency, the applicant usually must see each member of the board personally. Often one must literally stand in line for an opportunity to address himself to the member. The writer has once or twice been one of the twenty or twenty-five who applied for a position on a single Saturday. Without much doubt, the members were badly worn down by the end of the ordeal and it is doubtful if any of them remembered much about any of the applicants.

In this sort of situation one must make an original and unique appeal to have any sort of chance of standing out of the ruck. During two or three experiences with mass applications the writer had an opportunity to hear the stories of the men who preceded him. Some told about being President of Rotary, others stressed the number of years experience that they had had, still others emphasized their popularity with the community, teachers and pupils. None of these kinds of stories seemed to make much impression but at least they did not have the negative effect that showing the contents of a briefcase has.

The writer used a different sort of oral application. It will not be described here because it certainly did not have a universal appeal even if some offers did come from it. An application cannot be stereotyped but must be based on what an individual considers to be his strong points. Then the material to be used must be described in an unusual way which will attract attention. Applicants could well devote several hours to planning the oral application for a given position.

The Board of Education Session. One always hopes to receive an invitation to attend the all-important meeting of the Board at which the final decision is made as to the successful applicant. Sometimes one is asked, but more often he is not, as only about four or five are usually summoned for the final conference. If the invitation does come, it means that one's chances are reduced from fifty, sixty, seventy or so to one to about four or five to one.

It should be apparent that much thought is required for the final meeting if the outcome is to be a favorable one. This is the candidate's big opportunity to sell himself.

Appearance. Some administrators still lose their big opportunity because of appearance, although probably not so frequently as in former times. Physical size is important as people like to have big men for school executives. One can't do anything about size if he is small, as he has to get along as best he can with what nature gave him. The writer has often wished that he was six feet tall and square shouldered, but he is thankful to be five feet nine and to weigh 160 pounds with no bay-window in front. Good looks of the movie kind usually do not count although the author did hear of the wife of a Board Member insisting that her husband cast the deciding vote in favor of a man whom she described as being the best looking one in the lot. A face that indicates intelligence and character usually counts much more than mere good looks.

Applicants should dress well but not flashy. A dark suit and white shirt probably constitute the best garb. Shoes should be shined carefully and hair brushed. A pocket comb and a small nail file do a lot for one at the last moment. To a small town Board, a professional manicure might indicate effeminacy but to a city Board would probably mean just good grooming. One has to use his best judgment about this sort of thing, basing his decisions on what he has been able to glean about the personalities of the members, and the mores of the community.

The Arrival. In these days of fast transportation it is usually not necessary to spend very much time in the town in advance of the Board

meeting. One can usually drive to the location, meet the employing body and return home all in one day.

Certain precautions, though, are advisable in this procedure. First of all, being on time is of the greatest importance. The writer knows of a candidate who apparently had a good position "all sewed up" but who lost it because of tardiness. The meeting was scheduled for three o'clock on Sunday. The candidate took his wife and family along to a friend's home in a neighboring city. When he arrived there with plenty of time remaining to get to the meeting place the friend announced that dinner was almost ready and that the candidate must eat with them. Protestations had no effect and the "almost ready" stretched into over an hour. As a result the candidate arrived at four-thirty just as the Board was adjourning. They had asked only two men to attend. By four-thirty they had elected the man who up to then had been second choice. Obviously it is not wise to try to combine business with pleasure in a case like this.

Allowance should also be made for unexpected delays. Anyone can have a flat tire or lose time because of heavy traffic or detours. Certainly on a trip of a hundred miles or more two hours should be the minimum reserve of time.

Once in the town, the remaining time can be spent in resting, walking or looking over the situation. No attempt should be made to contact individual Board members although sometimes incidental meetings take place. The writer knows of another candidate who feels that he secured a desirable position because of a chance encounter. The meeting was scheduled for ten o'clock in the morning but this man was in town before eight. While walking around the school building one of the Board Members went by on the way to his store. This man introduced himself and inquired who the candidate was. The Board member was much impressed by the early arrival.

It is usually hard to relax completely before an employment session. The writer found his best outlet to be a walk around the streets of the town. During this time he reviewed what he expected to say to the Board.

A long automobile trip is tiring and should not be undertaken just in advance of the Board meeting. It is much better in this case to arrive several hours early and register at a hotel in the town or in a neighboring city. One needs to be as rested and relaxed as possible.

It is wise not to arrive too early at the meeting place. Five or ten minutes certainly constitute a sufficient margin of safety. The Board

may be getting together a half hour early to decide on procedures. They will not want to be bothered during such a session. In any event give them an opportunity, if they have gone early, to arrange the room as they want it and to get in the proper frame of mind.

Talking Points. Sometimes one's preliminary planning in respect to a sales talk is wasted because he will be kept busy answering the questions that are hurled at him. The author well remembers one interrogation that was given him by members of the school governing body in a town of 1,500 population. The questions covered everything from attitude toward athletics to the Austrian method of subtraction. With only two years of teaching experience behind him, the writer was considerably embarrassed at times in his attempts to answer. Apparently some of the answers weren't the right ones because the job was not offered to him. This sort of questioning, though, is unusual.

At other times, one must use topics which he has devised beforehand. Often upon entering the Board room no one has anything to ask or say and apparently no member is particularly interested. Everyone just sits around smoking and looking bored. In a situation like this one has to arouse interest by some means or other. Frankly the writer does not know whether it is best to start asking questions or to start talking about his own strong points. Questions may lead to a defensive attitude while self-promotion may make the Board think that one is conceited. In his experience both methods were used with varying success.

Sales Methods. Superintendents seeking positions must remember that they are salesmen. The product to be sold is themselves but nevertheless sales tactics are needed as badly as by the house-to-house salesman. Salesmen must know their product so well that they are able to describe its desirable qualities as well as to answer all sort of questions about it. Administrators often fail in securing a job because they do not realize what are their strong and weak points. In preparation for a campaign for an administrative position, a candidate may well set down on paper his assets and liabilities with proper sub-headings describing why they are so listed and what can be done with them. A friend or friends can be asked to go over them one by one to see if one's own estimates are correct. When the strong qualities are located they can be used as talking points. Weak spots, of course, should be remedied as much as possible.

Most Boards of Education do not like to have to read testimonials or descriptions of accomplishments. Photos of school projects are fine for exhibition, so are articles in educational magazines that the applicant

may have prepared. Sometimes devices which show how particular problems have been solved may be exhibited. In the connection the writer is thinking of the permit form for rentals of buildings, rating scale for custodians and budget accounting forms which he once displayed successfully.

No matter which attack is being made, the prospective administrator must very carefully watch the reaction of the group. If one line of approach does not work, another must be tried. The problem will be greatly simplified if the applicant can find out in advance of any problems which have been causing difficulty in the system. Any sort of reasonable solution for the present difficulties is sure to receive attention.

Length of Time in Conference. Usually one is given a certain amount of time, say fifteen minutes, to talk to the Board. Often the limit of fifteen or twenty minutes will not be observed as far as the school employing body is concerned. Many times they will let the applicant remain just as long as he wishes.

Whether notified to leave or not, candidates are wise to observe the time limit. It is not a great crime to even shorten it a little. More people talk themselves out of jobs than talk themselves into them. Like a speech, the interview reaches a climax at which time one should leave if he possibly can. Of course if the Board is bombarding one with questions it may be necessary to use a little extra time. It is best to get out just as soon as one can gracefully, though, after a reasonable length of time has been spent in conference. Like the orator who stops speaking while the audience is still asking for more, the applicant should leave while the Board of Education still wants to hear additional things from him.

Promises—Wise and Unwise. Some candidates for administrative positions are prone to make all kinds of promises to the prospective employing officials. The writer heard of one man who told a Board of Education that they would see a difference in the school the minute he stepped into the building. Others insist that they can improve the situation, no matter what has been done before. General promises of this kind are unwise because they usually are impossible of fulfillment. They are also likely to prejudice the employing officials against the one who seems to be boasting, even if overstatement is done only to a light extent.

Candidates have been known to promise to pull school districts out of financial morasses, to eliminate the problem of home-town teachers, to sell the school to the public and many other things. Such promises as these are very unwise. About all that one can do is to promise to do his best, say that he will need the help of everyone and point to what he

has been able to accomplish in the past with the assistance of the Board of Education, staff, pupils and parents.

Underbidding. Sometimes administrators secure jobs by underbidding what they think that their competitors will ask in the way of salary. This practice is unethical because it tends to place professional services on the same basis as the wages of day laborer. One cannot gauge the worth of an executive in this way.

There is also the danger that Boards of Education will be impressed by the cheap rates at which an administrator will work and then conclude that they can beat down the price to whatever they care to pay. This attitude on the part of the governing body does not help in security or tenure of position.

The price-cutter himself usually suffers by flagrant underbidding. The writer knows of a superintendency, filled recently, which had consistently paid over five thousand dollars. Of the four candidates called into final consultation, three named prices ranging from forty-eight hundred to five thousand dollars. The fourth offered to come for four thousand dollars! He was finally given the position at forty-one hundred. The dignity of the position demanded that the salary be around five thousand dollars, yet here was a man working for nine hundred dollars less than he should. In the eyes of the Board of Education, the successful applicant will probably always be a four thousand dollar man. He may never receive what he should in that position and it will almost certainly be years before the former scale will be attained in that community by anyone.

To whitewash partly this particular price-cutter, let it be said that he had lost his position and had a wife and four children. And yet everyone would have respected him so much more if he had stuck out his chin and said he was worth five thousand dollars. The really tragic part of the story is that the writer believes that he would have secured the position even if he had named the price that has been suggested. A really good impression was made on the Board of Education and the author believes they would have met the applicant's price without quibbling.

Knocking Competitors. In all sales work it is a cardinal principle never to knock competitors. If another applicant's name is mentioned it is best to say nothing unless one is asked to comment. If a reply is expected, the only thing to do is to say something nice about the competitor. Knocking never, never pays!

Concluding the Interview. The writer has already suggested that it is well to know when to leave the presence of the employing body. After

leaving the interview, unless something is said about remaining, it is best to go home or wherever one is staying. The Board knows where to find anyone whom they want to reach. To hang around looks like over-anxiety and a tendency to be a nuisance. Of course if one isn't sure that the governing group knows where to find him it is permissible to suggest that the night is being spent in the local hotel or at the home of a friend in a neighboring town. On may even casually let drop the telephone number. It is an error of the first magnitude, though, unless one has been asked to wait to loiter about and ask what has been decided.

Ethics in Accepting. Ethics in applying have already been discussed. There is also such a thing as ethics in accepting. Boards often ask, after satisfactory arrangements have been made, that one promise to take the job. This is so that they will know what they can expect. The experience of hiring a new superintendent has doubtless been a harrowing one which they do not care to go through again in the immediate future. Unless there is great personal advantage in a shift in position after the bargain has been made, the administrator should live up to his promises, even if a contract hasn't been signed.

Some superintendents shop around after a verbal promise has been given and even after a written contract has been executed. The writer was astounded, in applying for a position at one time, to find in the lineup a man who, the writer knew, had just signed a contract for a new position. Upon an expression of surprise at his being there, the candidate said that he would get something better if he could. The position that we were applying for was no larger than the one he had accepted and would pay not more than two hundred dollars per year more. Yet the individual was willing to go after anything else that came along.

Boards of Education are usually honorable about keeping their promises and do not deserve such treatment. If a position which was greatly better came to one without seeking on his part, he would be justified in asking for a release. To go about deliberately searching for another job after agreeing to accept a new position, though, seems to be decidedly unethical.

In Conclusion. Administrative positions are not always easy to secure. One needs to plan a definite campaign for selling himself to the Board of Education if he is to have any chance of success. Unethical practices do not pay in the long run and are undesirable as far as peace of mind is concerned.

CHAPTER V

NOW THAT THE JOB IS OBTAINED

The Professional Honeymoon. After the election for the superintendency is over there is always a period which might be known as a professional honeymoon. The new administrator is the man of the hour, a summation of all the virtues possible in a school executive. No matter if he has never been in a school office except to pick up his mail or to make a request, no matter if he has not even taught a day in his life, the new superintendent is still to his future clientele a paragon of administrative virtues. The new executive will correct all previous evils, right all existing wrongs, and lead the schools into the era of the millenium in local education. Gone will be the doubt and distrust, the tumult and shouting, and the conflict and argument. Instead all will be sweetness and light because the educational Messiah has arrived. No more will children and teachers be unhappy, no longer will parents and patrons assail the schools. Happy days are here again—there is a new superintendent on the job!

This sort of attitude is characteristtic of the honeymoon period. It is a time when everyone apparently is the superintendent's friend and when the job looks to the new superintendent to be all moonlight and roses. The honeymoon always lasts through the superintendent-elect period, that is the time between the hiring of the administrator and the day upon which he takes over active charge. Usually the honeymoon period endures also from a half to all of the first school year on the job. Seldom does it last into the second year of the superintendency.

The Bus Can Be Missed. A fatal mistake is to think that because the bus has been caught that it no longer has to be chased. Actually, nothing could be farther from the truth. The bride who adopts that sort of attitude often finds that married happiness has gone off and left her. The superintendent may have a similar experience. A superintendency can slip away from one very easily and quite quickly even if the honeymoon period was all smiles and compliments.

Meet Those With Gripes. Shortly after being elected, if one is within reaching distance, he will be besieged by the perennial complainer who hasn't liked some of the things done by the previous administration. Of course the "againer" will make clear that the new superintendent is different and that he will not make mistakes like that. One should listen,

of course, but not be fooled. The complainer will approach one's successor just as he has done this time, and the chances are that his gripes to the next newly elected superintendent will be just about the same as they have been on this occasion.

Planning for the Job. In referring to the months following immediately after the election as the "honeymoon period" the writer meant to imply that it was a time of joy for the superintendent-elect because there would be little dissension and not much criticism of him. The writer did not mean to indicate that there would be no problems and no work. Usually things work out exactly opposite from that.

As to the actual assumption of responsibilities, much depends, of course, upon one's closeness, geographically and sympathetically, to the new position, how much responsibility the retiring superintendent wishes and will be allowed to retain during his final days on the job, and how much the Board delegates to its superintendent generally. A superintendent-elect who is serving as high school principal, elementary school principal and in some other capacity in the same school system which he will serve as top executive officer will naturally, as a usual thing, be much consulted in the months before he formally assumes his new office. The same thing is true if he is located in a community a few miles away from the base of his future efforts. On the other hand, if he is located half way across the state from his new job, or in another state, he cannot be called upon very readily.

If the predecessor in the new position is leaving voluntarily and with the confidence of the Board of Education, he may be asked to carry on as much as possible as though he planned to stay. In this case, though, he is almost sure to consult with the superintendent-elect at frequent intervals. If the previous superintendent, on the other hand, is leaving upon request or because things are getting too hot, the Board of Education may be unwilling to have him retain more than routine duties pending his departure.

The amount of delegating to a superintendent, anyway, varies greatly from Board to Board. By law, the superintendent has few assigned responsibilities. Most of his powers and duties come from delegation, either tacit or direct. If the board has been accustomed to delegating a great deal, it will probably continue to do so. If it has delegated little, then it will not at once hand over a lot of responsibilities to a new superintendent.

Only A Few "Musts." In most cases, the superintendent-elect has to be concerned with only a few principal problems before he assumes

office. The "musts" include the teaching force, the custodial and clerical staff, building maintenance and repair and supplies. If someone else will assume the responsibility, well and good. If not, the superintendent-elect must see that the "musts" are cared for.

Usually only a minimum of direction is required in seeing that the "musts" are looked after. The retiring superintendent is usually expected to make recommendations in regard to the retention or dismissal of present teachers, custodians, and clerks. Often the old superintendent will also recommend candidates for new or vacant positions. The retiring superintendent likewise usually collects requisitions for supplies and orders routine materials. He also usually arranges for building maintenance and repairs.

The superintendent-elect will wish to have a voice in everything which will affect the school system for the following year in other than routine ways. Selection of new administrative personnel, changes in textbooks, new organization plans and new construction, if any, should have his consideration. The retiring superintendent should avoid making any decisions, except on routine matters, which will affect the school system in the period following his departure.

In Conclusion. As is the case during the time immediately after marriage, the honeymoon period of the superintendent-elect is a time of general freedom from cares and worries. During this time almost everyone is the friend of the new executive although some complaints will be in evidence. The superintendent-elect, though, cannot entirely neglect his future position but must see that business which cannot be deferred until he gets on the job is taken care of.

CHAPTER VI

GETTING SETTLED

Introduction. With the first stage of the professional honeymoon over and the "superintendent-elect" changed to just plain "superintendent," one must really get down to the business of being an administrator. When one moves his family and furniture to the new location just about everyone is still his friend. Since the first impressions that are made are very important in their lasting effects great care must be taken with the first contacts with the community. In this chapter the writer will attempt to discuss some of the "do's" and don't's" which he has found to be more or less fundamental.

The Moving Process. One has to get his family settled before he can do anything else but even here he is establishing personal contacts. Movers have to be employed; public utilities such as water, gas and electricity have to be turned on; milk and papers have to be bargained for and some purchasing of articles for the new home has to be carried out. In all these one is making impressions. The milk man, the furniture man and the paper boy are all watching every move and all have friends, so one must be courteous but business-like and friendly but practical. One should never be too rushed to visit for a moment or too hurried to answer friendly inquiries. On the other hand, one should not be obsequious or overly humble. Moving is a nerve-wrecking, muscle-testing business which exhausts energy quickly. It is necessary to fight the tendency to be rude or unfriendly.

Relations with the Retiring Superintendent. The retiring superintendent may have been dismissed from the position and may be leaving under dark and deep clouds of suspicion and hatred, but he will still have some friends in town. No matter how much an executive may be disliked by the general public, there will still be some people in the community who like him, who resent his leaving, and who are influenced by him. It follows, therefore, that one's predecessor should be treated with respect and with every possible consideration. If the retiring superintendent is still in town when one arrives it is best by all means to call on him at once at the office or at his home. The first call should be largely social although it is possible to talk business if he seems to be so inclined. There should also be a number of business conferences at which details of administration are talked over. The attitude of the new superintendent

should decidedly be one of humility. He should ask the retiring superintendent to go over the school plant and all the records with him. Personnel should be talked over in detail. He should seek advice on every possible problem that he can anticipate. Not only is this good public relations but it is good school administration as well. The retiring superintendent knows the Board, the staff and the community and can pass on a great deal of valuable information and advice.

Beginning Relations with the Board of Education. The new executive enters his position with the desire on the part of at least a majority of the Board that he shall make good. Even the minority who may have voted for another candidate probably desire that things run well and these individuals will usually do all in their power to see that the new administrator succeeds, although they may watch with more critical eyes for a time than do the majority. The good start that the superintendent has may be dissipated quickly, though, by unwise decisions or actions. Unauthorized assumption of administrative powers formerly handled by the Board of Education will cause resentment, as will making important decisions without consulting the Board. Above all, to give private information or opinions to a single Board member or to a fractional group of the Board or to a pressure group seeking some private end will arouse anger. All acts not of a routine nature should be carefully considered and talked over with the Board as a whole. One should go very slowly about assuming responsibilities until he knows what is expected of him. At this stage, it is much better to err by bringing too trivial matters before the Board meeting rather than by not consulting the Board enough. A Board will usually be ready and willing to delegate as the superintendent shows that he can successfully take responsibility. It does not like to have power suddenly snatched, however.

Early Contacts With the Community. As soon as one moves to town, he will be subjected to influences of all kinds from the new community. There will be those who will have grievances which were never satisfied by the predecessor. There are those who want favors such as a job for a relative, an order for school supplies, or special promotion for a child. There are those who just want to be sociable and helpful and who are looking for social contacts. -Churches woo the new executive, service clubs dine him and clubs and lodges invite him to meetings. To all these invitations, opportunities and contacts, the new administrator should be pleasant but noncommittal. To all requests should be given a promise of consideration as soon as there is a suitable opportunity. All invitations to meetings should be accepted, if possible, but there should be little

joining of the entertaining organizations until conditions are understood. All grievances should be listened to courteously but no promises should be made until there is an opportunity to investigate and consider at one's leisure. It is always possible to reply that one is new and is making as few decisions as possible until he is "inoculated." There are a few connections, such as with a church, that one cannot establish too quickly, though. The writer will never forget the look of joy which spread over a clergyman's face when the writer and family appeared in church the first Sunday in town. The out-going Superintendent had been a Sunday golfer instead of a church goer. From that time on and until we moved away the church groups were inclined to be favorable to us.

Taking Over the Position. The administrator is thrust suddenly into the midst of an astounding amount of detail when he enters upon his new job. To absorb this in a few days or even a few weeks is impossible even in the smallest position. All that one can do is to begin his new duties just as soon as he can. If hired in the Spring, the executive should certainly spend most of the summer on the job in the process of becoming acquainted, taking care of routine things that come up, and making plans for the following year. If possible, of course, he should arrive before the retiring executive leaves so that a number of days may be spent in going over the records that have accumulated and procedures that have been developed. If the new superintendent's old home is not too far from his new location, he should undoubtedly spend considerable time studying his new situation before school closes. Board meetings will need to be attended and every sort of closing exercise should be gone to if possible. Several days should be spent in visiting classes and getting acquainted with teachers and pupils. The new executive who is thrust suddenly into a job in the middle of the year has a different situation to meet. About all that he can do is to muddle through as best he can. Most jobs don't change after the school year is started, luckily for both communities and executives.

Supplies. Probably one of the first pre-school tasks is to check on supplies. One can do but little about instructional materials before school starts if they are not already ordered, unless requisitions were secured from the teachers. If the requisitions were turned in, but the goods not purchased, orders should be placed at once. If requisitions were not even secured, then one must wait until school opens before doing the bulk of the buying. When the buying has to be done along with the rest of the opening-of-school tasks the burden is very heavy

indeed. It is always safe to order stand-bys like construction paper, scissors, chalk and paste but beyond this one should not go in the purchase of instructional supplies until teachers have been consulted. Janitor's supplies may be secured, of course, as the janitor is generally on the job and can make out a list of articles that he needs.

If the supplies are on hand, they should be distributed to the teachers who have requisitioned them. If the school has a stock room, which is uncommon in small systems, a part of the orders may be put there. By far the commonest procedure, though, is merely to deliver the supplies to the teacher or the janitor who has made the request. There are usually cupboards in each room to take care of most of the supplies that are really essential.

The High School Program. Another important pre-opening task is the preparation of the high school program of classes. This must be done as early as possible so that individual schedules for all the high school pupils may be made out, in case the predecessor took preliminary enrollment the previous Spring. A section on making of schedules is included later.

Miscellaneous Tasks. Added to these things are the numberless other detailed tasks such as looking up athletic schedules, arranging assembly programs for the first few weeks, etc. One thing must not be forgotten and that is the advisability of setting aside several half days in advance of the opening of school for those parents who wish a conference, for rural boys and girls to enroll, and for new pupils within the district to secure assignments. If these matters can be cared for in advance, the strain on the opening day will be greatly lessened.

The Year's Program. It is not advisable to plan in advance more than the bare elements of the year's general program. Conferences with teachers, parents and pupils will change almost anything that is gotten together ahead of time. In order to have something to start with, however, a preliminary outline of the goals for the year and the special projects to be attempted should be prepared before school opens. The executive then has a chart to serve as a guide to his own thinking at least.

Attitude Toward Returning Teachers. Teachers who have been in the system fear the new executive. To them he means uncertainty and, possibly, insecurity. He may bring changes in teaching assignments, different working conditions and, possibly, even cuts in pay or dismissal. The incoming superintendent should assure these teachers in as incisive and prompt a manner as possible that nothing will be done without due

consideration, and that their experience and knowledge will be used on every occasion. Leaving out the human side, the new executive should realize that he may be made or broken by these returning instructors who know the community and the school system.

A Manual of Instruction. Most teachers like to have definite directors for the carrying out of routine procedures. If the school provides clerical service it is wise to have a short teacher's bulletin hektographed or mimeographed for passing out at the teachers meeting held before school opens. If there is no clerical service, then the superintendent has no choice but to state procedures orally. Discussion of the materials to be covered is given in a later chapter.

The First Teacher's Meeting. The practice of having a teachers' meeting before the opening of school has become well established in most communities. In about all of the smaller towns with which the writer is familiar, it was once customary to have school start the day after Labor Day with the initial teachers' meeting scheduled for the afternoon of Labor Day itself. Now most communities apparently do not have organization meetings until the day after Labor Day, thus deferring the opening of school until Wednesday.

It is not necessary at the first teachers' meeting to go over a written teachers' bulletin in detail. Teachers can read for themselves and will probably assimulate better than if the bulletin were read to them. A short talk on general matters should be given and then an attempt made to answer any questions which have been raised. Usually the meeting should last from 45 minutes to an hour.

The First Day. This brings us down to the big occasion—the first day of school. This is bound to be hectic, in the experience of the writer, no matter what one may do. It will be much less nervewracking, though, if everything possible has been taken care of in advance.

One must delegate all that he possibly can. New pupils who did not come in to enroll before the first session can usually be assigned to various teachers for classification and guidance. Only the most difficult enrollment cases need go to the executive the first day. All pupils with minor enrollment troubles can be entered in school temporarily, to be checked up on later. It is not wise to taken all of one's time on one knotty case. One year a boy from a Canadian High School came to enroll in a small school in which the writer was teaching. The superintendent worked with this youth for over an hour on the opening morning, spending time that might better have been used for other purposes. In Canada, apparently, many of the subjects stretch over the entire four years. For

example, Plane Geometry and Chemistry would last three or four years instead of one. The classes meet only once or twice a week so that a pupil has ten or twelve subjects instead of only four. It took the superintendent so long to get this through his head that many of the tasks did not get done that should have been looked after.

In Conclusion. The beginning superintendent in even the smallest town is faced by many problems at the beginning of his term of office. Not only must he get things ready for the start of school but he must also establish suitable relationships with the Board of Education, the staff and the community.

There is no panacea except that of hard work, for getting started in the community. One does the best he can and then hopes that all his actions will be interpreted as he meant them to be.

CHAPTER VII

THE OFFICE OF SUPERINTENDENT

Introduction. School administration is now a recognized profession. This is true for small towns as well as for metropolitan centers. The days when any person could become an executtive without special preparation are apparently over. It is the purpose of this chapter to discuss the position and duties of the superintendent in the usual small town.

A New Position. The superintendency, even in large cities, has been in existence for only about a century. Buffalo is usually given the credit for establishing the first frontier of this sort in 1837. Other large cities followed this example quite rapidly but the movement did not spread to small towns to any great extent until the start of this century.

To those who wonder how even small school systems could get along without a professional administrative head, it can be said that schools were formerly much simpler in function and organization than they are now. Instruction was largely confined to the Three R's in the elementary school and the classical subjects in high school. There were few laboratories for science, industrial arts and home economics. There were only the barest of pupil records. There were no gymnasiums, libraries and lunch rooms. Supplies consisted of books and writing materials. It was a relatively simple matter to operate a school system as far as materials and records were concerned. Educational and community leadership were largely unknown. Thus the superintendency as we think of it was largely a non-existent position.

The president or clerk of the Board of Education did the routine administrative work. Orders for supplies, hiring and firing, repairs and some supervision were cared for by the elected representatives of the people. Severe cases of discipline were always taken to the Board of Education.

The concept of the Board of Education as an administrative rather than a policy-making group has persisted in many places even to this day. This has been particularly true of the smaller communities.

In the writer's first administrative position, the office of superintendent was hardly more than that of a glorified office boy. The Board ordered all supplies, passed on teachers and directed repairs. The janitor reported to and was directed in his work by the Board. He would never take a single suggestion from the writer. After all, the janitor had

worked with the Board for many years and had seen numerous superintendents come and go. Why should he bother with a man who is here today and gone tomorrow?

At the present time, though, most Boards of Education, even in small towns, have become policy-making bodies. They leave the administration of the schools to the superintendent.

Little Training Required. During the early days of the superintendency that official was regarded as having to do only with the supervision and direction of teachers and the classification and promotion of pupils. There are still cities which have the dual system in administration with the business manager having equal rank and authority with the superintendent. Until recently, for example, Chicago had several heads who reported directly to the Board of Education. The superintendent had authority only in purely educational matters.

The work of the superintendent was thus quite narrow in scope. There were few duties connected with the position. School administration as a profession had not really arrived.

With the superintendency regarded basically as being merely that of a head teacher, it was not thought necessary to have any particular training or experience other than that which would be expected of a classroom instructor. The position often was one to which a man who had shown considerable efficiency in discipline was advanced. Sometimes other criteria were used, of course. Scholarliness in the academic subjects was important. Perhaps this is why the superintendent in small towns was often called "the professor." He was the learned man of the community. Often being merely a male was sufficient as "the professor" was many times the only man in the very small schools. Qualities of getting along with pupils, parents and Boards of Education were important. And, of course, appearance was always a factor. In short the community wanted a man for superintendent who would keep the kids in line, whom they could respect for his appearance and learning, and who would serve as the leader of the teaching staff.

Former Duties. We have already, in passing, mentioned some of the duties of the small town superintendent in former times. Perhaps it may be well to be a little more definite as to what was expected of him.

He had to be, first of all, a disciplinarian. The most serious charge, next to moral laxity, which could be brought against the superintendent was that discipline was weak. The small town superintendent was expected to keep order in the halls, on the playground and in the classrooms. He was even supposed to see that there were no fights or disorder

on the way to and from school. He was expected to govern by kindness if possible but to use admonition, sarcasm and corporal punishment if necessary. The bad boys whom teachers sent to him were to be dealt with in no uncertain fashion. The old-time "professor" was thus, first of all, a school policeman.

Second in importance were his supervisory duties. The small-town superintendent was to see that the teaching staff kept order and drilled the academic subject-matter into the heads of the children. Because of his teaching duties, he had little time for supervision. What he did was of the inspectional variety, anyway, and often consisted mostly of walking up and down the halls, listening at doors and peering into classrooms through cracks or glass panels. Occasionally he would duck into a room and majestically take a seat for a few moments. Of course there is still a lot of this type of supervision but it is on the wane, thank goodness. The writer has heard superintendents who believe in that sort of supervision boast that they can judge the efficiency of a teacher by walking by her classroom door. Certainly most oldtime superintendents used this means of evaluation.

Although listed third because it is not a supervisory or administrative duty, teaching occupied most of the time of the small-town superintendent. Almost always this was in the high school. The subjects could be any of the academic ones but probably algebra, geometry and trigonometry were the most common. Not uncommonly the small-town superintendent carried a full teaching load of classes and session rooms.

Probably we would list fourth in importance among the small-town superintendent's duties the attendance, classification and promotion of pupils. The superintendent was expected to see that all youngsters were present regularly and on time, that there was no "skipping" school, that only those who were "up to grade" were promoted and that entering children were placed in the proper classroom.

Among the minor duties was the compilation of the simple list of supplies for presentation to the Board. Since parents provided textbooks and writing materials and there were few, if any, supplementary readers, Boards of Education purchased very few things. A few maps and globes occasionally was about the extent of the instructional supplies that were provided. Chalk, erasers and all maintenance supplies were purchased by the Board of Education on request of the janitor.

The superintendent in small towns formerly had nothing much to say about the employment or dismissal of teachers. At most his advice was sought in a haphazard manner. Teachers applied directly to the

Board for positions. Most small-town superintendents did not attend Board meetings, in fact their presence would have been considered an intrusion.

The janitor was a law unto himself. All of his dealings were directly with the Board of Education. The writer was once refused a key to the building because the janitor did not want him to have one so that he could "snoop around!"

It can probably thus be seen that the superintendent's duties and responsibilities were originally quite simple. Certainly the office had little of the regard or the vast array of duties that it has today.

A PHILOSOPHY OF ADMINISTRATION

Legal Powers. The superintendent in most states has only a few statutory powers with most of his authority depending upon what the Board of Education cares to delegate to him. He is thus an executive officer largely on sufferance. What he secures must be won by diplomacy and persuasion. Actually, of course, his powers are usually widely varied and almost supreme.

Is Administration Just Compromising? A very prominent city educator recently remarked to the writer that no textbook of school administration was worth the powder required to blow it up. This man has a Ph.D. degree and teaches classes during the summer at a well known university. While his statement was undoubtedly stronger than he would have made it after some thought, it did express something of his views in regard to the value of most of the books in the field.

Upon a query by the writer as to why he did not write some worthwhile books, this administrator answered that there was no standard answer to most of the problems that might be raised. Administration to him is a matter of common-sense and compromise. One makes the best adjustments that he can at that time and then hopes that things will turn out all right.

To this administrator, the essence of administration is to satisfy the most people possible by means of compromise and adjustment. One should add a further factor to his formula of success, that of the use of a friendly personality. His decisions are made by figuring over the possibilities, then deciding which result will antagonize the fewest people. Those who will be thus irritated are then thrown sops until they are fairly well satisfied. The author does not agree with this philosophy of administration. He believes that one can deal fairly with issues and still get along quite well.

Democracy in Administration. The trend in school administration is to stress democratic processes. Certainly the autocracy that formerly prevailed was unwarranted. The smallest school can do much to further participation of teachers, pupils, parents and patrons in the formulation of policies. Through the course of the volume the writer will indicate ways in which he believes that democratic administration can function.

There are certain limitations to so-called democratic administration that should be pointed out at this time. It cannot function in all areas or with all kinds of groups.

First of all, the ultimate authority for operation of the schools rests with the Board of Education. It is their responsibility to formulate policies. Hence it should be remembered that whatever is done in this direction must be within a framework which has their approval. Any efforts at formulation of policies through democratic means will fail unless the Board of Education has a part. It is quite possible, of course, to have them participate in all activities if they are willing to do so. On the other hand, if they regard participation by teachers, pupils, parents and patrons as an infringement on their rights then democratic administration must fail.

Many small town Boards of Education by tradition regard themselves as the ones to do the running of the schools. The beginning superintendent will, therefore, be wise if he proceeds slowly with the solicitation of the groups mentioned in the formulation of policies and procedures.

In the second place, the superintendent is responsible to the Board of Education for the operation of the schools. He cannot pass this responsibility on to other groups or individuals. The superintendent, then, should not allow others to formulate policies and practices unless he is quite sure that something will be produced which he can accept. Too, he must retain a final veto in anything within his legal province.

The third limitation is in the rather inadequate type of leadership that exists in many small towns. This is true among teachers, pupils, parents, and the general public. Often one finds few in these groups who are willing and able to assume responsibilities.

The writer found this to be particularly true of the instructional staff. The school where he was superintendent for a relatively long term of years unofficially served as an institution to train teachers for larger cities. As soon as we found a potentially fine teacher and aided him to realize some of his potentialities someone took him away from us. Of course we could not blame the individual for wanting to better himself but the result was that we usually had but a few good leaders on the

teaching staff. The majority were so new to the profession that they were lacking in the knowledge and experience that are requisites for adequate leadership or else they were average individuals who just did not have it in them to be leaders.

A fourth limitation is in the amount of time available to small town teachers. In small schools extra-curricular and community demands are heavy. The writer, in the situation mentioned, was sometimes told by some of the teachers that they were too busy for committee meetings or any other instrument of democratic participation. "You have more time than we have," the writer was told, "and it is your job to do the administration."

Finally, there is the attitude being developed by some groups of teachers that school people should be paid almost on an hourly basis as are factory and construction workers. Such teachers hold that there should be a standard work week of say forty hours. It is very difficult to operate through slow-moving democratitc processes without a good deal of extra time being required of all who participate.

Supervisory Activity. Many studies have been made in respect to how the superintendent in the small town spends his time. In most of these, insufficient time is indicated as having been spent in the primary function of supervision of instruction. It is a sad commentary that superintendents are so busy looking after details that they have little time to spend in classrooms or in conferences helping teachers and pupils arrange educational experiences which will produce growth in youngsters.

Such conditions are not entirely the fault of the superintendent as numberless demands are made on his time and energy. It is only by real effort that he will be able to conserve both of the above sufficiently to fulfill in any adequate fashion the task for which he supposedly is employed—the supervision of instruction. It is difficult for the small town administrator to keep a fair perspective because he is under constant fire from one direction or another. Details loom up in overwhelming size, threatening to engulf him. When he has a few moments of relief from pressure the office chair looks very inviting. By the way, this article of furniture was always one of the writers' main temptations. He was often so emotionally fatigued after having conferred with an irate parent or pupil, so mentally fagged after taking care of a crucial problem, so physically weary after a night of meeting with a critical P. T. A. or club group, that just to sit down for a few moments and relax seemed almost like heaven. Sometimes the temptation was too much and it was only by originating and keeping a rather rigid time budget

which called for considerable supervisory activity that he was able to keep in mind his fundamental responsibility in respect to attempting to improve instruction.

Administrative Duties. Probably a detailed listing of the usual administrative duties of the small-town superintendent is superfluous because it varies so from time to time and community to community. The common ones are listed in chapter after chapter in this book. The administrative duties of the small town superintendent are best learned on the job by the activity method although throughout this volume the author has described procedures which have worked well in the past. In this section the writer wishes only to say a little about the philosophy of the administrative duties of the small town superintendent.

The author, while he was a small-town superintendent, was permitted by the Board of Education to do almost anything that he wished in the way of purchasing supplies as long as he kept within budgetary limitations, to perform all the work of management of personnel including hiring and firing, to carry out completely the adjustment and guidance of pupils, to arrange schedules for building use, to keep the financial books and to oversee business arrangements and to do almost everything else in the way of running the school as long as he would assume the responsibility for what he did. When criticism came, Board members always laid the blame on the superintendent. This was entirely just as one cannot expect to have power unless he also takes responsibility. Since the Board of Education often blames the superintendent for anything that goes wrong, even if they make the decision in which the mistake is involved, the superintendent might as well assume all responsibility for running of the show if he is allowed to do so. The above statement implies, of course, that he will delegate many of his powers to faculty, students and patrons and that many decisions will be arrived at by democratic processes. The superintendent has to assume the ultimate responsibility but the administrative decisions will be sounder and more workable if formulated by group interaction rather than one-man dictation. The Board of Education should always retain responsibility for the formulation of policies although these should be made by the same democratic processes as are used for administrative procedures.

Care in Over-Stepping Board of Education Expectancy. The reader should not judge from the foregoing discussion that the author advises the new small town superintendent to attempt to assume a position of leadership in respect to the administration of the school as soon as he assumes office. In many communities the Board of Education has always

made most administrative decisions and expects to continue to do so. This type of Board will usually give the superintendent more and more opportunity to exert leadership as he wins their respect and confidence. After all, members have their own affairs to look after and they will not want to take more time from personal duties than is necessary. At the beginning, though, it is best for the new superintendent to go slowly indeed. He should check in detail at Board meetings as to just what things he is expected to handle. As emergencies arise a telephone call to the president or secretary of the Board will usually give information as to what is expected of the superintendent. "Make haste slowly" is a good rule to follow in this as in everything else. By showing competence and not trying to assume powers too quickly the small town superintendent will soon find that he is regarded by the Board of Education as their educational leader and executive.

ADMINISTRATIVE ASSISTANCE

Principals Often Not Needed. In most small towns which have but a single school building, the high school principal has a title and not much else. The same thing is true if there is an elementary principal. These officials teach all or most of the day and devote what little time they have before and after school or during the day to checking attendance and ironing out occasional disciplinary problems. Sometimes they do not even do much of the latter as all serious violations of school regulations usually go eventually to the superintendent for adjustment. The High School principal in most small schools is only an attendance clerk and a part-time teacher. The elementary principal has even fewer administrative duties than the high school principal. This being the case it would seem that it is superfluous to keep alive either title. A clerk might better handle the high school and elementary attendance records as much of this work is merely routine and can be taken care of by a secretary as well as a professionally trained individual. If it is necessary to have a teacher to oversee attendance and to handle minor cases of discipline, why not use a different title? The term "principal" would seem to be unworthy of use unless some real supervisory, administrative and guidance functions are performed. Wouldn't it be better to use the money which a principal would receive to hire a first-class teacher who can do real classroom work rather than to expend the funds on a more or less routine job? As long as the superintendent in the town having but one school building does all the administrative work anyway, why keep up the pretense that there are other supervisory and administrative officials?

Too, the type of person one gets in small towns for the so-called principalships is not likely to be of much assistance in administrative work. Poorly trained for the position and possessing inadequate vision, these principals may only make disciplinary cases and other administrative problems more difficult through attempting solutions which are poorly thought through and inadequately executed. Problems that have been thus attacked often end in the superintendent's office with many more complications than they had originally. The writer, many times, had to tackle problems with which the principals had wrestled. It would have been more economical of time and energy if he had assumed responsibility for them in the first place. In small towns the superintendent seems to get involved in nearly all school problems no matter how hard he tries to keep clear of some of them.

Such considerations have led many schools to stop having a principal of any kind. The inconsistency of a single building, or a closely knit unit of two or three buildings, having in it two or three administrative officers was seen and the number was reduced to one, the superintendent. The writer went through this adjustment in his own school and was never sorry for it nor does he know of regrets on the part of any superintendent who abolished the principalship. Of course, no one would recommend firing a principal just to achieve the end that has been recommended. The time to abolish the job is when the position is vacant through resignation or other cause. Perhaps some minor officers of very limited authority are needed as will be suggested in the following paragraphs. None of these have more than very limited duties or responsibilities, however, and should not have the title of principal.

When a city is of such a size that several dispersed buildings with enrollments of more than three hundred are necessary then, of course, there must be principals. In this sort of situation the superintendent has to have help.

Attendance Officers. The writer quite successfully made use of two attendance officers to look after the routine matters usually handled by a High School Principal. A man was designated to handle this work for the boys and a woman for the girls. A high school girl, employed for an hour or two a day, did record keeping for both so that there was only one set of books. The two officials merely looked over the absence and tardiness lists and checked on the cases that needed investigation and attention. At times they got in touch with the homes on conditions that seemed to need a conference. Each was released from one class and received three hundred dollars per year extra as compensation. The work

was very well taken care of at a cost which left considerable money for the instructional budget from what would have been a principal's salary.

Dean of Girls. A dean of Girls was also designated to advise the feminine pupils on matters of dress, conduct at dances, care of rest room, etc. She watched the conditions of the washrooms and, upon occasion, called the girls all together for a meeting in regard to inscriptions on walls, lipstick marks on mirrors, dirt in the wash-basins and disposal of sanitary napkins. She also was released from a class and received an extra allowance of three hundred dollars per year.

Faculty Committees. To groups of this sort may be assigned special and regular problems such as the schedule for parties, general discipline in the school, improvement of instruction, assembly programs, and the schedule for club meetings. As long as teachers are not overloaded in this way, quite good results are achieved.

Group Advisors. Class advisors should be held responsible for all social affairs of the various organizations and for most of the guidance, as will be described in a later chapter. The class advisor should be expected to become personally acquainted with each member of the group and with home conditions of everyone in her charge. She is the one who is expected to have intimate knowledge of each boy and girl in her group. The club adviser is used mainly to conduct meetings of the club. He is responsible for all activities undertaken by the group.

THE SUPERINTENDENT AS JACK-OF-ALL-TRADES

Can one be an authority in everything? Certainly no educational administrator can be an expert in all phases of instruction nor an authority in all forms of school maintenance and operation. A single lifetime is too short a period of time to learn all the subject matter which is taught in the elementary and high school, let alone to allow one to become proficient in the complex work of the engineer, the carpenter, the bus mechanic and others engaged in noninstructional activities connected with the schools. Similar situations are faced by executives in all kinds of work. The factory superintendent seldom knows how to perform all the processes being undertaken by his plant, the chief chemist is no longer an expert in all branches of science and the head surgeon seldom attempts operations outside of his field of specialization. Every profession has become so complex that no individual can be expert in all of its specialized divisions. The tendency at present is, instead, toward detailed knowledge by one person of only a small segment of the field.

It is true that school administrators in small communities have to dabble in many fields. They buy all sorts of commodities ranging from band instruments and stage equipment to school buses and janitors' supplies. One should purchase this specialized merchandise, though, only after having received advice from the ones who will use it who are, supposedly, much more familiar than is the executive with what will give satisfactory service and what is economical. The administrator's function in purchasing is more that of alloting fairly to all departments from available funds and checking to see that the best possible prices consistent with quality are obtained by the school district. The executive is not presumed to be expert in the cleaning qualities of floor soap or in the tones of a cornet. He can appraise fairly well as to whether the district is receiving its money's worth although he may not be able to direct all purchasing himself.

Similarly in his work as supervisor of instruction, the superintendent will undoubtedly be familiar with the subject matter of only two or three fields but he can judge quite effectively if good teaching is being carried on in areas with which he has little actual knowledge. The writer was a very poor student of foreign languages but he always felt that he could make a fairly valid evaluation of the quality of teaching in these subjects and that he could often offer suggestions toward better methods to be used. On the other hand, supervision being a cooperative enterprise, teachers' ideas in regard to instructional methods should be given careful consideration and thoughtful discussion before being criticized.

Probably in the mechanical work of the engineer, the average school executive is most helpless. Certainly the administrator should judge the work of the engineer in its entirety rather than attempt to appraise each little operation. One can insist that the building be kept clean and warm and that costs, as compared to similar units, be not excessive. To attempt to tell the engineer how to run his machinery or to try to demonstrate by one's self only results in cost to the district and loss of prestige as far as the executive is concerned.

A couple of incidents illustrating faulty procedures come to mind. One young superintendent went to the boiler room, and, as the engineer said, began to "snoop around." Observing a belt on the fan system running rather loosely, he directed the engineer to tighten it. In vain the latter protested that the belt had run that way for about ten years and that it would fly off if tightened. Finally the tightening was done, and the belt did fly off, striking one of the ventilating fans. The fan was broken

and school was closed down pending repairs. Needless to say, that superintendent was very careful what he told the engineer to do after that.

In the other instance, a meeting of the Board of Education was to be held in the building during the evening. The superintendent had forgotten to tell the engineer to have the building warm so that, as the January night was a cold one, the office was chilly when the executive arrived. Thinking that he could put a fire on himself, the young superintendent went to the boiler room, started the stoker, and dumped in a little coal. Unfortunately when he left the boiler room he did not get the stoker shut off, although he thought he had, as it had become fouled with a large lump of coal. Eventually the stoker stopped of its own accord rather than through the executive's efforts. When the engineer arrived next morning, the plunger to the stoker was red-hot and was warped beyond repair. School was shut down for the day until the new part could be obtained. Luckily the school was close to a large city or the loss of time would have been much greater. Some good resulted for, as the engineer said, "that superintendent didn't try to do other people's work after that."

One could also relate the incident of the superintendent who, while visiting the woodshop, attempted to show a ninth grade boy how to operate the band saw. Unfortunately the piece being cut was very small and the superintendent pushed it through with his hands rather than in the accepted practice, with small pieces of wood. There was a sudden slip and a certain schoolman was ever afterward minus an index finger.

The young executive, therefore, should early recognize that one cannot be an authority in everything. He should learn to trust his subordinates and hold them responsible for the results rather than try to dictate their every action.

Summary. Democratic school administration requires that every employee be given all the powers that he is willing to take providing someone else's prerogatives are not taken over. The superintendent serves as coordinator in seeing that the Board of Education functions are not infringed on, that all activities delegated by the Board are cared for efficiently, and that administrative work is spread as widely among employees as seems to be consistent with efficiency and the desires of the staff. The administrator checks to see that everything is being done, taking over those duties himself which seem to be wanted by no one or which he apparently can handle better than anyone else.

CHAPTER VIII

THE SCHOOL OFFICE

Introduction. The space that one has in a small-town school office is mostly a matter of luck. This was usually settled definitely and for all time by the builders. Often, the same thing is true of arrangements of furniture that can be made. Yet at times there are things that can be done to make for a more efficient office routine even in a situation which is largely prescribed as to space and arrangement. Observations and experimentations made by the writer are passed on in the hope that they may be of value in the practical arrangement of other offices.

THE OFFICE ARRANGEMENT

The General Arrangement. Although many smaller schools have but a single room, it is highly desirable that there be an outer or reception office and an inner or private one. If the secretary and superintendent are in the same office both are hindered in their work. Also, the practice of having the superintendent share an office with the high school principal or some other administrative officer is probably a poor one. It is not so much a question of privacy as of other people's problems intruding upon one's time and duties. For this reason it is unwise to have even an outer office in common with another administrative official. Many times there will be students, who have been called in because of difficulties of one kind or another, waiting for the other executive. In the settlement of the problems presented one is almost sure to be consulted.

No matter how short and how narrow it has to be, a counter is just about an absolute necessity. Without it high school boys are likely to lop on the secretary's shoulder, salesmen blow smoke in the secretary's face and there is a general air of inefficiency. Outside of the counter several chairs are placed for visitors. Inside is the secretary's desk, and whatever files and tables that she needs. Usually the teachers' mail boxes are also outside the counter.

The Inner Office. In the private office is the superintendent's desk, chairs for visitors and usually bookcases. Often there is also a private filing cabinet and sometimes a work table. The superintendent's desk is always placed in such a way that a visitor cannot easily get behind it

and land on the superintendent's lap. Administrators can be framed if they are not careful.

Office Equipment. It is obvious that one cannot lay down any hard and fast rules for the complete furnishing of the superintendent's office in a village school. Size and financial status would throw out of gear the best laid plans which could be devised. All that one can do is to make suggestions as to what would be desirable for minimum equipment.

No office can function efficiently without a certain amount of equipment. The writer has been in small school offices which had only a desk and some chairs. Others have had as little as a desk, a safe, a typewriter and hektograph. In the past, often the only records kept in small schools were the marks of High School pupils which were written in a loose-leaf book.

It would seem that several files are an absolute necessity. These may be kept in either the outer or inner office according to convenience. One cannot go into detail in respect to the records that should be kept, as they will vary from place to place. As a suggestion, the writer lists the following partial list of records. It is admittedly not a complete list and actual files will probably always contain much more.

Catalogs
Individual folders for each pupil
Class lists
Promotion lists
Library lists
College records of former students
Seniors' lists for diplomas
Non-resident tuition lists
File of duplicate North Central Reports, University Reports, recommendations of inspectors, etc.
Attendance reports, teachers' reports, etc.
File of material for special day programs
Debate records
Athletic records
School assembly file
Equipment lists
Book lists
Pay rolls
An inner file containing records for every teacher who has been in the system
Results of testing programs
Applications for teaching positions
Teachers' pension fund information
File for bills
Complaint file
Files devoted to general correspondence
Inventories of all equipment
Teachers' contracts
Records of fire drills
Minutes of Board Meetings
File devoted to current High School programs and records
Statements of work covered by teachers each year.

Some storage space may be provided beneath the counter but a vault or large storage cabinet will also be needed. A fire-proof safe for certain vital records and for petty cash and athletic receipts is a necessity.

To sum up, most schools will have difficulty getting along without the following equipment, although, as was mentioned before, no rule can be laid down covering every situation:

1 desk for superintendent, double pedestal if possible
1 swivel chair
1 typewriter
1 typewriter desk and chair
2 or 3 bookcases
1 safe
1 key cabinet
1 mimeograph
1 adding machine
1 vault or cupboard for storing supplies
Chairs for visitors
At least two eight-drawer 14" by 48" letter files

Supplies. Again, generalization is difficult. Certainly administrative officers should have all the ordinary supplies such as paper, pencils, ink, rulers, stationery, notebooks, etc. These articles cost relatively little. It is also wise to stock all printed forms for which profitable use can be found. After all, records cannot well be kept on scraps of paper. Boards of Education do not usually question the purchase of ordinary articles such as those that have been mentioned.

OFFICE PRACTICE

Office Hours. While announced office hours for the executive work quite well in large communities, they are not likely to succeed satisfactorily in smaller communities. The public of the town and village is not as accustomed to calling on a public official at given times as are the people of the city. People in small towns are usually not in the habit of making business and professional appointments. Small town folks, instead, are accustomed to dropping in on their public officials at any time that it is convenient for them to do so, whether or not that time is convenient for the official. This procedure is a characteristic of small town life and must be accepted as one of the shortcomings of the small town superintendency. Peorple will want to talk business on the street, in the store, and at the party, as well as at school; during the lunch hour or in the evening as well as during school hours; and on Saturday or Sunday as readily as on a school day. Resentment will almost surely result from any attempt to force patrons to call during set times, so office hours might as well not be established at all. The writer's secretary was

instructed to call him from a class that he was teaching, from a room that he was visiting, or from a conference that was being held if the patron was in a hurry or seemed impatient. If it was only a matter of a few moments' wait, this was explained to the patron and he was asked if he could wait. Interruptions come at all times and in all sorts of circumstances but one simply can't afford to let a patron carry away a "bad taste" in his mouth. The contact may be the only one that he will have all the year with the school, so one must see that the meeting is a pleasant one if it is at all possible to do so.

That Irritating Telephone. The telephone is a source of much irritation to the average small town executtive. People do call on such trivial matters and, at times, with so much wrath. One can't placate over the telephone as well as he can if the conversation is in the office. Further, people will say things over the telephone which they would not express if they were seated across the desk.

Telephone calls that come when the executive is out of the office can usually be handled by the secretary taking the number and having the superintendent call back when he returns. If the patron insists, the secretary almost has to get the superintendent no matter where he may be. At times emergencies arise which justify a call from class or conference. Most of the occasions that parents insist are emergencies, however, are more imagined than real. The writer was once called from class on a stormy day to receive the following message. "Will you please see that Dwain's muffler is around his neck when he starts home? I don't want him to catch cold."

Help in the Office. In all but the tinest schools there is a very definite need for clerical assistance in the superintendent's office. There is a great deal of work like typing, answering the telephone, selling supplies, doing mimeographing and performing other routine tasks which a clerk can do better than the administrator. The latter is paid too high a salary to be using his time in doing this sort of thing. When the writer entered upon his duties at one town, the superintendent was in the custom of selling all the school books used in the system. "Selling" means all that the word literally implies because he did all the work himself. What a foolish thing to do, to tie oneself to a routine task during the first few days of school when there is such a range of things that demand the speedy attention of the superintendent! This plan was soon changed by pointing out to the Board of Education the waste in having a more or less high-salaried executive doing the work of a thirty dollar a week clerk. The school system was growing rapidly at the time and a building

program was being embarked on which made the addition of a clerk much easier.

How Much Clerical Assistance? The amount of assistance that one can get and which is justified depends upon enrollment; number of teachers, and factors such as number of schools, distance from other buildings, and the amount of work done in the office for individual teachers. School systems enrolling three hundred pupils or more need, in the opinion of most authorities, a full-time clerk. Many of them do not have such assistance. If one cannot secure a regular clerk, he should at least be able to secure a commercial student for part-time work. The writer did this upon two different occasions and in each case the position gradually grew into a full-time one. It worked out by securing a girl for say, two hours work per day. The next request was for a girl for half time, with the young lady who was selected attending classes the rest of the day. Finally, came the step to full-time assistance. The writer was able to "sell"the Board of Education, as has been mentioned, by pointing out that an executive's time is too valuable to have him performing routine clerical tasks. Once or twice he told the governing body that it would be necessary for him to either give up certain classes that he was teaching or else a clerk would have to be provided. Giving up the classes meant that another teacher would have to be hired, so he always got the clerk. The practice of teaching two or three classes was always followed. Even when the school grew to a size considerably above that at which most superintendents stop teaching, the writer kept on with his instructional activities. He was able to do this by having two clerks who, between them, just about took care of all routine work. It did not seem to be hard to find time for the two classes, as they came during the morning, and the writer enjoyed the contacts which came from teaching. Besides, it is doubtless a good thing to keep one's hand in at teaching. In this way one secures first-hand contacts with the student body and is able to talk to the teachers from actual experience.

In the experience that the writer has had, a full-time clerk is necessary for a school of 300 pupils while two clerks are definitely needed when the enrollment totals 700. One of the two, of course, must always be named as head clerk as there must always be a "boss" even when only two people are working together.

What Does the Clerk Do? Every superintendent has a lot of letters which have to be written. It is much more convenient to have a girl who can take dictation although the writer has had one or two who did not possess this skill. In that case he usually managed by some hook or

crook to secure a senior who was proficient at shorthand to write his letters. Usually she was paid a little money from internal accounting funds although at times she did the work just for the experience gained.

There are many other duties for the clerk. A few of them are as follows:

Making out attendance reports
Enrolling pupils
Child Accounting Records
Answering questionnaires about books, etc.
Making out transfer slips
Selling books and other supplies
Issuing statements of credits earned
Mimeographing
Making out college recommendations
Routine typing
Issuing pupil excuses
Care of internal school funds
Bookkeeping for Board of Education and Internal School funds
Routine telephone calls
Sorting mail
Issuing of equipment
Inventories
Looking after rooms for a short time until a substitute arrives

RECORDS

What Sort of Filing System? As has been indicated, a set of up-to-date files is an absolute necessity in the present stage of school administration. Every school needs to keep accurate records not only of student achievement, personality, adjustment, etc., but also of teachers, finances, board meetings, accrediting agencies, attendance, tuition pupils, teachers meetings, complaints, correspondence, athletics, debating, plays, and countless other happenings, an account of which needs to be preserved.

Arrangement of Files. In most cases, one can use manila folders for filing. Each subject should be grouped with others of similar kind. Usually a number of these may be arranged together in a file drawer and an appropriate label placed on the outside. For example the writer devoted one drawer to "Teacher Records." In this were placed the teachers' permanent record cards, graphs showing the teachers' marking tendencies, pension records, data submitted when teachers were hired, teachers' applications to be acted upon in the future, substitute lists and similar material. One complete drawer was devoted to the filing of catalogs. We did not like to have these arranged in book cases but instead preferred to have them arranged alphabetically where they could be quickly found.

Records of Teachers' Work. Too many small schools keep no records whatsoever of teachers' dates of appointment, service records, efficiency, causes of dismissal or leaving, salaries, etc. The writer has many times

had requests come to him for recommendations for teachers who had left the system before he entered it. Without permanent records it is almost impossible to answer these letters intelligently. About all that one can do is to consult a teacher who taught at the same time or a board member who served during the term of teaching. In such a case replies as to efficiency must be couched in the most general terms as they are not built upon scientific observation, but upon rather general information supplied by others. Most teachers and Board Members base their evaluation upon little happenings observed in the halls, upon general impressions, and upon community gossip. After summing up these opinions one can usually write a letter about the teacher which will have some basis of fact, but which will have to be expressed in very broad terms.

Then, too, one is often also consulted about teachers who taught under him in another community. For a few years after direct contacts have ceased one remembers quite well but after seven or eight years have elapsed one's impressions become more and more vague until all that one remembers are general impressions such as whether or not one considered that the teacher was efficient, whether or not she had an attractive personality, etc. Of her skill in certain phases of teaching, he will remember not a particle. For this reason it is wise to build up a small duplicate file to take with one when he leaves the community.

Perhaps the most serious part about a lack of teachers' records is in the fact that some states have passed pension laws in comparatively recent times. The records of the pension boards go back to the date of enactment of the law but not before it. Instructors who went to work before that date are, in some cases, eligible for paid retirement if they can establish their records of service. To do so, they must prove that they have taught the required number of years, substantiate the location, and give evidence as to the salaries that they received. Several requests for affidavits came to the writer from time to time from teachers who were of this class. In most cases, there was almost nothing that could be done. Probably the same thing is true in most small schools. Small-town Board of Education minute books are often destroyed by fire or are lost. If they still exist it is doubtful if they would reveal all the facts that are needed. Board members retire or die so that there is a turn-over every few years. All that the writer was able to do in many cases to help the prospective annuitant was to consult former Board members and people who lived in the community at the time that the teacher taught there. If such persons were sufficiently sure of their memories to fill affidavits such evidence was usually accepted.

The experiences which have been related taught the writer early in his career to set up adequate teachers' records. The form used is shown below. It was carefully kept up to date each year and when the writer

CARD FOR KEEPING RECORD OF TEACHER'S SERVICE

RECORD BY YEARS							
Year	Grade or Subjects Taught	Extra Curricular Work Done	Total Days Missed From School	Number Days Lost for Which Teacher Was Paid	General Rating (A-B-C-D-E)	Salary	Certified to by Supt.

left a community he had a copy made of the cards of teachers who served under him which he took with him in a small file so that he would always be able to speak intelligently and authoritatively about any instructor who taught under his supervision no matter at what time or place this service occurred. The card was supplemented by an attached photograph of the teacher and of a rating sheet filled out for each year. Admittedly the latter did not possess great validity but it was better than not having anything objective.

What Pupils' Records? Records of pupils' growth and adjustment should be kept in such a fashion that they are quickly available and easily understandable. There are so many good commercial systems of pupils' records in use that it is not necessary to say much about them. All that is necessary is that a school adopt a plan which is adequate to the situation. The writer, though, found a number of checks on high school scholastic records to be advisable. One can use a large record book, a

folder system, the class cards kept during the year, the sheets upon which the teacher turns in her marks and the teachers' class books. This makes a total of five different places in which the marks are kept. No pupil's credit in a subject is likely to be lost if one keeps records in a number of places like those mentioned.

Modern practice demands that many other pupils' records be kept in addition to those of scholarship. Personality, disciplinary difficulties, adjustment, guidance, health, results of standard tests, etc. are some which are now kept in most schools. These should be kept together in the pupil's folder if possible.

Needed Financial Records. Among these should be included copies of the monthly reports to the Board of Education in respect to the financial standing of the district, the record of bills paid, payrolls, files for bills both paid and unpaid, reports on extra-curricular finances such as receipts from athletic contests, plays, etc. and the bookkeeper's monthly statements in respect to the standings of various funds. A drawer in a file is usually sufficient to take care of these records. Manila folders will do the rest. An exact set-up is impossible of description because of varying practices in respect to responsibilities delegated by the Board of Education. If the secretary and treasurer of the district assume full responsibility for paying bills and keeping books, then the superintendent needs only a simple set of duplicate financial records. At the present time, the tendency is for the superintendent's office to do most of the routine financial work even in small towns. Vouchers are made out, bills are filed and books are kept so that the officials of the Board, while still retaining legal responsibility, have practically none of the drudgery to look after. One does not receive greater powers without accepting larger larger responsibilities so it is necessary, when the financial records are cared for in one's office, to exercise the greatest care in seeing that the work is done neatly and accurately. Nothing would make a superintendent look worse in the eyes of the Board of Education than inaccurate or poorly kept financial records. One must see that the work is done well even if he has to look after it himself on nights and Sundays.

Dangers in Extra-Curricular Funds. In any case, one ought to know what is being done with extra-curricular funds. Practices vary as to the centralization of authority in respect to these funds. Perhaps most common in large districts is the plan of having the High School Principal take the responsibility for management. The writer has no quarrel with the use of this plan in small schools, if there is a High School principal who has sufficient time available to do this work, but he does believe

that the superintendent should be kept properly informed in regard to extra-curricular funds so that he can pass this information on to the Board of Education. Monthly reports, at least, should be given him. There should also be semi-annual audits of the books and a resulting statement published in a local paper or papers. In many cases the commercial department can keep the books and do the disbursing, upon requisition by the proper advisor or director. When an account has no money in it, no more funds can be secured. Under a plan like this, one of the administrative officers must keep watch of the way money is being spent and the books are being kept. In most small communities, the superintendent is in the best position to do this.

Handling Money Can Be Dangerous. Probably one should not have to point out that it is better for the administrator not to handle money himself. It should be delegated to one's secretary, to the commercial teacher or almost anyone else who is efficient. The one in charge should be given a money-box to which she has the only key, then the executive can never be accused of appropriating school funds. Receipts from basketball games, plays, etc. should always be counted by two people (preferably other than the administrator) and a slip of individual cash items made out which is signed by each of the persons who counted the money. This slip is then filed with whoever does the bookkeeping.

Supply Records. Accurate records are necessary if supplies are to be conserved and accounted for. A permanent inventory plan works best for a stockroom in a large school system but is impractical for a small school that delivers supplies directly to teachers as they arrive. Probably the only practical solution is to have inventories of supplies taken once a year by teachers and filed in the office.

Extra-Curricular Records. Individual extra-curricular records for each pupil are probably not necessary if sufficient space is provided for the entering of all sorts of extra-class activities in the regular folders. The administrator needs to know all the facts about participation if he is to be able to interpret properly the activities of the student. For guidance purposes this knowledge is needed and also for an understanding of what students are accomplishing.

Book Records. Book records should be of two sorts, namely, a listing of quality and quantity of all books on hand that are the property of the Board of Education and second, lists of text-books that are used together with the dates of their adoption. For the first sort of record a card file of the perpetual inventory type is probably best. One then can turn quickly to the card which lists each book and find out at a glance how many are

on hand and how old they are. The second list should be compiled yearly and then mimeographed. It is mainly of use in informing book salesmen about the textbooks being used and about the probability of changes.

Graduation Records. Careful records should be kept of the progress of each individual throughout his final year. The individual folder is sufficient to hold communications and carbon copies about quality of work, chances of graduation and other information which needs to be kept.

One must be sure that the way the name is spelled on the records is the way the youngster wants it inscribed on his diploma. In schools which graduate fifty or less per year, the easiest arrangement is to use a sheet like the one shown. If the student thinks that the course listed is not correct, then it has to be checked. After all corrections have been investigated, the list is passed again. Usually it takes about three submittals to secure the approval of all. When a perfect copy is obtained, the original is kept in the files and the duplicate sent to the diploma house. The writer, during fifteen years of administrative experience, did not once have a question as to the spelling of a name or the listing of a course on the diploma. Schools having more than fifty graduates could use individual cards to secure this approval. Below is a sample of how prospective graduates' approval may be secured as to the spelling of their names and the type of diploma to be received.

LISTS OF PROSPECTIVE GRADUATES AND COURSES

"If your name is spelled the way you want it on your diploma and if the course listed is correct, place O.K. and your initials in the proper column. If not corect, change to the form that you desire.

Name	*Course*	*Pupils OK and Initials*	
Brown, John	College Preparatory	OK	J. B.
Cantes, Sadie Jane	Commercial	OK	S. J. C.
Candor, Mary Ellen	General	OK	M. E. C.
Davison, Frank Conrad	Agricultural	Course not correct	F. C. D.
Dindeen, Albert S.	College Preparatory	OK	A. S. D.

One should keep, in addition, files of programs and materials used in the graduation exercises. It is also well to gather together typed lists of graduates upon which one may indicate major interests, college attended and such information as marriages, deaths, etc. For the first few years after graduation there are demands constantly for this type of informa-

tion. Having it readily available on typed sheets saves a great deal of time in gathering it later on from the records.

Miscellaneous Records. One should keep on file all letters, reports, etc. of accrediting agencies. There is much material from such agencies as Smith-Hughes authorities, if the school operates within such a frame work. There are also records of teachers' meetings, board meeting notes, programs of plays and entertainment, library lists, records of work engaged in by graduates, attendance reports and countless other things. Each school and each administrator will have different standards of school practice which will produce variation in reports. The number of files that one has available will also affect what records one can keep although the writer feels that most Boards of Education will provide equipment if proper explanation of need is made to them.

In Conclusion. Public, parents, pupils, and teachers all expect an efficient office to be run by the superintendent. Records of all kinds must be kept and all those seeking audience must be interviewed. The administrator needs very efficient help if he is not to spend most of his time looking after details instead of out in the classrooms.

CHAPTER IX

RELATIONS WITH THE BOARD OF EDUCATION

The Board is the Final Authority. The young executive should never forget that the final legal authority for the management of nearly everything connected with the school rests with the Board of Education. To the members of this body the laws of every state entrust the final responsibility for school management. In the ideal relationship, of course, the Board is the policy-making body while the superintendent is the advisor of the Board and the executive responsible for carrying out the policies that have been established. There are schools where the Board does most of the executive work, particularly in small communities, but these are not common at the present time. Perhaps one reason why such Board-administered schools are not so common as in the past is because superintendents are now better trained and naturally merit more confidence. In nearly every case that the writer has personally seen, in which the superintendent was not given the powers which should have been delegated to him, it has been because of a lack of confidence. Such lack of confidence is usually a result of incompetence on his part. If the superintendent shows the Board of Education that he can be trusted, he will usually find that he will have delegated to him most administrative duties, because Boards are usually only too glad to leave as many things as possible to the superintendent.

The Trouble-Maker. Of course, it is true that occasionally an individual member of the Board has a very officious attitude, and assumes that he is the one responsible for running the school. Usually this member is retired from business, and finding little to occupy his time, takes it upon himself to be the guiding star of all school business. Often his officiousness is accepted by the Board of Education because it is a sort of traditional practice rather than because they recognize a particular reason for it. Often, too, other members hesitate to hurt the feelings of this member who may have held office for many years.

The writer must confess that he has never had to deal with the problem of Board interference in administration in its worst phases. It seeems to him, though, that there is only one answer—a gradual education of the Board. One possibility in this direction is to get members to read selected books and articles dealing with functions of Boards and

Superintendents. Sometimes of course, it is difficult to get them to do this. One may also employ personal contacts. Often it is necessary to "carry the light" to individual members by gradual degrees through social contacts or otherwise. When a Board once realizes what its proper functions are, there is usually no longer any inclination to usurp executive powers providing that the Board has confidence in the competence of the superintendent.

Powers Limited to Board Meetings. A Board of Education can usually be educated quite easily to the fact that it has no power outside of Board meeting. Each member is a citizen of the community and nothing more, except when the Board is in session. Members can usually see, too, that it is far easier to entertain complaints at a Board meeting than it is for each member to have to listen to them alone. Members soon become accustomed to say to complainers, "Come to the Board meeting next Wednesday night if you wish to make a complaint. We have no power except when all of us are together." As it works out, people seldom come to the meetting. They certainly will not come for some little, petty thing. Their grievance, usually has to be something that really matters to them.

The Superintendent Attends the Board Meeting. A few small town superintendents seldom attend a Board meeting. This practice though cannot be defended if the Board is willing to have him attend. In fact, it is impossible to see how this type of executive can run a satisfactory kind of school or expect any respect from the Board. How can questions of policy be discussed with the Board? How can recommendations be made? How can the Board find out what is going on? How can the system be defended? Most superintendents never miss a Board meeting when in town, unless they are ill. Certainly no superintendent, even in the smallest village, can afford to miss many sessions. If superintendents have not been invited to attend then it is time to do some educating of the Board.

Keeping the Board Informed. In a small town, the problem of keeping the Board of Education informed as to what is transpiring is a serious one. The superintendent of the system of from 500 to 1,000 pupils is usually about the only employee who does any administrative or supervisory work. He is elementary and high school supervisor, superintendent of schools and sometimes high school principal. Add to this, he often, if not usually, has some teaching to do. This was true especially during the depression years, when many superintendents had to carry a half load or more as a regular teacher. With such a multiplicity

of duties, it is no wonder that the Board of Education is often neglected.

Hard as it is sometimes to keep up with the obligation of keeping the Board informed, it is a task which should not be neglected. One owes it to the school, if not to his personal security and advancement, to maintain proper relations with the Board of Education. The Board must not be merely the group to which one geos when he wants some supplies purchased, the body which supports the superintendent when he has done something which is meeting with protests from the public, or the organization which is a rubber stamp for the acts of the executive. A Board must be more than this if it is to fulfill its legal functions to the public, or if there is to be anything other than an autocracy in school administration. An autocracy often gets things done but its advisability is always to be questioned because the rights and wishes of teachers, pupils, parents and patrons are not considered.

For the best kind of school administration we need an active, informed Board—a Board which can intelligently discuss issues before it and which can arrive at decisions accurately because it possesses objective evidence. A big problem in the smaller communities is how to keep this governing body informed with the amount of time that one has at his disposal. The writer is not setting himself up as an authority on the subject but merely passing on devices that have proved to be helpful to him.

Personal Contacts. In their program of informing the Board of Education, some superintendents depend too much on personal contacts to the neglect of other forms. Abused as this means often is, it still is very important in every good program. The personal side can never be disregarded.

If the superintendent indulges in social functions at all, he will be almost sure to be mixing during non-working hours with some of the Board members. This is entirely as would be expected. Not only are they among better educated citizens of a community, but their tastes are likely to be similar to those of the superintendent. What is more natural, than that social functions be enjoyed together? One associates usually with people with whom he is congenial.

The practice does no harm and may do considerable good. The writer has seldom spoken to a Board member about school things at a social affair unless the member has introduced the subject or there has been an unusually good opening. Not much was said even then unless we are alone as it is not best to talk about school problems indiscriminately. There are many chances, however, to converse in private. One finds them between hands of cards, during intermissions at dance

and after dinner at the time when the men usually gather in informal groups.

Nor can one overlook the contacts that come casually on the street or in the store. One should never introduce an uninteresting topic or intrude when the member is busy. It is easy to tell if the Board member wants to talk and if one will seize these favorable opportunities he will be taking advantage of a good way to keep Board members informed.

Using the Press. Strange as it may seem, Board members sometimes get their most accurate knowledge of school affairs through the press. Almost every small town has a weekly paper. The situation is analagous to that of the House of Representatives member who learns what bills passed at the last session of Congress from the daily papers after he has reached home. During the last few hours, especially, things were so congested and bills advanced so rapidly that he could not keep track. In the same way, sometimes, business goes through the Board session so rapidly that it is not until accounts appear in the papers that their significance really becomes apparent.

In small towns, reporters do not usually attend Board meetings. It is important, however, that proper accounts appear in the papers so that the public may be accurately informed, as well as ideas of the Board members clarified. This often means that the superintendent must write accounts himself of all actions which may properly be published. This includes almost everything because little needs to be or should be concealed. It is only when something unfavorable to the character of an employee would be revealed or when a financial deal such as the purchase of real estate is being considered that concealment is advisable.

The superintendent is wise who cultivates the art of writing clearly yet briefly for the press. His program is greatly helped by such writing, not only with the public but with the Board.

The Meeting. The Board meeting is rightly the place for questions. Not only should members have the right to ask of the superintendent concerning any matter about which they wish to know, but also any interested patron present should be permitted to question the administrator or the Board. Secrecy has no place in the ordinary run of school administration and frank answers are the best insurance against charges of covering up. It is well to reply as well as one can but when one doesn't know, it should be frankly admitted. To be caught in a "bluff" is not good for the confidence which should be reposed in one by the public. It is better to be accused of ignorance than of deceit or bluffing. Besides, most people will respect the administrator if he honestly says

that he doesn't know as nearly everyone realizes that school work is complicated and it is not possible to know everything. Reticence is not commendable in a school executive and one should not be afraid to give more than a bare answer especially if the additional information has a bearing on some future problem. Of course over-talkativeness is also not to be recommended.

One should not hesitate to talk things over with the Board of Education. Frankness promotes understanding and securing guidance before a situation arises will often prevent later trouble. One should consult the Board too much rather than too little. It is not well to make a nuisance of one's self, but on the other hand a Board should not be encouraged to be a rubber stamp even if it is willing to be one. Perhaps a Board does not want to be bothered but they should certainly settle policies, at least. They have the legal responsibility for running the schools. Although the actual administration should be delegated, the Board should pass on all policies and plans and they will be neglecting their plain duty if they do not do so. The public, too, resents a Board not assuming responsibility for school happenings. They cannot assume this responsibility unless they have a hand in the planning of policies and unless they are kept full informed.

The Trip. An excursion to inspect equipment or to attend an educational meeting is very effective in giving a Board of Education an insight into modern school problems, with specific applications to the local situation. It does anyone good to see what others are doing as it gives new ideas and often strengthens existing plans and practices. It is good public relations for a Board to know that their school in general is following up-to-date practices. The way is smoothed, too, for the introduction of new practices if members see better ways of doing things.

The Public Entertainment. Board members usually attend basketball games, plays, etc. If these are well conducted the members secure an idea about extra-curricular activities at least. To encourage them to attend, it is always well to send complimentary tickets for the member and his wife. That much has been earned by taking abuse if in no other way.

Visiting School. Should one drop all his work and leave his visitors when Board of Education members call at school? In the writer's experience members came so seldom that they were given the same sort of special attention that was accorded to parents. One can certainly leave the work that he is doing, unless it is of an emergency nature, and he can break off interviews with salesmen to whom he can give more time

later. One shouldn't, of course, "stand up" the university inspector or fire marshal. If one is occupied with a very important task it is possible to give a quick explanation of why he is tied up for the minute and how soon he will be through. The writer always gave his secretary orders to let him know when any parent, patron or board member called, even if a class was being taught, unless the period was about over and he could be expected to arrive at the office very soon.

In the case of Board members, the writer tried not only to give the information or services that they sought but he also tried to show something of interest besides. Usually an effort was made to get them to see an exhibit of art work that had been well carried out, a woodworking project of significance or a gym class in action. Sometimes the members liked to hear a chorus sing or to inspect some repairs. Board members are the ones on whom the administrator depends for his living so he must constantly be selling himself and his school through any legitimate means that may be available.

Open School Nights. As a means of informing not only the public but also the Board of Education, the Open School Night has considerable worth. It is best to have lessons and classes conducted as much like they ordinarily are as possible, although the aim is impossible of complete fulfillment with the building crowded to over-flowing with visitors. When the teacher has not only the regular class in the room but also parents and patrons jamming the aisles and doorways, it is hard to have anything like the ordinary classroom activities. One who has never been through this cannot imagine how difficult teaching can be under these conditions. Although open school nights are well worth while in helping public relations, all school people detest having to conduct them.

In spite of the relatively be-dimmed impression that a Board member and the public get of school work, the Open School Night is valuable in the public relations program. It informs about school problems and the general difficulties of teaching school, it acquaints with the plant and the educational setting and it contributes to the general attitude of parents, patrons and Board Members toward the school. Merely being in a building often helps create a favorable feeling toward the school. Every possible contact like this is worth while.

Open School Nights often consist of an hour and a half of classroom work followed by a thirty to forty minute program of a light nature. The event should be heavily advertised ahead of time because if it is to be put on at all it should be well attended.

Written Notes. One of the most effective agencies for informing a Board of Education is that of sending written notes in advance of the meeting. These may take a variety of forms, depending on custom and on the characteristics of the superintendent and Board members. At one extreme is the formal sort of communication which is used when the individuals who edit and read are of formal type while at the other end of the scale stands the gossipy kind which brings at times a smile as well as conveys information. The better acquainted the executive gets with the Board the greater is the tendency toward the latter variety. It is hard to stay formal after having stood back to back while the wolves howled round-about, and difficult not to share humor after a joke-telling period at Board meeting.

The form and material covered may also show great variation. Some superintendents use little organization in their notes, while others try to have definite divisions. Some endeavor to give information about almost everything while others list only material pertinent to topics to be acted upon at the meeting.

The writer has always favored the kind which has a definite organization and which informs upon every matter with which the Board should be concerned, as well as can be judged, or in which they would be interested. The author's headings were as follows: 1. General Information. 2. Problems Needing Board Action. 3. Needs of the School. 4. Financial Report and 5. Bills. Under item one was discussed news which was interesting and needed for an adequate picture of school work while item two informed as to problems which should be acted upon at the meeting. Division three was the place where the writer begged for needed materials and supplies or an additional teacher—in fact anything which required the expenditure of money. Under number four the author tried to inform as to money collected, funds disbursed and the present standings of the various accounts. Bill were listed under division five together with their classifications as to budget and financial systems.

It is doubtful if one will very often give too much information in this way. The tendency is decidedly in the other direction. Of course the written notes should not be so long that they will not be read but such a danger is not great. It should be a major aim of a superintendent's philosophy to write just as complete and adequate notes to the Board as he can.

Favoritism to Members. One may grant occasional favors to Board members, but he should never show favoritism toward them. There really is a difference in the two terms. There will be many little things

which an executive can do for Board members or their families without compromising his conscience in any way. He can order books and other goods for them on school stationery thus saving the retailer's margin. He can see that they have free tickets to all school athletic events and entertainments. He can see that they have social and fraternal opportunities. All of these things are natural outgrowths of personal friendship and may be given without any thought that one is doing anything unethical. Such favors are probably due to the member of the Board because he is rendering a service to the community at a very small salary or with no remuneration whatsoever. On the other hand, the Board member is constantly being criticized and condemned. Everything possible should be done, therefore, to make the member's association with school a pleasant one. If this is not accomplished, good Board members will not be willing to keep their connection with the school for long.

On the other hand, there should be no favoritism for members or their offspring. Children of Board Members should not be given higher marks than they earn, nor places in plays and athletic events unless they deserve them. Wives must not be constantly catered to in public places nor members singled out for attention. These things will be noticeable to the public and are sure to result in comment. Many people in a community will be expecting such favoritism and will be on the lookout for it so it is well to lean over backward in this respect. Nor do the Board of Education members want such favoritism. In all of the writer's fifteen years experience in small school administration he never found a single member who wished to be treated any differently than anyone else or who wanted his children to receive favors not granted to others. Without exception, the desire was for the school to treat them and their families just like everyone else. This in spite of the common idea that Board Members and their wives are constantly catered to and that their children can "get away" with anything they want to in school. It is not denied that favoritism is sometimes expected nor that it is sometimes granted. In the opinion of the writer, though, such occasions are much fewer in number than is ordinarily supposed.

In the unusual event that a member expected special consideration the writer believes that he would refuse as diplomatically as possible. It probably would be desirable to explain just how the public would regard any evidence of favoritism and hence why it could not be shown. A firm refusal in the beginning would save much trouble later on. Refuse

one should, though, as favoritism to members or their families will eventually lead to more trouble than a refusal to grant it.

How Much Responsibility? The young superintendent is soon confronted with the problem of how much responsibility that he should assume. He should, of course, be held responsible for the usual administration of the school. Should he feel that he should also take upon his shoulders financial problems such as the tax rate, borrowing money, etc.? Should he negotiate for janitors, insurance and coal?

This is a question which probably can only be answered after one has taken into account individual capabilities of superintendent and Board members and the attitudes and resources of the community. There are school executives who are experts on financial matters, and there are communities which need expert advice very badly. Wouldn't it be a mistake not to utilize the ability of the superintendent if he happens to be a good financial man? On the other hand there are school administrators who are not very good in money matters. In this case the Board of Education doubtless should keep a very tight check on finances.

Superintendents theoretically should be quite good at nearly everything in connection with the school but such is rarely the case and a community should not expect proficiency in too many lines. The Board should decide when it hires a superintendent what kind of man they want and then they should try to get one who will fill their requirements. After that they should give him a free rein in the fields in which he is supposed to function.

It is hard for the writer to see how a man can be engaged in school work and not be interested in instruction and it is equally hard to see how anyone can escape being interested in whether or not the district is on a sound basis financially. This does not mean that the superintendent must be an expert in finances as well as in instruction but it does imply that he will be informed in respect to district money matters.

We certainly should not, however, advise a young superintendent to assume any more powers than the Board of Education wishes him to have. Nearly every Board, even that of the smallest district, expects an executive to be responsible for instruction and for the operation of a school in general. Some of them do not wish the superintendent to have much to do with the money end as quite often this area is recognized as being a natural prerogative of the Board of Education. This is perhaps because most members are business men and hence feel that they are better able to handle finances than a supposedly impractical school man. One thing must always be remembered—the young superintendent should

not get officious. If the Board does not want one to do much about finances, then he should comply readily with their wishes. In the last resort the superintendent must please his employers, the Board of Education. Every change that is made in delegation of power should come only after a slow and gradual process of education.

Summary. Dealing with the Board of Education is largely a problem in human relationships. If the executive is to expect this group to be ready to rise to his defense or that of the school then members must be kept fully informed at all times. Devices which have been successful in doing this are personal contacts, the press, trips, entertainments, visits to school, open school nights, written notes, and the Board meeting itself.

CHAPTER X

ACQUIRING AN EFFICIENT STAFF
SELECTION OF PERSONNEL

Introduction. Perhaps the most important single task of the superintendent is the selection of teachers. A good teaching staff, functioning efficiently, is the back-bone of any school. With the right kind of teachers the school will be a good one even if the superintendent does little except to offer encouragement and to see that necessary books, supplies and equipment are provided. With a poor teaching staff the best superintendent in the world cannot maintain a good situation for the growth and development of boys and girls.

Those Local Teachers. One of the really serious administrative problems in many small town schools is that of the hometown teacher. As a rule, the smaller the community the more difficult the problem becomes because a family and its friends make up a larger proportion of the total population in the small town than in a large one. Alienation of the support of a family and its periphery of relatives makes much more difference in a town of a thousand population than it does in a community of five thousand people because the percentage of the total population is so much greater in the first case.

Not all local teachers are undesirable; in fact probably only a minority could be so classified. The writer has had many local products who were fine teachers, never asked special favors and who did not attempt to use the influence of relatives and friends. On the other hand, it seems to be impossible for some hometown instructors to avoid pulling strings constantly to secure special favors. Families in small communities intermarry so much that a local teacher may have blood ties with most of the town. When one of these clans is accustomed to thinking and acting as a unit a truly formidable pressure group can be built up.

Every small town school executive knows that it is practically impossible ever to dismiss a home teacher in a community of less than ten thousand population, no matter how inefficient an instructor that she may be. Even if the superintendent is willing to risk the loss of his job by recommending such a procedure, the Board of Education will seldom risk their political necks by backing him. Consequently one has to suffer

along with an inefficient local instructor as best as he can, getting what he can out of her by means of tact and persuasion.

Not infrequently, too, home-town teachers ask and receive higher salaries than those coming in from outside the community. Sometimes, in the case of men particularly, special consideration will be asked in respect to promotion to a principalship. In a certain town in Michigan, there have been seven different superintendents in the last ten years. A local boy is serving as high school principal. Related to most of the people in town in some way or other, this young man is "sitting pretty" because his father is president of the Board of Education and an uncle and a cousin are members. No superintendent ever has a chance of getting a recommendation of any importance passed by the Board unless it has previously been approved by the principal. Up to this time, within a year or two after a new superintendent has been hired, there has always been a clash between him and the principal. Somehow no superintendent seems to like being an office boy. The principal has never even been close to being licked. It is always the superintendent who loses his cause and his job. Only the fact that the principal doesn't have his Master's degree prevents him from becoming the superintendent. He is now working in this direction and will be able to satisfy the accrediting agencies in a couple of years. Then he will be superintendent until he makes such serious mistakes that most of his family won't support him. That sort of occasion is probably many years in the future, though.

Most Boards of Education recognize the liabilities of the home town teachers. Some have even tried to resist their employment. With the coming of the war-time and post-war shortage of teachers most Boards had to give in because it was impossible to be at all "choosey" about who was hired. The same situation exists during a period of economic depression when jobs are scarce. The pressure from tax-paying dads to give their daughters employment is just too much for most Board members. Fortunate is the superintendent whose board wants to employ only a part of those local candidates who are available.

How shall the home town teacher be handled? The writer knows only one way and that is to treat them like dynamite. Use every diplomatic means and diplomacy possible, and even then it isn't likely that all explosions can be prevented. Some of the writer's most unhappy moments have come from trying to keep from hiring home-town teachers and from endeavoring to make those work who were in the system. Many sleepless nights of the average small town superintendent come

because families of local teachers are after his scalp because he has rejected or offended a son or daughter.

How Should Candidates Be Located? There are four possible ways of locating candidates for positions. Perhaps the commonest of these methods, particularly in larger communities, is the selection of teachers from among those who make general application without knowing of any specific vacancy. Many superintendents in towns above ten thousand population spent all their Saturday forenoons and much of their after-school time during the spring months interviewing teachers who have asked to be considered for positions. Some of these executives operate on an appointment plan, seeing only those who have previously submitted credentials and who have asked for conferences. Except for positions requiring unusual or special qualifications, these larger cities normally seem to find everyone whom they need by merely waiting for the teachers to come to them. The number of applicants is so great that by choosing the best qualified who apply the school system secures competent instructors.

In small towns, this plan does not seem to work as well. In the first place, the executive receives only comparatively few applications which are not for a specific vacancy. Most experienced candidates look for positions in larger towns where salaries are usually higher and where there is usually better tenure. Only a few of the best teachers really seem to desire to locate in the small communities. Any unsolicited applications that the small town superintendent receives are likely, therefore, to be from teachers who have had difficulty in other positions, who like to move frequently, or who have relatives or friends living in the community. The writer always gave careful consideration to all who applied but was usually unsuccessful in finding good candidates in this way.

Agencies and Placement Bureaus. Commercial teacher's agencies are now regarded by most executives and boards of education as being perfectly legitimate sources from which to secure teachers. This is particularly true when experienced instructors are desired because college bureaus almost always will try to place their recent graduates before they are willing to try to help those who have been in the field for some time. This is perfectly natural because the college placement bureau feels that it must secure positions for its graduates if it possibly can. For inexperienced instructors the college placement bureau is an excellent source but when an experienced teacher is desired the commercial agency almost has to be used by the small town superintendent.

Casual Contacts. On picks up a few tips on good teachers from bookmen, agents, and friends. The teachers who are recommended in this way are usually superior candidates. As a steady source of supply, though, this means of locating teachers is of limited value. Once in a while an instructor is found by this method but most of the time it is necessary to use other procedures.

Searching the Field. In the writer's opinion, the best way for a small town executive to locate superior teachers to bring into his school is for him to search for them. Often really good instructors may be located in rural schools about the village. If these teachers are approched early in the hiring season, it is perfectly ethical to offer positions to them. Most rural teachers remain but a short time in an individual school and most country boards do not expect to hold a good instructor very long. It is not wise, though, for the administrator to wait until June before looking for teachers. He should go out early in the Spring, just as soon as he knows what vacancies there will be. Sometimes one can locate and keep track of a superior teacher for several years while waiting for a suitable vacancy.

Then there are communities smaller than one's own which may be considered as possible sources of teaching talent. A frank talk with the executives of these schools will often bring out the fact that there are teachers whom they feel to be worthy of advancement and whom they would like to see secure better positions.

Visiting Teachers at Work. Whatever the source of information about possible candidates, it is best to visit prospective teachers while they are at work if it is possible to do so. One can tell more about a teacher's ability by dropping in unexpectedly and watching her in action than by hundreds of recommendations. If Boards of Education would, without quibbling, allow traveling expenses to their superintendent and would expect him actually to get out into the field to look for and observe teachers whenever there was a vacancy, they would be doing a great deal to raise the level of instruction in their schools.

Experienced or Inexperienced Teachers? Some small town executives prefer experienced instructors while others feel that it is better to hire good inexperienced teachers rather than the mediocre experienced people that they are likely to secure. The latter theory stresses the small town as a trainer of teachers for cities. It is probably true that cities do secure many of their instructors from smaller communities, but this is entirely ethical if they employ them before the teachers have signed con-

tracts for the next year. Whether a community can secure and hold good experienced teachers depends not only on salaries and working conditions but also on desirability of living conditions, distance from cities, etc. If a school finds that it cannot indeed secure good experienced teachers then it should by all means concentrate on those without experience. There is probably scarcely a school executive who won't employ a person with experience over one without it, other factors being anywhere near equal. Nearly all beginners make mistakes which are embarrassing to the administration or they need help on discipline or some other phase of teaching. The executive feels that he must give a lot of help to the inexperienced instructor while the one with experience is usually equipped to step directly into the classroom ready to carry on, without asking any odds of anyone. The untried teacher, too, is always a gamble but one usually knows something of the capabilities of an experienced one.

In spite of the best efforts of teacher-training institutions, student teachers never meet conditions as they are in the field. A beginning instructor is untried just as is the neophyte in such professions as medicine, dentistry, and law. One learns his craft largely through analyzed and purposeful experience on the job.

Raiding by Cities. Large cities, probably rightly, take teachers from smaller cities. Wages are usually higher, there is more security, and working conditions are better in large communities. Small towns really should be able to hold their good teachers because they need them as badly as the cities do but until they can offer as much as larger communities teachers should not be expected to remain. Even with equal salaries, tenure, and working conditions it is doubtful if the small town can effectively compete against the lure of the metropolis, except in the case of those few teachers who prefer to live in small communities. The bright lights, cultural advantages, and prestige will always represent forces against which it will be difficult for the small town to compete in most cases.

Much as the small town executive hates to see his good teachers leave, he should have no lasting regrets at serving as a training school for cities. The instructors are bettering themselves and his school is receiving prestige because his teachers are desired by large communities. It is thus really a compliment to the small town executive to have his instructors hired by large cities.

The only "fly in the ointment" lies in the fact that cities often do not hire new people until late in the Summer. Budgets nowadays are not

fixed until late Spring and plans for the next year proceed slowly. One seldom hesitates to release a teacher from her contract in June or July because there is then lots of time left to employ someone else. What shall be done, though, if a good teacher receives an offer late in August? Shall she be released?

Most cities are not unfair about asking release from small town obligations. Usually they will not make an offer late in the Summer until they have consulted the school to which the instructor is under contract. Generally something can be worked out which is fair to all concerned. For example, a large city can usually place a substitute in the position until the small town superintendent feels that he can spare the teacher. If only a week or two remains before school starts, it is often possible to arrange to keep the teacher in question for a couple of weeks until her place can be filled. Cities are usually reasonable about an arrangement of this kind. It seems to be unfair to stand in the way of a teacher's advancement and one always wonders if instructors who are held to their contract won't be resentful over being denied an opportunity to go to a city. If turned down, perhaps, they would not be much good that year anyway. Sometimes filling positions in a hurry is difficult and sometimes one secures people who aren't nearly as good as the instructor who is leaving. In the long run, though, it is undoubtedly better to release teachers whenever they can better themselves.

Non-Instructional Employees. Such non-instructional employees as the clerk, engineer, janitor, and bus driver are almost always discovered through local sources. They are of great importance in the success of any school. Usually they are local residents who apply for a position or who one hears about from Board members, patrons or friends.

STANDARDS FOR SELECTION OF PERSONNEL

College Record. Studies show little correlation between academic marks and success in teaching. These statistical reviews thus agree closely with the experiences of most administrators. College marks seem to mean very little in the prediction of teaching success. Reports on student teaching and other activities with children do, though, have considerable predictive value.

The writer well remembers one example that he had of this generalization in regard to college marks. A prospective fifth grade teacher had excellent credentials filed with the teachers agency. A person of considerable teaching experience, this instructor had apparently done very good work in every school in which she had been located. A personal

interview indicated that the teacher had a dynamic, well-adjusted personality of a type very suitable for classroom work. The writer wrote her college twice for a transcript of her academic record but for some reason this record failed to arrive. Finally, afraid that some other school would grab this excellent-appearing instructor, the writer took a chance and recommended her for appointment. The day after the teacher sent back her signed contract, the college transcript arrived. And what a record she had made! Mediocre in the extreme, the credit-sheet showed the instructor had made barely a C average. No reports on student teaching were included. The instructor would easily rank in academic marks in the lower third of her graduating class. The writer thought that he had made a very bad mistake, but apparently nothing could be done about it. This teacher, though, was very efficient from the beginning and improved steadily in service. Eventually she became one of the best elementary teachers in the school. She had a fine personality and excellent social qualities. She wasn't a brilliant girl but, apparently, a high degree of scholarship is not needed for teaching. A person with mediocre academic ability can keep ahead of youngsters in subject matter if she is willing to work. After this experience the author did not pay much attention to the academic marks on college transcripts.

Recommendations. Of scanty value are most of the recommondations that are written to go into the placement folders. College professors know little about a student save in regard to his academic ability which, as we have indicated, means practically nothing. Often professors cannot even recall the face of a candidate but must consult their class books of previous years in order to write anything at all. With students passing through their hands at the rate of two, three or four hundred a year it is not surprising that only the ones with exceptional personalities make any sort of impression.

Usually reports on student teaching are quite valuable for prognostic purposes. Critic teachers know good teaching when they see it and do not usually hesitate to give an accurate evaluation of the candidate's strengths and weaknesses.

The recommendations of most superintendents, principals, and county commissioners are of questionable value. Many school executives are poor analysts of instruction. Some base their appraisals on such factors as success in extra-curricular events, popularity in the community, neatness, regularity of reports and whether the teacher is liked by the students. Some will never write any sort of negative report on a teacher because of humanistic reasons. Then there are those

superintendents who will write the most glowing accounts of an instructor's work in the hope that she will secure another position and so they will be saved the danger and unpleasantness involved in dismissing her. Lastly, there are some, among whom was the writer, who had one or two unpleasant experiences following the making of an objective analysis of a teacher's work and who do not care to take such a risk in the future. On two different occasions superintendents in larger communities read to the candidate the appraisals that the writer had made of their work. In each case there were negative features involved which made enemies for life of the instructors. Not only did these teachers take the writer to task but they also went about the community telling folks that their chance of earning a livelihood had been ruined by a very unfair and opinionated superintendent. Following these experiences, the writer no longer wrote anything negative on a reference slip. If he could not reply favorably, the slip went into the waste basket. Judging by his own experiences the writer does not regard the letters in a candidate's folder as being worth very much.

A practice which does often yield results in respect to recommendations is to check them by writing to the executive concerned. Often quite a different picture will be called forth by a perosnal letter requesting information because the administrator believes that the chance of his words being broadcast are very small. This is particularly true if the executive is known personally. One's friends are not likely to give a "bum steer."

Perhaps of the most worth of all letters are the ones that are dug up from unlisted references. A superintendent or principal whose name is not found in the list submitted by the candidate, an executive in a neighboring community, or a friend who will do a little quiet sleuthing are all valuable. Usually one secures a true picture from these sources. Recommendations signed by board members are often worthless in regard to teachers as there is little or no first hand knowledge of the instructional practices of the candidate. Board members, though, can often make very good analyses of the work of executives because they come into quite close contact with them and because financial, managerial and executive functions are much easier for them to judge than is instructional success. Landladies' letters cannot count for much as these homemakers see only one phase of a teacher's life. Clergymen's rating sheets are looked upon with doubt, too, because the executive knows that the churchman is probably generalizing as to the teacher's efficiency through the use of such criteria as faithfulness in church attendance; willingness to teach

a Sunday School class, sing in the choir or do other church work; and adherence to the tenets held by his particular denomination. Fellow-teachers too, must have their letters discounted at least fifty percent because the executive knows that only the candidate's particular friends will be asked to add to the placement folder.

The Personal Interview. Rightly or wrongly, many school superintendents feel the personal interview to be their best method of appraising a candidate's fitness. Many executives develop very shrewd methods of sizing up a candidate's earnestness, appearance, dynamic qualities and general personality. With personality regarded by many as the most important factor in teaching success, the interview assumes an added importance. The rules applied are mostly rule-of-thumb although the writer worked out a rating scale which he used with some success. It appears in this chapter.

RATING SCALE FOR APPLICANTS FOR TEACHING POSITIONS

I. Interview—50 points maximum.

	A, 5	*B*, 4	*C*, 3	*D*, 2	*E*, 1
General appearance and dress—5					
Speech—5					
Vitality—5					
Imagination—5					

	A, 5	*B*, 4	*C*, 3	*D*, 2	*E*, 1
Pleasantness—5					
Coöperativeness—5					
Emotional control—5					
Originality—5					
Versatility—5					
Persistence—5					
Total points					

II. References—Looked up from unlisted sources. No rating on each item—Allow 50 points maximum.

A. Superintendents who have not been listed.

B. Principals who have not been listed.

C. County school commissioners where they would have knowledge of teachers work.

D. Other teachers in the system known by investigator.

E. Follow-up letters to persons having letters on credential list but whose names are not on list of references.

Total points.....

III. Application Blank and Letters—25 points maximum.

	A, 5	*B*, 4	*C*, 3	*D*, 2	*E*, 1
A. Originality—5					
B. Use of English—5					
C. Facility of expression—5					
D. Neatness—5					
E. Accuracy of statement—5					
Total points					

IV. Credentials from agencies or placement bureaus—50 points maximum .

	A, 10	*B*, 8	*C*, 6	*D*, 4	*E*, 2
A. Genuineness of praise—10					
B. Things not left unsaid—10					
C. Overpraise lacking—10					
D. Reputations of writer of references—10					
E. References from school people not ministers, other teachers, or friends—10					
Total points					

V. Adequacy of preparation—25 points maximum.

Formal training in excess of minimum requirements (extra years of college, Summer school attendance, etc.).

maximum—15.

Social factors which might make for success in the community such as having a charming wife, being a good mixer, etc.

maximum—5.

Special abilities not needed directly in the position such as musical or artistic talent, willingness and ability as a reader, etc.

maximum—5.

Total points.....

Recapitulation

I. .....
II. .. ..
III. .....
IV. .....
V. .....

Total.....

Rating:

A—180 to 200
B—160 to 180
C—140 to 160
D—120 to 140
E—below 120

Final rating.....

A word of warning should be sounded in respect to the interview. Some candidates talk glibly but are shallow, others present a good appearance but afterward turn out to be lazy and still others are vivacious while applying but lifeless forever after in the classroom. Some candidates are bashful and do not appear to good advantage unless carefully drawn out. In the classroom this timidity may fall off like a cloak with the teacher becoming just as self confident and assured as one could wish.

Executives need to handle the interview with care. Every candidate should be made to feel at ease with special help being used with the timid ones. At the least one can be pleasant and considerate. The candidate is going through enough of an ordeal without being treated with unkindness or discourtesy.

Visiting the Candidate at Work. The writer has already indicated his belief in the advisability of watching the candidate teach in his own schoolroom. The executive can be fooled even here but this is the surest means of judging of which the writer knows. At the best some mistakes in hiring teachers are inevitable because there is no sure means of appraisal. The writer felt that when he only made mistakes on one in ten instructors that he was doing very well. The errors have to be charged off to profit and loss and corrected the best possible way. Bringing in a poor teacher is a bad thing for the school system but, apparently, there is no way of avoiding an occasional mistake.

Janitors. These employees need to be selected at least as carefully as teachers, and perhaps even more carefully. Fortunately one can always find out something about past records because janitors and engineers are invariably citizens of the community who are known by nearly everyone. The principal thing that must be guarded against is the undue influence brought by some Board Members or prominent citizens who may have a relative or friend whom they want to have appointed.

First of all, one wants a man of good moral character. It is taking too big a chance to hire anyone who has any sort of reputation toward licentiousness. With young girls about, one can't accept the responsibility of being constantly on guard about a janitor or engineer. The writer once felt that he had to reject an applicant who had been accused, many years before, of taking liberties with young children. There had been no recent accusations and the original charge may not have been true, but it didn't seem wise to run the risk.

Then there is need for employing a person who will be courteous to pupils, teachers, patrons and visitors. A crabby individual will give the school a bad reputation as well as have a tendency to make it an unhappy

place in which to be. One wants, too, a man who is industrious and not afraid of working overtime in an emergency. Many times work has to be done at unforeseen hours.

Efficiency is difficult to judge but one can make a fairly accurate evaluation from the way the candidate has performed on other jobs in the community.

Neatness of dress and of workmanship are other desirable characteristitcs. A custodian who is always clean and neatly dressed sets a good example to the children. If his appearance is prepossessing he will probably keep the building neat and clean, too.

Perhaps most important of all, an executive needs a janitor who will be loyal and who will not gossip. Coming in contact with a stratum of society seldom met by the teachers or superintendent, the janitor can do much harm through loose talk or disloyalty. On the other hand, if a janitor is loyal and kept properly informed he can be of an immense amount of good to a school superintendent.

The Office Secretary. All school administrators with any great amount of experience are united in considering their secretaries one of the really important factors in their successes or failures. Efficiency in typing and shorthand is far from being the only consideration although its importance should in no way be minimized. To have a young lady who reminds one of engagements to be kept, of duties to be carried out and of work to be done is a consideration of much importance. To have, also, a girl who does her work efficiently, who is dependable enough to have many details delegated to her, and who is always on the job doing her best means a great deal to any superintendent.

Not less important is the quality of loyalty, as a secretary who would say even little things against her superintendent would harm him immeasurably in the eyes of the public. Because all superintendents make mistakes, any secretary could find things to tell which would do an immense amount of harm. When gossip comes out of the office itself, parents and patrons cannot be blamed for believing it.

Receiving visitors cordially is another very important duty of the secretary. A girl could be efficient in the extreme in her office work, loyal as a Springer spaniel and still fail to be a good investment if she could not or would not meet people well. A discourteous secretary projects anger upon the head of the superintendent and gives a bad impression of the whole school.

The superintendent's secretary should have personality and poise and be an efficient worker. She should be reliable and loyal to a fault.

She should have almost everything and be paid accordingly. The writer would trade, any day, three or four good teachers for an efficient secretary of the type described.

The Bus Driver. Selection of a competent bus driver is also not a simple process. As in the case of the janitor, a man must be hired who has had no philandering record in the past and who has no such tendency at present as well as one can judge. It is dangerous to have as bus driver any person who might be questionable in his dealings with young boys and girls. Because of the safety factor involved, even the friendly glass of intoxicant at any sort of public tavern or dispensary should be forbidden during the day time. Smoking while on the job is probably not wise for the bus driver any more than for a teacher.

Hiring a careful driver is more essential than employing one who will keep to his schedule no matter what may be the condition of the roads. Most communities feel that a mature man is better for this purpose than a high school pupil or a man under thirty years of age. Use of students as drivers will be discussed later on under bus problems.

The administrator, in selecting a bus driver, uses mainly the individual's reputation in the community. If the general report is one of carefulness, good moral character and dependability, one is usually safe in offering employment. If, above that, the individual is not too much of a talker an employee is probably being secured who will render excellent service. A gossipy driver is nearly as bad as a talkative janitor, because the bus man will hear many little reports, particularly from the mouths of children, which if repeated would not sound well to the general public who do not know that children many times exaggerate, particularly if their own cases may be bettered.

MANAGEMENT OF PERSONNEL

Delegating to the Clerk. It should be said at once that the office secretary becomes in many respects the superintendent's second self. To her should be delegated every sort of routine affair which she can handle efficiently. What can be given her to do will depend somewhat upon the local situation, the secretary's abilities, and the exigencies of the particular time. A suggestive list of some of the duties that might be delegated to a clerk has already been given.

Delegating to Other Officials. In small schools most of the administrative work is done by the superintendent. Most of the duties delegated to other officers are of routine nature. Again, the local situation and the ability of the personnel determine what can be delegated. The

writer found that he could delegate attendance work and much of the high school discipline to attendance officers, girls' problems of conduct and adjustment to the dean of girls, and most athletic affairs to the athletic director. Beyond these, he did not find it expedient to venture very far. Administrative policies of all kinds were, as far as possible, established by the entire staff.

Delegating to Faculty Committees. The author was never able to get faculty committees to function very well except at irregular intervals. Teachers were busy and always seemed resentful at any added work. Apparently they preferred that the superintendent do most of the administering. Good results were obtained from special committees on textbook selections, rules for parties, regulations for assembly programs, and similar non-continuous affairs. Standing committees never seemed to function well but, perhaps, that was the fault of the writer.

Locating Substitute Teachers. In normal times there are plenty of applications for this kind of service because there are married women holding certificates who are not eligible for or do not care for regular positions. The case is one of separating the chaff from the wheat and yet not making too many enemies. Sometimes one has to go out and search for substitutes but usually this is not necessary. On some occasions, the writer has found it necessary even to go to neighboring communities for substitutes.

Whatever may be the situation, a list of qualified substitutes should be built up. This list contains names, addresses, telephone numbers and positions for which the substitute is qualified. Even if there are only five or six people concerned, it is better to have a list than to attempt to carry this information in one's head. If there is a large number of qualified people, a list is an absolute necessity if for no other reason than to be able to show those who complain that they haven't been receiving calls that they really are on the list but that there just haven't been vacancies in the work for which they are qualified.

Calling Substitutes. A number of considerations govern the calling of substitutes. If calls were made entirely on the basis of efficiency, important though this factor is, one or two people would get most of the work in small schools. Actually, it is well to give some calls to everyone on the list if only so that they will be willing to come when a great many teachers are absent at one time because of an epidemic. Substitutes won't put themselves out to oblige if they get only a call or two a year and if they know that they are given employment only when no one else is available. It is necessary to keep a sufficient list of substitutes to care

for all but the most extraordinary emergencies. If one is to have this list he must give some employment to all although it is usually possible to favor some of the more efficient by giving them more days of work than the ordinary ones.

Frankly, from another point of view it is best to pass around the substitute work. It is one way of keeping people satisfied. Ex-teachers who become disgruntled can become the severest critics of the administration. If some employment is given these ex-instructors, they will usually be supporters of the administrator or, at the worst, will say little against him because of fear of losing the money that they are receiving. It is recognized that there may be severe criticism of a statement like this. Never did the writer let this criticism influence his selection of a regular teacher. Substitutes, though, can accomplish very little constructive work because they are unfamiliar with the children, the methods, what has been accomplished and what is being attempted so that their efforts usually keep the children off the streets and not much more. This being the case the public relations consideration seems to more than outweigh the infinitesimal benefits that accrue from always calling the more efficient substitute teachers.

Pay of Substitutes. On the basis of accomplishments, most substitutes would receive very low pay but from the standpoint of accommodation they are entitled to good remuneration. One Board of Education with which the writer worked, always argued that substitutes should receive more than the regular teachers because they were called on short notice and often had to leave housework undone. It was some time before this theory could be dissipated.

Another Board of Education insisted that substitutes be paid exactly the same wages as the teachers whom they replaced. There were high school teachers then receiving all the way from $200.00 per month, or ten dollars per day, to $300.00 per month or $15.00 per day. Substitutes, as a result, were paid very unevenly, yet presumably rendered about the same service when receiving the ten or eleven dollars as when being given fifteen. It got so that the substitute would always inquire, when called, whose place she was to take and how much she would get. We even had ten dollar jobs turned down so that the teacher could wait for a fourteen or fifteen dollar one, which was expected to develop soon, and there was jealousy and competition among the substitutes in regard to the better-paying places. Finally the board was made to see the situation in its true light and this plan was abolished.

Substitutes need to be paid a standard wage per day. The amount usually is about that paid the teachers at the bottom of the scale. Thus, if A.B. degree teachers are started at $2400.00 per year, a fair pay for substitutes is twelve dollars per day. Because the high school day is longer, and more preparation is required to step into this kind of work, there may be justification for paying a dollar more per day for substituting in the upper grades.

JUDGMENT AS TO EFFICIENCY OF PERSONNEL

Rating Cards. These forms are of very doubtful value in rating the efficiency of employees. In the first place, a teacher can be almost an absolute failure in some phase of teaching such as classroom management and still receive a fair to good rating because of over-valuation of other items. Perhaps her classroom management is so poor that the instructor cannot be retained but there she is with a passing grade on the rating scale. Conversely, a teacher may rank so poorly in several items as to have an inferior rating and yet she may possess a number of qualities, such as a dynamic personality, which make her an effective instructor. In both cases, the executive must of necessity twist the rating so that it will give the results wanted. The administrator makes the ratings come out the way that he wants them to, anyway, so the best that one can say is that rating sheets make the superintendent think through the qualities that he is looking for in a teacher. As any sort of final answer in respect to instructional worth, rating scales are almost worthless in the opinion of the writer.

General Judgment. Appraisals of worth are made on little impressions. A class doing well on a number of occasions, a pleasing personality, reports always in on time, strict attention to duty, lack of complaints by children and parents, willingness to take on extra tasks and success in extra-curricular activities are some of the criteria that most executives apply. These are probably about as effective a basis as can be found. Probably most administrators do not observe classroom work enough or watch as closely as they should when they are seeing the class in session. Superintendents tend to overweigh little impressions such as those mentioned and to underweigh the usual work of the classroom. The writer has had teachers who were positively rude to him on occasion, who were always late with reports and whom many children did not like because strict standards of work were demanded. Some of these instructors did excellent work in the classroom according to almost any basis of judgment, and they were rewarded accordingly. It was

an effort for the writer to overlook the more or less personal factors, but it was done, as it would be done by most executives. With a note of warning about under-weighing classroom work, the author accepts general judgment as the best way of evaluating the worth of a teacher in a small community.

Teacher-Records. Records are of assistance in evaluating the worth of a teacher only as they show tendencies from year to year. For example an instructor who has been weak, over a long period of time, in socializing classroom procedures has a tendency that needs to be carefully thought through. The teacher who has always received a low rating in several important things year after year is of doubtful worth to the system. Records need to be scrupulously kept because they indicate growth and repeated weaknesses and because they show the basis for retention, promotion and dismissal.

GIVING TEACHERS OPPORTUNITIES

Opportunity in Administration. As has been mentioned, every effort should be made to make administration function through democratic processes. The staff as a whole should be encouraged to participate in every sort of group activity. We cannot expect teachers to be democratic in their classrooms if we do not set an example in administration.

Functioning in School Organization. Occasionally one finds an instructor who is a "hound for work." This type of person will gladly advise the Hi-Y Club, serve as faculty sponsor of athletics and do similar things. This sort of teacher should be, and is, recognized by being given every sort of responsibility. Such fine energy should never be allowed to go to waste.

Pushing into Community Affairs. Most teachers resent having to do very much in the way of community activity. They feel that it is an imposition to ask a great deal of this sort of thing on top of their regular work. One must accordingly use discretion in asking the instructors to do too much in the way of out-of-school duties because school work may suffer and the teacher may definitely be over-worked. This is true particularly of teachers of music and dramatics, who are called upon constantly to furnish vocal and instrumental numbers, readings, and plays for community activities. These instructors often need to be held back and protected rather than to be pushed ahead.

Elementary teachers and some of the high school instructors sometimes lack sufficient social contacts, though, and will enjoy working in a service club, the woman's club, a lodge, a church, or a social group.

Public relations are benefited and the teachers really have a good time. Many times the executive, with his wider range of acquaintances and friends, can suggest the names of teachers to leaders of various groups. Contacts of this sort brought to some instructors enable them to render more adequate service to the community and to live happier, better-adjusted lives.

Opportunities in Professional Groups. The executive can similarly often push his teachers into positions of responsibility and activity in professional organizations. Not only can he take them to meetings but he can suggest their names at suitable opportunities. Meetings of local groups of the American Education Fellowship, State Teachers' Association and Regional Round-Tables are examples of what the writer means.

Dismissal of Employees. Thus far we have dealt entirely with the positive side of personnel management. There is a negative side, unpleasant though it may be, which we should discuss. What does one do when he has done everything possible to help an employee to improve, but he is still detrimental to the welfare of the school system so that his dismissal is required?

First of all, the executive secures plenty of evidence in written form. He writes letters to the candidate setting forth short-comings. He keeps a carbon copy, of course, of all letters. He uses rating sheets, although these are of doubtful value, and he visits the classroom many times, making careful records of each visit. Never let it be said by a teacher that he was dismissed by an executive who had been in his room only once or twice that whole year!

Warnings are given early in the year, both by letter and verbally. After the letter has been written it is best to supplement it with a conference. The teacher knows that his work is unsatisfactory and that he will lose his position unless there is improvement. All criticisms and suggestions are carefully kept on an impersonal plane and every effort is made to make the teacher feel that fairness has been shown.

When the final step comes, before the Board meeting which will offer contracts for the next year, the one who is to be dismissed is advised orally to resign and hence not to be a candidate for reappointment. If the teacher will do this and sign a written statement to the effect that he is not a candidate, most undesirable publicity is avoided. The Board of Education may ask some questions which sometimes cannot be avoided and they may suspect that something is wrong, but usually they do not push questioning too far. Ordinarily few other than the superintendent

and candidate are sure of what has happened. Many teachers are "eased out" in that way with a minimum of hard feeling and disgrace.

When the candidate fights dismissal, perhaps even demanding a hearing before the Board of Education, all the "dirt" is bound to come out. One must simply marshal his evidence and stick by his guns no matter what happens, even if there be student strikes and other disorders. This is the hard way which, fortunately, happens very seldom. Children must be protected from inefficient teachers at any cost.

Some teachers accept dismissal very philosophically and without much open resentment. Others are frankly and openly angry and tell their friends and acquaintances all about it. In any case, there will likely be some reverberations in the community because all teachers have some friends. That is one of the difficult things about dismissing an employee in a small community, but it just can't be avoided. If the teacher is very influential locally it is sometimes necessary to build up sentiment for two or three years before dismissal. Athletic coaches are the most difficult of all because they are in a very strategic position with the student and townspeople, particularly if they have had winning teams. The writer once had a coach who kept women overnight in the cottage where he lived alone, who got drunk quite often, who swore at the boys and told them dirty stories. By every count, he was an undesirable influence and yet the boys and many of their parents liked him. The author built up sentiment for three years before dismissing him and, even then, a student strike was narrowly averted and two Board members who came up for election that Spring, pulled through by the skin of their teeth. No matter how poor a teacher is there is no use of trying to dismiss him unless the chances are good that it will stick.

In Conclusion. Selection of proper personnel is, perhaps, the most important duty of the small-town superintendent. Upon his staff depend his own success or failure and the efficiency or inefficiency of the school. Prospective teachers are difficult to evaluate and every sort of legitimate means should be used. Non-instructional personnel is as important as teachers in the operation of the school and should be selected with equal care.

Personnel management is also an important function of small-town administration. In this, fairness, helpfulness and proper record-keeping are of great importance.

CHAPTER XI

IMPROVEMENT OF INSTRUCTION

Introduction. Although the only tenable aim of the entire school in all of its activities should be the better growth and learning of the individuals which it serves, administration sometimes tends to become an end in itself. Certainly when this happens it is not through intention but because someone becomes so wrapped up in mechanics and details that primary goals are forgotten. It is not small school systems alone which sometimes slip into this error.

The purpose of this chapter is to consider some of the principal things that the superintendent of the small school system can do to promote the functional purpose of the school as stated in the previous paragraph.

A Philosophy. Certainly superintendents need to develop, early in their careers, a basic philosophy of the fundamental purpose of the school. Strongly intrenched, such a philosophy will protect them from becoming so engrossed with pressures and mechanics that the primary function of administration is forgotten.

One cannot, of course, develop a philosophy just by willing to do so. Nor can one adopt a ready-made one. A philosophy, instead, usually comes as a result of reading, experiencing, discussion and thought.

Administrators should regard themselves as being primarily teachers. Administration, logically, can be nothing more than an agency furthering the growth and learning of boys and girls. As an end in itself it has no place.

Throughout the college program of training in administration much attention should be given to courses emphasizing methods and means of furthering the desirable growth and learning of boys and girls, not to the neglect of basic courses in administration but as an essential part of the training program.

Institutions offering graduate programs in administration have been to blame for much of the basic lack of philosophy on the part of the administrators. The fashion has been to offer courses in such areas as social interpretation, child accounting, finance, personnel management, community relations, and finance to the exclusion of work in human growth and development. Not that the first courses named have no value but that they are only part of a desirable training program.

As leaders' conceptions of administration have changed, different emphasis in the training program begins to become apparent. It is now being realized that the college course is probably not the place to teach the mechanics of financial control, of publicity, of personnel management and of pupil accounting. Such mechanics may best be learned on the job, possibly with the assistance of field courses, once the basic philosophical patterns have been developed.

A Plan of Improvement. Knowledge of the mechanics of bettering the growth and development of human beings is of far less importance than a basic desire to contribute to such ends, and the ability to recognize good and poor conditions. We of the older generation of administrators were drilled in classroom supervision, the making of salary schedules, record keeping and public relations. Now we know that growth and learning are improved through leadership, understanding people and the ability to participate democratically in group activities. We were formerly concerned only with what took place in the classroom rather than all of the contacts and relationships of the waking hours of the individual.

Rather than an inflexible plan it is best to have one which allows for special conditions and happenings. Boys and girls grow and develop through every contact in life, not just those that are planned for them.

Written Materials. Teachers should certainly be informed regarding the basic philosophy which has been developed for the school system, about approved method of handling routine procedures and in respect to special problems indigenous to that situation. Bulletins are one of the best means of conveying information since most of us learn better through the eyes than the ears. All written material should be prepared as far as possible with the assistance of teachers.

The Annual Bulletin. Small town schools find that the annual bulletin is quite valuable. The sample given below consists of the headings which were used by one school in its annual teacher's bulletin:

TEACHERS ANNUAL BULLETIN

TABLE OF CONTENTS

I. The Purpose of the school
   A. Who are the schools for?
   B. The place of the teacher
   C. The place of non-instructional employees
   D. Functions of administration

II. The Goals of Instruction
- A. The concept of the whole child
- B. The classroom as a place to live
- C. Contributions of subject matter
- D. The function of guidance
- E. The place of the extra-curricular
- F. Health problems
- G. Attitudes and ideals
- H. Personality development
- I. Social adjustment

III. Relationships with the Community
- A. School life based on community life
- B. Community participation in school activities
- C. The curriculum and the community
- D. School participation in community affairs
- E. The teacher and the community
- F. Keeping the public informed
  1. Athletics, debates, forensics, dramatics, teas, open school nights
  2. The school paper
  3. The town paper
  4. The school annual
  5. Notes to parents
  6. Reports to parents
  7. Information given to children
  8. Teacher participation in community events
  9. Pupils as entertainers

IV. Relationships with Colleagues
- A. The danger of gossip
- B. Too narrow interests
- C. Cooperation in work units
- D. Cooperation in guidance

V. The functions of Administration and Supervision
- A. Better service to children
- B. Help-not hinder
- C. Provide continuity
- D. Advise as to innovating practices
- E. Provide needed materials and supplies
- F. Cushion from the public
- G. On-call visitation
- H. Appraisal function
  1. Teacher self-rating
  2. Pupil rating
  3. Administrative rating

VI. Professional Improvement
- A. State and National Organizations
- B. Teachers meetings
  - 1. Schedule for
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- C. Pension plan
- D. Visiting days
- E. Plan books
- F. Professional library
- G. Professional magazines

VII. Facilitation of Instruction
- A. Visual aids
- B. The main library
- C. Classroom libraries
- D. Use of magazines
- E. Special equipment
- F. Work of special teachers

VIII. Administrative Details
- A. Hours for teachers
- B. Home visitation and reports
- C. Bell schedule
- D. Enrollment and dismissal of children
- E. Absence and tardiness of pupils
- F. Care of school property
- G. Ordering of supplies
- H. Teachers' certificates
- I. Handling of text books
- J. Book lists
- K. Opening exercises
- L. Fire drills
- M. Rules for school parties
- N. Disciplinary cases
- O. Excusing children early
- P. Solicitors and agents
- Q. Appearance of buildings and grounds
- R. Substitute teachers
- S. Gymnasium and auditorium schedules
- T. School activity funds
- U. Janitors' schedule
- V. The first day's schedule

Periodic Bulletins. Some schools follow the practice of issuing bulletins at periodic intervals, such as once a month or once a week. Often these are sent out only when there is a particular need for them. They then tend to be purely administrative in type.

Periodic bulletins, though, may cover instructional problems and methods, as well as announcements. Granted that those bulletins often do not do more than serve as a source of information as to coming events, there is no basic reason why they could not be made to assist the teaching program. Thus each of them could contain a section devoted to instructional matters.

Classroom Visitation. Sentiment seems to be turning against having a great deal of classroom visitation by school administrators, the theory being that such visitation is inclined to produce a dictatorial type of teacher and a totalitarian kind of school. Nevertheless the writer still believes in classroom visitation so that the executive can judge the sort of work being done and, possibly, give assistance in some cases. After all administrators are held responsible for all that takes place in the school. Teachers do not mind classroom visitation if it is done in a spirit of helpfulness rather than of criticism. The writer can see no reason why classrooms should not be visited just as are the halls, lavatories, gymnasium and boiler room. So in spite of the cries of "inspector," the author still believes in visiting classrooms and in helping the teacher if there seems to be a need for assistance.

To be most effective, classroom visitation should be followed by a conference with the teacher. This should take place the same day as the visit, if possible. In practice, one can't always make a contact with the teacher that day. Sometimes there are meetings scheduled for after-school time, or callers occupy all available time or the executive or teacher has to leave the building early. Most administrators find it difficult to be away from the office during after-school hours. While the executive should try to have a number of conferences with each teacher throughout the year, he often will find it impossible to schedule one after each visit to the classroom. The number of classroom visits of the administrator per day is often as many as four so obviously there could not be conferences after school, if this many visits were made, with each teacher whose work had been observed. In practice, it is often effective to drop a word to the teacher in leaving the room. The writer has sometimes found it possible to have a few words with the teacher while she is in the hall before school in the morning or at noon or between classes. This does away with the necessity of a formal conference and it may be just as effective. Often no comment or conference is necessary—just a smile to indicate a task well done.

On-Call or Planned Visits. The trend in supervision is definitely toward on-call rather than planned visitation. Few, if any, of the writers

on supervision now advocate the latter. In practice, though, planned supervision is probably much more common than on-call.

Undoubtedly the outstanding present development in both administration and supervision is the trend toward democracy. So commonly are democratic procedures advocated that there seems to be little doubt of their wide-spread adoption.

In our school activities as well as in our general lives we Americans are inclined to embrace the new very quickly and with little thought. We like to be "in line with the times." As a result we are a nation which adopts catchy slogans without knowing what they imply and give lip-service to half-understood movements and panaceas. In the social and political fields is seems that anyone with a glib tongue and catchy slogans can acquire a following.

In the opinion of the writer, the Progressive Education movement was ruined by too many partly informed teachers climbing on the band-wagon. The founders and latter leaders had many things read into their writings and utterances which were never intended. As a result most parents and teachers are allergic to the word "progressive education." A potentially fine movement has been partially ruined by the uniformed excesses of some of its followers.

It would seem that it is unwise for young administrators to adopt uncritically the new movement in supervision in all of its ramifications. The author is fairly certain that democratic participation in all school affairs is worth-while and that better educational service will result from it. He is also sure that it should be adopted gradually or it will not work well. Although still largely untried on a large scale, democratic participation has worked well in selected, rather small systems, having enthusiastic well-trained personnel. That it would break down if attempted in a situation where the personnel is unenthusiastic, poorly informed or poorly trained would seem to be likely. Another potentially fine movement could thus easily be ruined.

Not only could the democratic participation trend suffer injury by premature adoption but the service rendered to boys and girls could be harmed and the administrator himself could lose his head. The writer knows of a situation where the superintendent was dismissed because the school had gone completely to pieces. Every administrative and supervisory plan and procedure was debated by teachers, pupils and parents. None had been properly trained for their roles and the superintendent's leadership was weak. All sorts of undesirable things happened. Pupils called meetings when one of them was reprimanded or punished for

habitual tardiness or for skipping school. Pupils minded no-one at all because they could always appeal any decision to the student council. Older teachers grabbed the small classes and easier groups to handle, leaving the hard situations for the inexperienced. The result was chaos. The final straw was a letter by the university inspector to the Board of Education in which he charged that pupils were learning nothing but lawlessness, immorality and sloth. In this case democratic participation "went to seed."

On-call visitation is one of the plans recommended by those who favor democratic participation. Under this plan supervisors and administrators would visit a classroom only when invited by a teacher. The idea of inspection or "snooper-vision" is thus entirely eliminated.

The arguments in favor of such a plan are many. Casual visits were often at very inopportune times. It always seemed that the supervisor or administrator came at the worst times.

It is doubtful if, at the best, very accurate evaluations could be made by unannounced visits. The teachers and pupils were both painfully aware that the principal purpose of the visit was judgment as to how things were going. Teachers always tried to see that things were done which they thought would please the visitor. If pupils liked the teacher they cooperated. If they did not like him they probably tried to place the teacher in a bad light unless they were afraid of her or of the visitor.

Assistance by the supervisor or administrator was difficult under the plan of uninvited visits. The whole atmosphere was one of inspection rather than cooperation.

Under a plan of on-call visitation, the teacher and administrator or supervisor are virtually partners. Both are working for the growth and development of boys and girls. There is supposedly nothing of the boss and servant relationship. Instead all work together for the welfare of the pupils.

The situation builds up a desire to serve the interests and needs of boys and girls. Under a plan of on-call visitation it is implied that pupils, parents, and teachers all have a part in planning the efforts to further desirable growth and learning.

With the desirability of on-call rather than planned visitation the writer certainly has no quarrel. He hopes that the goal can eventually be achieved everywhere. Throughout years of experience as administrator and college professor, though, the writer has observed the dangers inherent in trying to go too fast in anything. Where this has been done more harm than good has resulted.

In most communities at the present time it would seem to be wise to use a mixture of on-call and planned visitation. Teachers are still relatively untrained in the mechanics of democratic administration. Some of them have little conception of the responsibilities and duties which they must assume under such a plan.

The writer would use the plan outlined above but would work toward the more desirable goal as fast as teachers, pupils and parents seemed to be ready for it. The old saying, "Rome was not built in a day" applies in small town school administration as well as elsewhere.

Visitation Records. No matter when, how and why visits to rooms are made, careful records should be made immediately after returning to the office. The writer kept his supervisory records in a loose-leaf notebook. The records merely stated a few simple facts about the way the class was going. Records need not be elaborate but they are necessary for an appraisal at the end of the year and for self-protection in case the teacher questions action taken in regard to her salary or her status. Never let it be said of an administrator that he recommended the release of a teacher without ever having visited her even once! Such a statement was once made in regard to an administrator with whom the writer was acquainted.

The Professional Library. A professional library can be of great value if it has a good assortment of books and magazines and if it is located in a spot that is readily accessible to the teachers. Many instructors, sad to say, will not go far out of their way to consult a library. It has to be conveniently located if it is to be used. Because of location, the professional library does not usually function well as part of the regular school library. Teachers do not go to the regular library a great deal unless they are assigned to keep order or unless they go for some definite purpose such as making a list of collateral reading. In these cases, their minds are likely to be on something else so that they do not think of doing professional reading. The best place for the professional library, in the experience of the writer, is in the teachers' lounging room if there is such a place or if one can be made. A room fitted out with easy chairs and davenports, to which instructors can go when they have a few moments of leisure, pays big dividends in teacher-health and instructor-morale. Attractively arranged bookcases and a well-equipped reading table are almost sure to be consulted in such a room as it is very natural for one to pick up a book or magazine during periods of relaxation. If no better place can be found and if there is room, bookcases and a table can be located in the general office near the instructors' mail-

boxes. Books and magazines are likely to be seen in such a location but they are not likely to be read because teachers are usually on their way somewhere when they call at the office.

Books and Magazines. Quality rather than quantity counts in the effectiveness of a professional library. Recent, well-chosen books written by classroom teachers are best received and magazines of practical worth receive the most attention.

Supervision of Extra Curricular Activities. At the present time we believe that children are affected by every contact in their environment. Probably the school is only a part, perhaps a small one, of the agencies which bring about changes in the individual.

Of the actual part which the school pays, it is likely that the classroom does not occupy too prominent a place. This philosophy, of course, is in contrast to the one which has been traditionally held. Unfortunately no one has been able to devise any sort of controlled experiment which would indicate how and where any one individual, let alone a group, receives the contacts which build attitudes, skills, social adjustments, personality development, mental growth and moral character.

For a number of years many authorities have regarded the so-called extra-curricular as being more important than the curricular in aiding the growth and development of the individual in ways which help him to adjust to the society in which he lives. Others have clung to the importance of what takes place in the classroom. But by far the larger number of authorities seem to regard the extra-curricular as being more important. One of the outcomes of this trend has been the inclusion in many schools of the extra-curricular within the regular school day.

Teachers often need assistance with extra curricular as well as curricular. This is as true of hall supervision, if carried out by the teachers, as of coaching athletics or dramatics or sponsoring publications. To date no effective devices have been built to evaluate success or diagnose difficulties in these areas. Instead success is likely to be based upon such factors as games or debates won or prizes awarded. Obviously such means of evaluation are harly consistent with the purposes of education as stated by most teachers and administrators.

Teachers' Meetings. Extolled by most authorities on administration and supervision but cursed by most classroom workers, the teacher's meeting is potentially an excellent means of improving the service to boys and girls. Through a properly organized and run series of such meetings there can be interchange of ideas, formulation of plans and procedures and diagnostic appraisal of results.

That teachers' meetings have often been badly mis-used would be admitted by most educational workers. Certainly this is true if one is to believe most teachers. Any sort of impartial survey with anonymous replies would undoubtedly indicate an overwelming percentage of teachers against such meetings.

Because teachers are against teachers' meetings is, perhaps, no valid proof that they have been useless. And yet one doubts that much learning can take place in situations in which the participants detest the whole thing and attend only because they must.

In the opinion of the writer the fault is not in the agency but in the way it has been conducted. Too often the teachers meeting has been an administrative meeting dominated entirely by the principal or superintendent. Too often teachers have been preached to or dictated to at the meeting. Too often it has been called for the purpose of making trivial announcements or simply because it has been the fashion to have teachers meetings. Too often it has been called at the end of the day when everyone is tired, too often it has dragged on and on and on. What is a potentially valuable device has been misused and debased until even the name is anathema to many.

There are a number of requirements for successful teachers meetings. These are summed up in the following paragraphs.

In the first place, teachers meetings should be called at times when teachers are not tired out. After school meetings should be a last resort, not a first one. Teachers are usually in no mood for a meeting at that time. Not only are they tired but they are often emotionally exhausted. Noon hour meetings are more desirable than after-school ones but often there is insufficient time available. The best time is probably during regular school hours. There should be no valid objection to sending children home a quarter-day early once or twice a month. This plan is being tried in many places. Reports are almost universally favorable.

In the second place, teachers meetings should be brief—seldom over an hour in length. It is best to set a dismissal time at the beginning of the meeting and then stick to it.

In the third place, meetings should be planned by the teachers and carried out by them. Some administrators make a practice of remaining away from teachers meetings so that there will be no danger of administrative domination. This seems to be going further than is necessary. The superintendent or principal, though, should cast off the administrative mantle upon entering the meeting and say too little rather than too much. Let the teachers do the talking while the administrator listens.

Of course there will be times when the superintendent or principal should speak because of special knowledge or because of greater experience.

Lastly and most important, teachers meetings should never be called unless there is a recognized need. Teachers should be allowed to decide on the need. If they don't want a meeting then none should be held. Teachers meetings imposed from above are simply a waste of time. Better never have any than that kind.

The Kind of Meetitngs. Teachers should be allowed to have meetings on topics which they feel should be discussed. Their choice will generally be instructional problems but there will be other topics chosen. Obviously the teachers should do most of the participating. Meetings at which the administrator reports regularly are for him—not for the teachers.

Group Conferences. Many times a great deal of effective work can be done by a small group of teachers having a common interest. The teachers of High School English, for example, usually have many common problems. Again, such meetings should be entirely voluntary. Encouragement, yes—dictation, no. The administrator should attend such meetings only when requested to do so.

Administrative Conferences. At rather frequent intervals it is advisable for groups to get together to discuss administrative matters. Teachers at one end of a hall, for example, may wish to meet to decide what can be done about marking on the walls in that part of the building. High school teachers who supervise dances may gather to discuss the formulation of policies to be used at all such functions. The teachers selling tickets and ushering at athletic contests may meet to decide on what to do about attempted gate crashing and the pupil who always comes without any money.

Summer School Attendance. All teachers need to get away from their local situation in order to see what others are doing and in order to hear what others are talking about. Summer school is one of the most useful devices in attainment of these aims. While it costs a teacher considerable money, it is well worthwhile to the school because it should increase the efficiency of the instructor. Values may not come so much from the class sessions, although a teacher should certainly receive some new ideas from them, as from the informal contacts with others doing the same kind of work.

Teachers may be encouraged to attend summer school by means of individual conferences and through meetings of all the teachers. During the spring the writer was accustomed to throw out many individual hints about attending. Then in May a meeting of the entire staff was called

at which the good and bad points of Summer School were discussed. Again, there should be leadership but not coercion.

One usually meets but one objection, the financial one, during the course of this attempted stimulation. To partly overcome this very valid reason for non-attendance, some schools pay teachers a bonus of from one to two hundred dollars for going to Summer School. If payment for attendance is to be made, it is wise to specify that a full load which is acceptable to the superintendent must be carried and that the institution to be attended must be approved by him. The writer once had a teacher who claimed the bonus after taking one six-week course in an institution of the fly-by-night variety. The bill was paid because no regulations had been laid down but care was taken thereafter to have safeguards. It is also best to indicate that the money will not be paid unless the teacher remains at her present location for all of the next year so that the district will, supposedly, reap the rewards of the expenditure. The actual payment should probably not be made until June of the year following attendance at Summer School.

Conventions. Institutes and conventions may be "sold" in much the same way as Summer Schools, by means of individual and group conferences. Teachers are usually much more willing to attend institutes than they are summer schools because the total cost is much less and because they get a day or two away from the school routine. All teachers should have their expenses paid to a reasonable number of national meetings.

Reports on Meettings. A very useful device to stimulate careful listening and thought in respect to the speeches heard at an institute, a convention or a conference is to encourage reports at teacher's meetings. These should be informal in character and should endeavor to interpret the talks in the light of local conditions rather than to attempt to give complete coverage. Again, there should not be coercion by the superintendent.

Before meetings of the state teachers association, which all teachers attended, the staff of the writer's school got together for the purpose of assigning various section meetings among the different teachers so that no important topics would be missed. By going over the program together in this way, a considerable amount of enthusiasm was aroused and the instructors were stimulated to attend some of the sessions rather than spend all the time shopping, attending shows or talking to friends in the lobbies. The latter means a good deal professionally, in the opinion of the writer, but all the time should not be spent in that way. Talking

with others doing the same kind of work gives one useful ideas but this is not the only source of inspiration.

Visiting Days. A very useful supplementary device for improvement of instruction is to allow each teacher two or three visiting days a year. The plan must be properly safe-guarded by asking that the name of the school to be visited be submitted to the superintendent. There is no virtue in having a teacher visit a school where only routine activity is going on, as such visitation may do more harm than good. It will also be necessary to plan visiting days in advance, allowing the teachers to go at times when their absence will be least felt by the school system. Probably only two or three can usually be allowed to go at one time if proper substitutes are to be provided and if the usual work of the school is not to be too greatly hampered.

Backing A Teacher. Instructors deserve every possible support as long as they deserve it. When backing is not consistently given the morale of the school system is bound to deteriorate. Teachers who know that they will not be supported if political influences enter in or if the pressure gets too great cannot be expected to do their best. Administrators owe it to their own reputations and to that of their schools to back deserving teachers in every possible way.

How Far Should Support Go? On the other hand, no administrator should allow himself to be placed in an illogical position because of the desire to give backing to an instructor. If one supports the teacher, no matter what she has done, he is giving support which is unwarranted and he is taking blame which should not be his. The teacher who slaps a pupil or inflicts corporal punishment without having a witness present, in violation of rules, does not deserve unqualified support although she probably does deserve sympathetic treatment and such excuses as can be made by citing extenuating circumstances. The teacher who makes sarcastic remarks in class or in public about pupils, about religious denominations or social groups is unworthy of much backing. The instructor who creates community resentment by associating himself with anti-social groups, or by having social contacts with people who have poor reputations, or by frequenting places such as taverns and dance-halls of poor repute does not deserve to have a good word said for him. The administrator just picks up undeserved resentment that should be the teacher's if he gives backing for unwarranted and unjustified acts of teachers. To sum up the argument, therefore, an instructor should be given unqualified and intensive support as long as he does not break the established rules of the school or violate existing social mores of the

community. In other words, teachers should be upheld whenever they deserve it. Those who commit rash acts in haste or in anger can be given sympathetic treatment by the administrator, when there are extenuating circumstances, and the blows by the public can be softened by the executive pointing out certain things about the case which warrant more favorable consideration than might ordinarily be given.

Assisting in Classroom Management. From time to time the executive goes into classrooms in which things are not going well. The class may be excessively noisy, there may be aimless moving around, attitudes may be anti-social or other aspects of the room may be in violation of existing thought and standards. Should the executive interfere? Decidedly not, unless things are so bad that he just can't keep out of them. Upon occasion, the writer has stepped in on class management because he could not see things going as they were and not let the youngsters know that he disapproved. This action is so undesirable, though, that it should seldom, if ever, be used. It is much better to have a private talk with the teacher at which time possible procedures for correcting the situation can be worked out and the administrator can offer all the backing that he can consistently give. To interfere in actual class management only weakens the teacher's control still more. In the last analysis, the teacher must take most of the responsibility for management of his or her classes.

How Much Assistance Should Be Given? As has been indicated, the administrator should confine his assistance in disciplinary matters largely to advice and counsel. He can point out desirable procedures to use and can give moral encouragement in every possible way. Further, he can help out with especially recalcitrant children whom he can ask the instructor to send to the office. There are times when youngsters have to be removed from class. The executive should treat these cases with all the dynamite that he possesses, because he must support his teachers and because being sent to the office must not be regarded lightly by students. On the other hand, of course, instructors must not be allowed to overdo sending pupils to the office. If this method of correction becomes to common, the dynamite becomes weakened and any action taken by the administrator loses its effectiveness.

Teachers' Hours. The writer has never been much in sympathy with the idea that teachers are, in general, overworked. Most of them simply will not allow themselves to be overworked, as perhaps is right. On a cold matter of hours of work, teachers hardly rate with most other professional groups. Upon one occasion the writer pointed out to a group of his teachers the fact that most of them were putting in but seven

hours per day for 190 days a year. Few industrial, professional or mercantile workers can have such brief hours. Furthermore, the task, while nerve-wracking, is not hard physically. If one has the right temperament for teaching he will not be particularly fatigued by this kind of work. It is true that teachers must put in extra time when report cards are to be marked or papers are to be looked over. These occasions are not very frequent however. One might well say about teaching as a famous umpire is supposed to have remarked about his job, "It does not pay too well, but you can't beat the hours."

Administrators should be reasonable in assignments to teachers but there is no necessity for too great sympathy. Instructors think they are over-worked, and frequently make remarks to that affect in teachers' meetings. Actually these statements, as far as the writer can find, have but little basis in fact. Most preparation of reports, correcting of papers and preparation for class are done within the time spent at school. Seldom is work taken home by the average teacher.

Helping the New Teacher to Become Adjusted. A new position is always difficult because one not only has to be adjusted to a new job but also to new living conditions and general surroundings. Factors other than classroom procedures probably have more to do with the success of a teacher than do what she does within the walls of the school.

Everything is new to a teacher coming to a strange town. She usually has no place to stay and her first task will be to find places to room and board. It is best to give her assistance in locating these things, rather than to turn her out to find them for herself. A committee of the Parent-Teacher Association can handle this problem well if there is a live organization of this sort. More social contacts can be offered the teacher by townspeople than by school officials, and one of the things that the new teacher needs most of all is new acquaintances. This project makes a very excellent thing for the P. T. A. but if they cannot handle it satisfactorily, a committee of teachers or the superintendent, as a last resort, should take over. The teachers' club, if there is one, will usually be willing to help new teachers become adjusted. In small towns the problems are usually comparatively simple as there will only be a limited number of rooms and boarding places available. Probably the best plan is to ask the new teachers not to make a decision until they have seen all the places that are available so that all housewives who have listed their homes may have fair consideration.

Advice on Living Quarters. The writer often wondered whether he should warn the new arrival against certain homes. Everyone is familiar

with the type in which everything is very smooth when one goes to visit, but where the atmosphere changes when the visitors leave. If the father and mother are always quarreling, the children don't mind well, or the wife is a "gossiper," it will not be very pleasant for a teacher to stay in the home. Probably it was cowardice but the writer very seldom even dropped a hint of warning. Perhaps he should have been more courageous.

There is some advice about rooming places which may safely be given. It is wise to avoid homes having young children or pupils of school age. And it is usually better for a teacher to stay where others of her age are living rather than to live alone, unless the family in the house is unusually congenial. Loneliness probably causes more resignations than naughty youngsters.

Help In Social Contacts. To the teachers who were in the community the previous year should be turned over the main responsibility for helping new teachers make adequate social adjustments. Obviously a teachers' club is the ideal group to assist the new teachers in this respect. A live teachers club will usually sponsor a number of social events at the beginning of the year and have a worth-while program extending throughout the school months.

A problem which the administrator may have to face is whether or not to warn a good-looking feminine newcomer about certain young men in town who bear none too good a reputation. If the teachers' club is functioning it is usually not necessary for the superintendent to say anything as gals are not too backward about discussing men. Anyhow, unless from an unusually sheltered environment, ex-college girls know how to take care of themselves.

Often the school officials, by dropping a judicious word here and there, can get the teachers invited to the Woman's Club, or put on the program of a luncheon club or church organization. Sometimes the doors to a social group may be opened the same way. Everything possible like this should be done, as it gives the new teacher contacts, and helps her to feel at home.

Most of these things make a little work, but they are well worth-while because, if teachers are happy in their home lives, the chances are much better that they will do successful work in the schoolroom.

Who Shall Appraise a Teacher's Efficiency? At the present time there are two points of view in respect to judging of the efficiency of a teacher. One of these holds that a teacher's work shall be evalutaed only by so-called experts. The other is that a lay person knows from occa-

sional visits to the room, and the gossip of his children, whether or not the instructor is doing good work.

These two points of view are apparently about as far apart as the sun is from the moon, although they may not differ so much in the final result. Shall a teacher depend upon a school executive for her position or upon the opinion and vote of the parents? The answer to this question may seem to be very easy. Most of us would reply without a thought that a professional educator is the only one who is competent to judge the worth of a teacher's work. And yet the writer is not sure that the controversy can be settled so easily. Like most questions, there are two sides to it.

The public believes that it can judge of the efficiency of a teacher just as it judges of the efficiency of every other sort of public servant. There is no use denying that the work of judges is appraised at every election, that clergyman's efficiency is evaluated frequently by their congregations and that the effectiveness of physicians is constantly being rated. The public may not always evaluate wisely, but evaluate it does.

It is no less true that the efficiency of dentists, lawyers, merchants, etc. is also evaluated by the public. From whom does a dentist get his fame? From other dentists or from the public? Mostly from the public, isn't it? When we are dissatisfied with the results from one dentist, don't we seek another one?

The writer would be the last one to submit a teacher to an annual election as was once done. He believes that education is much better off with employment vested in a Board of Education. Under the election plan, a little group could electioneer enough to oust a valuable teacher. Still, he believes that there is no question but that if the public of a small town makes up its mind to get rid of a teacher that the teacher will go eventually. And after all, why shouldn't she? The people's money is paying her salary, should they not be able to say whom they want?

After all, is one so sure that the people's judgment is always, or even usually, wrong? Parents appreciate what is done for their children and will speak kindly of the teacher who has performed her tasks well. A good teacher usually means a happy child, although it must be admitted that there are exceptions. If a child is contented, eager for school each day, and seems to be getting ahead, may not the parent be able to judge pretty accurately that the instructor is a good one? On the other hand, if most of the children in the room dislike the teacher and school in general, and do not seem to be learning much, are the patrons wrong in saying that the teacher is a poor one?

We administrators think we are experts in judging of the work of a teacher. Usually we can, too, tell when a lesson is well presented. What about the lazy teacher, though, who "snaps out of it" only when the administrator enters the room? What about the sarcastic one whose barbed darts do not fly when a visitor is present? Everyone knows we have both types in the public schools. One wonders sometimes if we executives really ever get to see the usual work of a teacher.

It all makes one wonder, if, after all, the public does not judge almost as well as we administrators do. Patrons and parents make mistakes, planty of them, but then we do too. For the writer's part, he is willing to stand or fall on what the public—and by that is meant the whole public, not some little offended group—judges that his work is worth.

G. Robert Koopman has recommended that candidates for merit rating be evaluated by committees composed of teachers and administrators both from within and without the system. The writer would like to see this plan tried out on a large scale because it seems to possess definite possibilities.

Standard Tests. Tests obviously have a place in the supervisory program because they can be diagnostic in character. Obviously, though, a teacher should not be judged by the result of tests alone. Many other factors should be taken into consideration, although the results from tests certainly cannot be entirely disregarded in judging of the value of the work that the teacher is doing. Tests are of use, though, mainly in indicating the remedial work that needs to be done and in realigning teaching efforts.

The Superintendent's Ratings. Unless the teacher is on tenure, a rating of some kind must be made of each instructor's work. This may not be in written form but at least an oral judgment, if not a written one, is required before an administrator can recommend a teacher for retention or dismissal as all must do at least during the first years of a teachers stay. It is well-recognized that ratings by one person are not reliable. In small schools there is often only one person available to make a rating. In systems having up to a thousand pupils, or even two thousand, there will usually be but two administrators available to make ratings. It seems obvious to the writer that teachers should participate in the evaluative process. Probably only the older instructors have sufficient background to assist. Procedures for such participation can be worked out, particularly if the district has tenure which makes initial selection and retention beyond the probationary period very important. One plan which has

been tried is to make an older teacher responsible for helping each new teacher and evaluating her work.

The writer feels that the informal evaluations constantly being made by pupils and parents should also be taken into account in making up a rating.

Records of the evaluation should be carefully kept because constant requests are made for statements as to the efficiency of teachers who have left the systems.

Classifying and Promoting. In classifying and promoting teachers a great deal of care must be used because this is a concern which affects a teacher's pocketbook and even her livelihood. One needs to be very exact in setting up standards for teachers and in letting them know what these standards are. In this respect the author again recommends some such plan as that advocated by Koopman.

Good teachers deserve to be placed as high in the classification list as possible as they warrant all the salary that can be obtained for them. Efficient instructors can never be paid enough. They also deserve a kindly and appreciative word from time to time to signify that their services are considered to be worth while.

Teachers should always be given the benefit of any doubt that may exist. If one isn't exactly sure, he should give the higher rating being considered. Ratings and classifications are uncertain at best so that one is committing no great crime in doing this.

Procedure in Dismissal. When the administrator is sure that the teacher cannot render satisfactory service to the district and that she will never fit into the local situation, then he owes it to the instructor to inform her so in a kindly, considerate but direct way. A plan for the dismissal of a teacher in the extreme cases that this becomes necessary was described in the previous chapter. A few elaborations at this time may not be amiss, however. Probably quite early in the Fall, the executive will see signs which indicate that a change will have to be made unless there is great improvement. At once a letter should be written to the teacher and a carbon copy kept. The letter, later supplemented by a conference, points out the unsatisfactory procedures. The idea should definitely be expressed that things must go better or the superintendent will not recommend rehiring. After another month or so, the process should be repeated. The final step of telling the instructor that she will not be re-employed should be taken not later than March or April, so that the teacher will have an opportunity to find another position. At that time the teacher is simply advised not to be a candidate for a position

the following year. If the instructor agrees, her name is not presented to the Board of Education. If questions are asked, the administrator, if possible, "stalls" the Board off with a statement that the teacher is simply not a candidate. If the members insist, more will have to be told but in any case as little talking as possible should be done.

If unsatisfactory teachers insist, their names may be presented to the Board of Education with a recommendation that they not be reemployed. Such procedure brings so much unpleasant publicity that instructors ordinarily will not want to go through with it but would rather step out quietly. About the only exception is when the administrator is known to be on the outs with the Board of Education so that the teacher thinks that she has a good chance of remaining if she carries her protest higher.

Although never a pleasant task, the dismissal of a teacher, if handled in this way, loses much of its emotionalism and hard feeling. One gives the impression throughout that he is doing a professional job in a business-like way and that there is absolutely nothing personal about the decision. The writer has in some cases remained on very friendly terms with teachers whom he has had to remove from the system. One of these individuals was absolutely unsuited temperamentally for teaching high school pupils, although he had lots of academic ability. The author advised him to go into college work and he is now a capable and honored professor. A young girl was an absolute "flop" as an elementary teacher so the writer advised her to marry and give up teaching. She went to the altar with one of the author's best friends. Her family and that of the writer still get together occasionally. There seems not to be the slightest resentment on the part of anyone. Other cases, of course, have not turned out so well. For many people, the loss of a job, even if deserved, has to be projected upon someone!

The Superintendent's Individual Part. Some of the ways that the small-town superintendent can assist others to help boys and girls to grow and learn up to their maximum capacities have been described. Undoubtedly the administrator does his most important work through others because in this way he can extend himself far beyond the limits which he could reach individually.

And yet the small-town superintendent will be, for good or bad, in and of himself a most important factor in the adjustment of boys and girls to their environments. He is not primarily a central office man who knows few pupils as is the city superintendent. Instead he has contacts constantly with youngsters as well as with parents and teachers.

The small-town superintendent may do some teaching. It is desirable that he do so if possible. He needs the contacts and he needs the first-hand experience if he is to help teachers.

Pupils constantly come to him in the office and in the halls. Let us hope few of the calls are disciplinary in nature. In any event many of them will not be because, after all, he is the authority to whom the youngsters will go for advice if he is the right sort.

In all of these situations guidance of one kind or another is given. It may be good, it may be poor or it may be average. The superintendent's influence will be important in any case.

Guidance is not a group of rules, a filing system or a set of procedures. It is much more intangible than that. We shall discuss how the superintendent can develop his innate powers in this respect in a later chapter on training and experience.

In Conclusion. The small town superintendent sometimes forgets his most important job. This one is so important that it must be given careful thought and considerable effort even if something else of more immediate concern has to be sacrificed. Teachers bulletins, teachers meetings of various kinds, individual conferences, encouragement to attend various conventions and meetings are all parts of the program to improve instruction. Teaching will indirectly be benefited through effective rating and classification devices, through assistance to the instructor in the matter of finding suitable living conditions, and by helping the teacher to make suitable friends. Instructors should be backed to the fullest extent possible and should be given all the recognition for good work that is practical. If the teacher just can't be made to fit in then she should be removed as quietly and considerately as possible.

CHAPTER XII

RELATIONS WITH PUPILS

Introduction. Our philosophy in regard to the place of pupils has changed. It was once felt that all decisions about the schools should be made by the staff and the Board of Education. These decisions should be obeyed without question—in fact it was a function of the school to teach obedience. Now we believe that youngsters should assist, in accordance with their maturity, in the making of all decisions affecting them. The function of the staff is to furnish guidance rather than be taskmasters and policemen. The school is regarded as a democratic institution in which teachers, parents and pupils all play a vital part. Not only is it the right of pupils to have a part in government but it is a part of their education. Unless they learn during formative years to make decisions and to accept responsibilities, we cannot expect to have the type of citizens that we want later on.

The superintendent of the small school has a very large part in the functioning of the school as a democratic institution in which all have a part. Relationships between pupils and administration inevitably are close ones. Every child knows the superintendent and this administrator knows the faces if not the names, of all. Looked up to as the "top man" the superintendent is the key person in establishing the tone of the school as autocratic or democratic. In this chapter we shall discuss some of the means by which the superintendent can exert influence toward the latter kind.

Respecting Opinions. Perhaps the most important thing is the acceptance of the new philosophy in which youngsters are made to feel that they have a real part in the operation of the school. We want them to be partners with us and not plotters against us.

How Dignified? The people in small towns usually expect their once-called "professors" to maintain a certain amount of dignity, just as they expect the lawyer, physician, dentist and clergymen to have about them a certain air of learning and wisdom. It does not matter how old the learned person is, he must be dignified. This requirement applies rigorously whether he is a youth with a downy lip or if he is an elderly gentleman with gray hair or no hair at all. Only occasionally is the opposite true. The writer knows of one relatively small community whose superintendent is far from dignified. Relaxed and friendly with

every one he is universally called "Jim." This is as true of the small kindergarten children as of the haughty banker. This superintendent has lived in that community as teacher, high school principal and superintendent for some twenty years. He is universally liked and admired. Certainly no disrespect is meant when the children address him by his nickname. Instead he is recognized as the friend and counselor of all.

Undoubtedly this attitude of respect and confidence by the entire population of the town has been built up through many years of acquaintanceship. If the superintendent were a newcomer, to have pupils call him by a nickname or even a first name would indicate undue familiarity and lack of respect. There doesn't seem to be very many Jims who have devoted their lives to one community.

How Friendly? On the other hand no superintendent needs to hold himself aloof from youngsters. It is possible to command respect and yet be friendly. There is no need for a superintendent to be a "big, bad wolf" just because of his position. Of course if he looks upon himself as a task master and disciplinarian and nothing else then he must see that pupils are afraid of him. Certainly, though, he cannot be merely a figure to be feared if he is to do his best work.

Shooting the Breeze. Most teachers talk too much in toto. Most superintendents tongues' wag more often than they should. Not only do we educators talk too much but we talk about the wrong things. We gossip idly rather than discuss real problems. We do not show the children that we are interested in them as individuals and that we want to help them in any way that we can.

Small town superintendents need to take time to visit with their pupils about vital problems. Advice should not be offered unless asked for but it will be requested if children realize that one is interested in them. Coldness and aloofness may prevent familiarity but they will not promote liking and confidence.

One must draw a line, of course, between the sort of attitude which leads to undue familiarity and the sort which leads to liking. It does not pay to "kid" too much or to act foolish around pupils. It is not wise to try to be a member of youngster's groups. It does return dividends to be easy to talk to, to be interested in children as individuals and to be friendly without being patronizing.

Can One Always Be Fair? In every school there are children who have been trained by their parents to look for signs of favoritism. The reason is that certain under-privileged families have seen more economically-favored families given many different sorts of favors. The

children of the banker, the merchant, the doctor and the president of the Board of Education are never corrected by some teachers and sometimes are favored in athletics, dramatics and forensics. If the choice parts in the play, the honor of being the monitor and the individual help on difficult assignments go to them, such apparent favoritism is noticed by those who are less economically privileged. Sometimes the parents and children develop such an air of watching for favoritism that it becomes almost a phobia.

In all sincerity the writer states that, in general, any sort of favoritism is not only unwise but that it is also unnecessary. The majority of parents in the upper economic and social brackets do not want it for their children. There are a few people who are exceptions, of course, but these are so few, in the experience of the writer, that they are powerless to do much harm. Over-anxious parents who are always trying to push their children by fair or foul means into a "place in the sun" are generally derided behind their backs by almost everyone. Usually firmness without much difficulty disposes of scheming parents.

Not only must one be fair in thought and deed but he must maintain the appearance of fairness as well. Every child should be accepted at face value and treated as an individual. This holds true for the child of the day laborer as well as the youngster from the banker's home.

On Keeping Calm. The natural tendency is to meet emotion with emotion. When a child or parent becomes angry it is very easy to become angry too. About the worst thing that one can do, though, is to meet emotionalism with emotionalism. It is impossible not to become angry at times but one must learn to conceal it under an impassive countenance and a calm voice. Perhaps, as psychologists tell us, we should give vent to our emotions rather than subdue them until they force expression in a more harmful way. If one has to give vent to his emotions it had better be after school hours through physical means rather than through an outburst while on the job. A long walk, a round of golf, or an hour in the garden are wonderfully calming. After all, as superintendents we are supposed to have integrated personalities which can safely withstand the shock of criticism and the outpourings of unrestrained anger.

Attitude In the Halls and Classrooms. Some school administrators seem to have developed an ability to walk through halls or across the grounds without apparently seeing anyone with whom they do not want to talk. The common herd is passed with an averted face. It will be noted that those individuals with whom the great man wants to hold conversation are recognized.

Other teachers, particularly those engaged in college work, go about with blank looks on their faces. Their eyes go right through one without any sort of recognition. Apparently their thoughts are on things which are more remote and far more scholarly than the affairs of this little earth.

Neither attitude, in the opinion of the writer, is a desirable one. Sometimes all of us become preoccupied but this intensity of thought should be guarded against while we are out of the office, study hall and classroom. Teachers, pupils and patrons resent being stared through with no sign of recognition. There is also probably no excuse for stalking along with head averted so that we will not be halted and asked some question. Good administrators do much of their work in the halls. Certainly a far friendlier feeling is engendered if we speak in a friendly fashion to those whom we meet. One of the greatest of college presidents nodded and smiled at every student whom he met on the campus. He was loved by all and never had any trouble with students. He seemed to get his work done, too. The writer believes that the forgetting of little attentions that everyone loves is a mistake and that is a sign of a feeling of over-importance. Really big men don't do that sort of thing.

Should One Accept Traditions? Some traditions of secondary pupils in small-town schools are valuable, some are valueless but not harmful, and some are disturbing to the objectives of the school even if they are not positively pernicious. Those in the first class include such group mores as good sportsmanship in athletics, democracy in inviting all members of a class or division to private social affairs and respect for fine scholarship. This class of traditions will be cherished by all administrators.

Of the worthless but little disturbing variety are such customs as having clubs, (Hi-Y, Girl Reserve, etc.) initiates parade the halls in more or less bizarre costumes; "pep" meetings before athletic contests; and odd habits of dress and posture.

Examples of the harmful sort are the hazing of new pupils, senior skip days, and athletes taking an unauthorized hour or two off the day following a night basketball game. Elaboration of the desirable and undesirable features of the various kinds is probably not necessary. Unless positively harmful, it is probably best to accept traditions and customs largely as they come.

Meeting Traditions Head-on. Nothing could be more disastrous than to try to kill a harmful tradition by direct means. To the students, direct action against a cherished custom is sure to be an example of dictatorial policy. Direct blocking causes emotionalism which may result

in such evils as student dissatisfaction, sabotage of other school activities and even school strikes. One must attack traditions which he wishes to eliminate from the side rather than directly.

The best plan is to get the students to abolish the objectionable plan or procedure. If this cannot be done there are other ways of proceeding indirectly. An example of such indirect procedure is the way that the school with which the writer was associated did away with the cherished senior trip to Washington. It seemed to the staff and most parents that too much time and effort was going into earning money for the trip and that it should be eliminated. Realizing the emotionalism that was sure to be caused by a frontal attack, the faculty used indirect means. The first year there was no attempt on the part of the teachers to aid the students in raising money, consequently there were not enough funds to go to Washington and a shorter trip had to be made. The next year still less cash was available and a still shorter trip was taken. Finally, through non-encouragement rather than through refusal, the trip was reduced to a one-day affair to which no one seriously objected. The writer hastens to add that he believes senior trips to be valuable in general. In this particular case it was over-emphasized.

Attending Extra-Curricular Events. The administrator who attends athletics, contests, debates, dramatics and school and class parties is much more likely to be respected and liked by the student body than the one who never seems to be interested in student activities. The smalltown superintendent can't afford not to go to most student affairs. Not only is interest in the pupils shown by this attendance but the superintendent becomes acquainted with pupils as he could in no other way.

Receiving Pupils In the Office. No matter how trivial the matter concerning which the pupil comes to the office, the administrator must be courteous. If one is too busy to talk with the boy or girl, he should say so frankly and suggest a time when there will be an opportunity to have a conference. If an individual or a delegation arrives which is angry, the situation will not be helped if the administator loses his temper too. *At all costs keep cool and be courteous.* Pupils are immature and can be excused for rudeness or anger, but there is no excuse for the administrator who "flies off the handle". As long as one party keeps his temper there is always hope of an adjustment but there is no chance whatever if both parties lose control of themselves.

Relationship with Athletes. Since high school athletes as a class are usually the leaders of the student body, their influence may not safely be neglected. Arrogant though they may become and demanding as they

are at times, the stars of the gridiron, court and diamond may not be overlooked as to importance nor may they be flouted with impunity. At times athletes are difficult to deal with as on the occasions when they demand equipment beyond the means of the school or when they ask for money-losing trips to distant spots. Too, they may get the idea that the school owes them a great deal because of their participation in athletics and they may ask special favors in return. Because of their places in the limelight they may be able to influence the class and other organizations of which they are members to request things which are unreasonable. And yet the athletes must never be received angrily nor may they be denied request without adequate reasons and careful planning of the replies to be made. The athletes may over-rate their importance to the educational scheme but they seldom over-rate their influence with the student body. If they are not carefully handled, and the writer does not mean to indicate that they should be granted unreasonable requests, the administrator may find himself with that bane of many schools nowadays on his hands—a student strike.

Dangers in a Winning Team. Scarcely an experienced administrator can be found who does not dread having a high school team win too many games, or bring home a championship. When the boys are losing most of their games or winning only a fair percentage of their contests, there never seems to be a development of swelled heads or a sense of how much the school owes them. When victories become almost automatic, the athletes seem to develop, almost invariably, an exalted sense of their importance. To do the boys justice, one must admit that most of the fault is not theirs. They are patted on the backs by pupils and some faculty members, they are congratulated by parents and adult friends and they are given all sorts of favors by business men, pool room "sports" and drugstore cowboys. No wonder, then, that their adolescent heads are turned and that they are influenced to do things of which they would ordinarily not think.

Only a few signs of over-developed ego on the part of the athletes may be mentioned. One of the first indications is that of staying out of school before a game so that, as they say, they may rest up. Another similar sign is staying away from school part of the morning on the day after a mid-week basketball game. Another indication is the demanding of more equipment, new uniforms and championship medals. Then there is the sign of wanting lengthy "pep" meetings before every game no matter how much interference there will be with the school routine. And lastly, one should mention the desire to parade and celebrate after a vic-

tory which brings a championship. A lot of these things have to be anticipated and met half way. For example, a desire to celebrate can often be satisfied by getting the students to use some after school time in addition to an hour or two taken from the school day. Plans should be made ahead of time by a committee of pupils and teachers so that there will be no spontaneous celebration if the final victory does come. Otherwise things may get out of control and go beyond the bounds that they should.

Is School Government Advisable? This is not the place for a detailed discussion of the values of student government. By now it is probably obvious that the writer believes that it is essential to a well-run, modern school. Student government cannot safely be introduced, though, without adequate preparation being made. To have any chance of success, it must go into operation very gradually. Not introduced until pupils show real interest, only small powers are given at first. As students show their ability in self-government they are given more and more powers.

Pupils can safely be entrusted with many responsibilities. Not only will they do a good job but they will be receiving training which will make them better citizens later on.

It is probably best to retain veto power so that any plan or practice may be halted if it is contrary to accepted principles of school administration or if it transgresses on Board of Education or community mores. If an administrator does not take this precaution, he is simply sticking his neck out for the axe.

On the other hand, a student decision should not be over-ridden without real cause. Pupils may even be allowed to make small mistakes if too serious consequences will not result. Usually, of course, adequate guidance prevents anything very bad from happening. Students are likely to be conservative if given power and are unlikely to do anything very extreme.

Slowly-delegated and carefully-guided, student government can be very useful to any school. It relieves the administration of bothersome little details. More important, students learn to govern themselves and to accept responsibility so that they will be much more useful citizens when they are adults.

When Student Disorders Come. In spite of everything, resentment sometimes becomes common in the student body. The wrong causes and personages are sometimes idealized by the pupils, perhaps because they like to emotionalize situations. Athletic coaches, in particular, are likely to be very popular, whether such popularity is deserved or not. The

superintendent may start a student strike if he tries to fire the coach, no matter if the dismissal is perfectly justified. It is seldom, though, that getting rid of any other sort of teacher will draw a strike or cause serious disorder.

The writer well remembers what happened in a neighboring community when the superintendent tried to get rid of an athletic coach who was successful in winning games but notorious for using intoxicating liquor and for poor sportsmanship. Led by the disgruntled coach, a student strike began which did not end until the superintendent resigned. The coach lost his job, too, and the school did not recover from that episode for some time.

The best thing of course, is to try to anticipate any possible student dissatisfaction. Sometimes, though, situations arise which no prophet, much less a smalltown superintendent, could possibly have foreseen. Upon occasion there will be rumblings among the students in spite of every effort to anticipate such a thing.

When discontent is sweeping through the school, serious trouble can often be averted by prompt action. The first thing to do is to confer with the leaders of the student body in an effort to work things out by compromise and negotiation. Often it is possible to make concessions which do not really weaken one's authority and position but which satisfy the students because they have won some points, too. If negotiation fails because one can't give in on the main points without losing forever his influence and standing in that community and if one couldn't ever look without shame in his mirror again if he made the concessions that have to be made to satisfy the student body, then there is just one thing left to do and that is to fight. In fighting one needs all the help that he can secure as well as a lot of backbone. Every effort should be made to keep Board of Education backing and the support of parents and patrons. The newspaper can be a powerful influence if one can secure its backing.

Above all, if one is right he must stick to it through thick and thin with no signs of weakening. In the situation previously described the superintendent's resignation was secured at eleven o'clock on Saturday night in the grain elevator office of one of the Board members. Just that day the superintendent and the writer had been on a day's trip together. After four days of the strike, it seemed to be best to get the superintendent out of town for a few hours to receive advice from the faculty of a neighboring university. He was advised there to stick to his guns no matter what happened. On the way back the writer summed up the advice about like this. "You are in the right and you are a lawfully consti-

tuted authority in the town. That community just has to back you up or they will be supporting license and anarchy. I am sure that soon the leaders of the town will rally to your support as they cannot for long condone disorder and defying of authority. Promise me, come what may, that you won't resign, if such a course is demanded, without taking two or three days to think it over and to seek advice."

The superintendent promised but that night the Board of Education called him to the eleven o'clock meeting to demand his resignation. His backbone failed him and so he resigned, never again to hold a responsible school administrative position. The writer has always believed that if he had stuck to his guns that he would finally have won out and that he could have remained at least long enough to so lessen the stigma that he could have forced a financial settlement on his contract which still had two years to run. Firmness and determination often discourage the most vociferous. When the writer was a freshman in college a student strike was discussed because of a fine imposed on the student body for damage which had occurred during a class fight. The strike was called off when a student remarked, "It won't do us any good to strike. Dr. D..... (the president) wouldn't give in if every student left school." And we all knew that this was true.

There is also a sequel to the story of the student strike in the neighboring community. When the writer left on short notice to enter college teaching an elderly, unemployed ex-superintendent with no training beyond that received in earning a bachelor's degree was employed to fill out the year. At the time this man was employed he was told that it was only for the rest of the year. "The position demands a younger man and one who has had more training," the president of the board told him, "But we shall be glad to have you for the rest of the year."

When hiring season came around the elderly gentleman applied for the position but was again told that he was not the type needed. Playing on the sympathies of the students the old man was able to organize a student strike. The writer was called back to see what he could do. At a meeting of the Board of Education with the elderly gentleman, the student leaders and the writer, the President of the Board told the leaders that there would be no compromise.

"The doors of this school are open to those who want an education," he stated, "We are not concerned with anyone who does not want to attend if they are over the age of compulsory attendance. As far as we are concerned you can go back tomorrow or you can stay out forever. It is up to you."

"But what about our credits?", a student inquired, "Will we lose those?"

"Of course you won't get credits if you don't go to school," the president, "you don't expect pay for doing nothing, do you?"

The strike was called off the next day.

Conclusion. In this chapter the writer has discussed the importance of maintaining satisfactory relations with pupils. School children are immature but almost always are reasonable if teachers are genuinely interested in them and allow them to have a real part in the affairs of the school. In dealing with pupils, sympathy, kindness and firmness are important qualities.

CHAPTER XIII

MAINTAINING PUBLIC RELATIONS

Introduction. Some twenty years ago one heard a great deal about school publicity and public relations. Courses on these subjects were given at universities, conventions featured speeches with titles having to do with these areas and superintendents in informal meetings were always talking about these topics.

Now one hears practically nothing about them. About the nearest topic to these areas that is considered orally or in written form is social interpretation. This is a much broader term including other concepts than those of school publicity and public relations.

The change in thought has been a gradual rather than an evolutionary process. Changes in educational thought seldom take place over night.

The principal reason for the shift that has been mentioned is the growth of the community school idea. The basic concepts of this movement are that the school should be a vital part of the community in which it operates and that pupils, parents and plain citizens should have a part in planning school policies and executing school practices.

With the public virtually a partner in all affairs of the school, publicity, public relations and interpretation would seem to lose some of their importance. Supposedly everyone knows what the school is doing because one can hardly have a role in a play without knowing a great deal about the plot and the acting of others.

Certainly the author has no quarrel with the community school idea. As far as he is concerned it is definitely a step in the right direction.

Of the actual functioning in most communities he has some doubts. In many cases only a limited number of adults seem to have even casual contacts with school activities. The number seems to be no larger than would result from a live Parent-Teacher Association.

Undoubtedly as better techniques are devised and knowledge of how democratic processes function are disseminated, the community school concept will become much more effective.

The writer is doubtful, though, if the vast majority of people in most communities will ever have an active part in school activities of any type. There are too many folks whose primary interests are elsewhere. The dead weight is just too much.

The need for informing the general public in regard to school policies practices and results would seem to be likely to be with us indefinitely. Certainly to the writer there appears to be little likelihood that the goal of the community school will succeed in the average district to an extent which will do away with the need for regular, organized publicity.

Advertising In Modern Life. The writer does not believe the old saying which, paraphrased, indicates that people will seek you out even in the wilderness if you can build the best rat-trap in the world. He is much more inclined toward the one which commands us not to hide our light under a basket. If the former were true, certainly the millions of dollars spent on billboard, newspaper and radio advertising is largely wasted. But, of course, we all know that no product would ever become nationally known without the media of the billboard, press and radio. Even during World War II, when certain companies had little or nothing available for sale to the general public, advertising continued at a high level so that peace-time products would not be forgotten.

The public school cannot buy space or time as can private enterprises but it has its publicity avenues. If the type of support that is needed is to be available all of these avenues must be used.

One's product has to be a good one or it is useless or worse to try to make the public believe in it. This is as true for the school as for drugs, clothes, groceries, and gasoline. The first requirement in public relations is a good school. In the long run advertising a poor product is useless.

The School Has a Different Problem. It may be wise to point out that while there are similarities between school public relations and those of commercial concerns that there are also points of difference. Both the school and the manufacturer or merchant must have the good will of the public if they are to function effectively. Both need to use all possible means to create favorable attitudes toward them and to make their product known.

The school, though, is a social institution supported and controlled directly by the public while the factory or store is operated on private capital and is under the direction of management answerable only to the stockholders. If the factory or store wishes to improve its machinery, its management, or its accounting or to erect a new building or change its products all that is necessary is to secure permission of the Board of Directors. This group is vitally concerned but is not likely to be too critical of what is planned as long as the management is producing good profits. The public school, on the other hand, cannot undertake large

changes without public approval. Certainly new buildings or increased taxes for operation cannot be provided unless the citizens give their permission.

Because significant changes in public educational institutions cannot take place without public support, the shortcomings and needs of the school, as well as the successes, must be presented. Commercial enterprises naturally do not advertise weak spots or failures.

The merchant and manufacturer succeed or fail according to how well they please the public. Every year hundreds of businesses go into bankruptcy. The school does not go out of existence no matter what happens although the administrative personnel may lose their positions if the public is dissatisfied.

The public wishes to exercise much closer control of the employment of school personnel and of their personal lives than it does of the employees of commercial enterprises. The hiring of married women teachers, for example, has been forbidden in many school districts because the public has felt that single women deserve the available positions. At the same time industrial and mercantile establishments have employed married women without the public raising a single question. Teachers have often been expected to maintain habits of personal conduct somewhat different from those of the general public. Drinking and smoking by teachers have sometimes been greatly frowned upon. Sexual immorality has been fatal to some superintendents and teachers and divorce has cost some their positions. At the same time the public has cared little about the personal lives of the managers or employees of business houses. The love lives of some prominent merchants and manufacturers, for example, have been notorious. Some of the public's insistence upon higher standards of conduct on the part of school employees than are maintained by the general public is probably due to the fact that teachers deal directly with boys and girls. Municipal, state and federal employees have had few restraints placed on their conduct as long as they have not gotten into such trouble as to involve police officers.

Small communities have even expected teachers to do all of their buying of home-town merchants. There has never been this sort of restraint placed upon employees of industrial or mercantile establishments.

In this chapter the author wishes to discuss two phases of public relations. These are the general personal ways of building favorable attitudes on the part of the public toward the administration and teachers and the use of the various vehicles of publicity.

GETTING ALONG WITH PEOPLE

The Neighbors. In small communities everyone is, almost literally, our neighbor. No one lives more than a few minutes' drive apart.

Neighborliness is still a real thing in small towns away from cities. It has not gone the way of the kerosene lamp and the horse and buggy.

One of the attributes is knowing a lot about everyone's business. It is impossible to keep very much away from the people who live nearby. They know if one buys a new car or new furniture, if one goes on a fishing trip or if one is ill. They know if there is bickering in the family or if the kids are disobedient. They resent shades being drawn and evasive answers. The superintendent of the small town school has about as much private life as a goldfish.

Another attribute of neighborliness is gossip. People in small towns talk about each other, the teachers and the superintendent.

The previous two attributes of neighborliness are negative. There are positive ones which more than offset them, in the writer's opinion.

One never need feel lonely in a small town. There are lots of nice people who always seem to be ready for a golf game, a fishing trip or a hand of bridge. The writer has lived in both small towns and cities. He was never lonely in the former but he was in the latter.

Perhaps the most important characteristic of neighborliness is its spirit of helpfulness in time of need. If death or sickness comes, people do anything from the preparation of meals to the lending of money. If one is away he finds his grass mowed or his snow shoveled. Little gifts of game or garden produce are constantly being left.

In a city one can disregard his neighbors but he can't do it in a small town if he wants to be happy and successful. He has to return the favors that have been done and to have time always for a few words. He has to be friendly and thoughtful. He has to take care of his home and grounds. He has to restrain his pets and children from annoying people.

Buying Locally. It is best for an administrator to buy everything that he can from local merchants as long as the family can secure what they want at a fair price. Even if merchandise is a little more expensive at home-town merchants the extra cost is probably worthwhile in public relations. The writer once knew a superintendent who purchased a new car and some new furniture in a neighboring city. The opposition of the neglected merchants was an important factor in the early loss of his job. Another superintendent found that he could save some money by buying his groceries outside of town. He soon had all the merchants against him.

Merchants in small towns usually stick together very closely. They buy from each other and expect everyone else to "keep the money at home."

The writer had an extreme example of this sticking together happen to him. His family liked a fried-cake imported from Chicago by the grocer. One day the writer's wife announced that there would be no more Jones Fried-Cakes. "Why not?" was the unanimous quiery. "Mr. Moore says that Fred Smith, who runs the bakery, came over and kicked about handling an out-of-town product so he is not going to sell Jones Fried-Cakes any more." For the rest of our stay in the community either the wife had to make fried-cakes or else we had to eat Fred's greasy, soggy product that usually lay like a brick in the stomach.

In this same community it would have been very bad for the writer had he been seen coming out of the one chain store in the town. No one of any consequence socially or economically even entered its doors.

The situation in regard to buying from home-town merchants is, apparently, not as bad as it once was. Merchants and townspeople seem to be more liberal about where teachers and other public officials do their buying than they once were. It still pays, though, in good public relations to patronize the home stores as much as possible.

Some small-town administrators go so far as to try to split their business equally among competing merchants. Thus, if there are five principal grocers, all of the food stores are frequented. This is probably going further than is necessary although it is probably well to buy something occasionally from all of them.

Some of the merchants are quite unreasonable at times. A barber once told the members of the Board of Education that the men teachers should be required to have all of their work done at his shop because he was the only barber in the town who owned both his home and the building in which his place of business was located and hence he was the largest taxpayer. This kind of attitude is, though, quite uncommon.

Joining Luncheon Clubs. Membership in luncheon clubs by administration and teachers is helpful to the school because contacts are made in this fashion. When people get to know the personnel of a school organization they are much more likely to be friendly to the whole program. Too much should not be expected of membership in luncheon clubs. The members will not always be friendly to the school or the administrator but there is a much better chance that they will be if they have a school person meeting with them. A fellow superintendent was once much hurt because a brother luncheon club member was his enemy.

He should not, of course, have felt this way. All that any club does is to offer an opportunity to get acquainted so one should not necessarily expect friendship from members.

Belonging to Social Organizations. It is desirable for all school personnel to belong to clubs and lodges and to attende public functions as long as they enjoy doing such things and as long as there is no undue interference with school duties. The writer has already expressed himself on the right of a teacher to live his own life outside of school hours. The administration can encourage such participation by providing opportunities for those teachers who like to belong to social groups. Often just a word dropped in the right place will result in invitations.

Social contacts cannot be overlooked in the general scheme. If a teacher does not make a favorable impression in the contact, then the result is not helpful. Such a bad impression, however, is quite unlikely. When we know people our respect and liking for them almost always grows.

If the public relations program is to be aided, teachers should join organizations made up of the general public. It is no special help if the organizations are made up solely of teachers. Of course if teachers wish to be clannish in their social and fraternal contacts they have a perfect right to do so. Teachers should never be made to feel that their spare time is not their own.

What Speaking Engagements Should be Accepted? The school can furnish speakers for many community occasions. There are always some members of the staff who like to speak and who do it well.

Relationships with Churches. Ministers and other religious leaders wield a vast amount of influence, so every effort should be made to keep the best possible relationships with church groups. Clergymen may be asked to speak at assembly programs and to take part in commencement exercises and other forms of public programs. Many teachers like to attend church. The teaching of Sunday School classes by members of the staff is fine public relations but is too much to expect of a teacher after a week of instruction. No administrator, though, would discourage an instructor from such activity.

All church groups must be treated alike as far as it is possible to do so. No minister or church may be passed over with impunity in extending invitations to participate in school activities.

Participation in Community Events. Every school should take pride in furnishing part of the programs for such organizations as the Woman's Club, Eastern Star, Knights of Columbus, F. and A.M., Rotary, Ki-

wanis, Lions, Exchange, etc. Undoubtedly there is nothing which makes a community more school-conscious than to see their children take part in plays, musical numbers, etc., which are directed by the teachers. One must not go to the point of interfering with school work too much, of course, but such over-emphasis can be avoided by encouraging a number of grades, classes and organizations to take part in such activity.

What Can Be Done About Complaints? The school administrator finds himself acting as judge and jury in countless disputes and complaints which arise in school work. Usually these are concerned with the work of others in the system for patrons will not usually "call you down" to your face, but prefer instead to impose their opinions about the superintendent upon some innocent Board member or prominent citizen. At times, though, the writer must confess that he has been "put in his place" rather directly.

If complaints can be settled to the satisfaction of the one who is disgruntled the school and the superintendent have usually made a friend who will spread good reports through the community.

One must arbitrate in playground quarrels, discipline the boy who throws snowballs or stones on the way home from school, investigate complaints regarding unfairness and meanness by teachers in every conceivable sort of situation, punish cases of disrespect by pupils to teachers no matter where they occur and, in general, judge the validity of hundreds of claims.

Often one receives a note—perhaps this is the favorite method of notification of dissatisfaction. The writer had a complaint file in which were placed these notes. From this material, an article has been compiled. Some day when the author has retired from the teaching profession, he hopes to publish these memoirs. They will be well worth reading, he believes.

Sometimes one gets a telephone call. An angry voice comes over the wire. This sort of communication is most disliked of all because one cannot be properly judicial and give the thing the time it needs when using the telephone. Besides, people say things over the telephone that they would not say to one's face. The writer has often wished that there was no telephone in his school or home.

Perhaps the best way to get out of a difficult telephone situation is to say that an investigation will be made and the person making the complaint will be called back later on. Sometimes the complainer won't give one a chance to do this, though. Occasionally, and this means of making complaints is least common from parents and most common from

children, one is called upon in the office or home or hailed at a meeting or on the street. To the writer, this sort of interview is the most satisfactory of all as one usually has time to talk things over. There is an opportunity for each side to make compromises and the chances are better of arriving at a satisfactory solution.

Sometimes, of course, there is the problem of the patron who comes rushing in with the intention of inflicting physical force upon the superintendent or teacher. In the writer's experience, these cases usually arise as a result of physical punishment in some form or other. The parent comes to school with the idea of doing to the teacher what has been done to the child. Hence, most cases of danger of physical conflict can be avoided by keeping away from corporal punishment as much as possible. One simply cannot use this disciplinary means today except as a very last resort.

When the patron does come in a belligerent manner, however, there are usually ways of avoiding a physical conflict. An outer office, presided over by a clerk, is quite effective in getting the caller cooled off, that is if the angry person can be kept from bursting into the inner office at once. If one can hold his problem case outside for fifteen minutes, he is probably safe from a "beating up".

If the outer office is not effective and one must receive the invader while he is in a pugilistic mood, perhaps the best thing to do is to say at once something like the following, "You are exactly right: I grant every contention. Now if you will sit down for a moment we will see what we can do to right this wrong." It is usually possible then to get the person to meet you half way before you are done. As a precautionary measure against book agents, neurotic women and maniacs, it is always best, anyway, to have one's desk arranged so that it is between the administrator and anyone coming into the office. It also should not have too much space around it at the ends.

No matter what the complaint or quarrel, if it is worth any attention at all, it is worth settling well. The thing to do is to keep cool and not jump at conclusions or act too quickly. Sometimes a little thought will completely change one's viewpoint on the matter. Also it is well to remember, always, that more flies are caught with sugar than with vinegar. One should ever be courteous and gentlemanly no matter what the provocation may be. There is no excuse for a school man losing his temper even under the most extreme provocation.

The writer recalls one time that he almost slipped up on the matter of temper. Standing in front of his desk, a woman was giving him a severe

brow-beating. She was a very rough, ignorant type and was apparently accustomed to using foul language. She cursed the writer, calling him vile names until he could stand it no longer. He wasn't quite to the anger stage but he was rapidly becoming very irritated in spite of himself. Finally the writer said, "Now that is enough of that kind of language. There is the door. I want you to leave until you can talk to me as a lady should. When you can do that, I shall be very glad to confer with you. Until you can use decent language I refuse to have anything to do with you." She left and did not bother the author again. Fortunately she did not count for much in the community. Perhaps the writer should have "taken" her bad language but he felt that he would be lowering his own self-respect if he did.

Another good saying to remember is "A soft answer turneth away wrath." If people berate one he should usually disregard it and give a courteous answer. Arguing is the worst thing that can be done as that method is the surest way to stir up anger. Usually one can get at least part of what he wants by using round-about methods. Again a good rule to remember is never to meet tradition or an angry person head-on.

Being Accommodating. The superintendent of the small school is often asked to lend his own and school property to various individuals and organizations. In regard to the latter it is probably best for the Board of Education to establish policies.

There should be no thought of refusal in either case. The school will often find itself in a position where it must borrow things from people outside of school. One cannot expect to borrow if he is not willing to lend. Also, school property belongs to the public and there is no reason why it should not be used by the public as long as lending it does not interfere with school use. Why should one be a grouch? Why not grant every favor which is consistent with good administration?

It is well to make a memorandum of each article that leaves school, or else ask the person securing it to sign a receipt. Otherwise, one may forget who borrowed and not know whom to remind in case the article is not returned. It is only human to forget sometimes. There is usually little trouble, though in getting school property returned if business-like methods of checking out are used.

Lending helps the public relations program, because people appreciate favors. An amusing incident happened to the writer a few years ago. Just after school was out in the Spring, the manager of a neighboring country club telephoned to ask if the club could borrow the school's auditorium chairs for a special event that they were staging. Being in

line with Board of Education policies, the request was granted with the stipulation that the chairs should be returned the same night as they would be needed at school the following day for another occasion. The club took care of the whole affair very promptly but that did not end the matter. The day after the chairs were returned there was a rap at the door of the writer's home. Upon the porch stood the club manager's daughter, who had been a member of the senior class. Her father was out in the car.

"Dad wants you to have this," the girl said, extending a paper-covered parcel. The writer was rather taken by surprise but managed to thank her and shout his appreciation to her father. Some instinct prompted him not to open the parcel on the porch.

Going inside, the wrappings were broken and an unusual gift for a small-town superintendent was displayed. Perhaps the reader has guessed what it was—a quart of whiskey! There was a very dumbfounded look on one small town administrator's face!

And yet that country club manager gave something that he thought would be prized and which had cost him money. The whiskey was given in all sincerity, so that all that could be done was to accept in the same spirit the gift was made. The liquor was eventually given to a friend in another city. Perhaps some school men would want to dispose of the contents of the bottle in more direct fashion but the author has never numbered the drinking of intoxicating beverages among his many vices.

Rental of the building, of course, is something different. One must have a Board of Education policy in respect to this and also rules under which to operate. Otherwise the superintendent can get into a lot of personal trouble. If there are rules, and all exceptions are referred to the Board, people cannot get too angry with the administrator. This subject will be further discussed in Chapter XVIII on Miscellaneous problems.

AGENCIES FOR PUBLIC RELATIONS

The School Paper. There are two main purposes in having a school newspaper. The first one is the betterment of relations with the public. The second is the value derived by the students themselves or, in other words, the educational worth. Although the educational value of the school paper is apparently very large, in this chapter we are concerned primarily with the first consideration. Moehlman has said: "The superintendent may quickly ask: 'What is the place of the school paper in a public relations problem?' In respect to the amount of material in a single issue it is quite restricted, but in respect to continuous and

constant publicity the school paper offers one of the most excellent possibilities." [1]

Another quotation which bears out the importance of the school paper is the following: "The obligation of the faculty to supply school patrons with the information they crave about school affairs almost demands such a publication." [2]

A school paper should be for the whole institution, not for any one group. Primarily the control should be in the hands of the pupils. Many school papers are so dominated by the admininstration that they are, in fact, superintendent's bulletins. In this type of publication the educational worth is largely lost.

As far as the public relations angle is concerned, there is no reason to fear control by pupils. They are as anxious to present material which will further the interests of the school as is the administration. They do need and welcome guidance.

Small schools have a problem in regard to the form of the paper. Mimeographed papers can have up-to-date news but are difficult to read. Printed papers are too expensive unless handled by a syndicate. If syndicated so much time has to elapse between sending material away and the return of the printed form that the news value is about gone.

Perhaps the most practical form for the average small school is the kind published as a section of the local community paper. Written by the students themselves the same as any other variety of school paper, the section has almost all of the good points of the usual independent, printed sheet. It has the further advantage of being read by a large adult group as well as by pupils. Some of the pupils' feeling of belongingness undoubtedly vanishes but this is probably compensated for by all financial responsibilities being eliminated. This type of paper is worthy of serious consideration by small schools.

How Can the Town Newspaper Be Used? Nearly every small town has a weekly newspaper. The editor of this is usually in need of local news and is glad to print anything regarding the school that has news value. If he is public-spirited he feels that the school is an essential part of the community, that it should be encouraged and that people should be told about it. It is usually no problem to secure a definite section in

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[1] Moehlman, Arthur, *Public School Relations,* Chicago, 1925, Rand McNally Co.

[2] Wilds, Elmer T., *Abstract of Studies in the Field of Extra-Curricular Activities,* Educational News Bulletin of Western State Teachers College, Kalamazoo, Michigan, Vol. III, No. 4, January, 1933.

the newspaper, especially if the school is careful to give news of real value. Considerable space can often be utilized outside of the section devoted to the school paper.

The editor will want items which mention as many pupils as possible. People like to see their children's names in print and will subscribe to the paper if there is a possibility of observing them in black and white. This kind of news is not as valuable from the public relations standpoint as is the sort which discusses school policies and tells of the kind of work that is being accomplished. Yet the school can afford to supply items of the sort that the editor wants if he will also print those that have informative worth.

Some of the various kinds of items that the writer has found it wise to include are as follows:

For the Editor—

- Honor Rolls
- Lists of those not absent or tardy
- Names of pupils out of school on account of illnesses
- Participants in programs
- Lists of those granted awards such as athletic letters
- School calendars
- Athletic events and write-ups of extra-curricular activities

For Public Relations—

- Honors received by school (North Central rating, approval by universities, etc.)
- Accounts of regular class activities, such as projects, trips, visits, etc.
- Reports on scholarship marks
- Faculty appointments and activities
- Party regulations
- Needs

Communications to Parents. Written notes to parents are very useful forms of school publicity. The following, designed to be sent home at the start of the school year, is a sample of that type. It is quoted in its entirety because of suggestions that it may give.

Congress Park School
Cossitt Avenue School
Ogden Avenue School
Oak Avenue School

BOARD OF EDUCATION
District 102
La Grange, Illinois
September 9, 1946

IMPORTANT—PLEASE READ

DEAR PARENTS:

It is a pleasure to announce that all members of the staff are ready for and enthusiastic about the starting of school. Many of the teachers have attended summer school or have traveled in order to better prepare themselves for their profession. Books and teaching supplies of all kinds have been purchased to aid in the instructional program. The custodians have done an excellent job in cleaning the buildings and in making alterations necessary to the improvement of the teaching services. You parents have every right to be justly proud of your schools, and it is our aim to continue to have an excellent school system.

A thorough understanding and knowledge of the school program is very important, especially in advising your children about the many questions which always arise. It is a pleasure to assure you that the Board of Education stands ready to cooperate and work for the best interest of the children. It is my desire to have this letter serve as a means of interpreting some phases of our school program so that it will be easier for you to answer some of the questions.

1. CITIZENSHIP:

You may be assured that we are cognizant of the talk that lies before us in training boys and girls for active citizenship in the American Way. We want Americanism and patriotism to work hand in hand, and we hope to provide worth-while experiences for accomplishing this goal. We learn the principles of democracy by practicing them.

2. PHILOSOPHY OF EDUCATION:

We plan to coordinate our efforts in establishing a sound, workable philosophy and a set of purposes or objectives which can be understood as well as practiced by all. We feel that this is important in coordinating the work in the various schools. *All teachers,* regardless of what building they work in, should be striving to attain the same general goals.

3. HEALTH AND SAFETY:

These two important topics will receive our attention from the first day of school. A definite course in safety education will ultimately be worked out for the entire system. There is a card which parents are asked to fill out regarding first aid and medical assistance, and if you have not filled out one of these cards, we will be pleased to have you do so when notified by the principal.

Students absent three days because of illness should present a doctor's permit or be admitted by the school nurse in order to prevent the spread of any communicable disease. Parents may assist a great deal in this respect, and be assured that your help will be appreciated.

Listed below is the policy regarding re-entrance into school after an illness, as adopted by the Board of Education on October 10, 1938.

All children who have been absent for *three days or more with a contagious disease* must present a doctor's certificate on their return to school. Children who are out three days or more *for any other cause must be examined by the nurse* before they return to classes. If the nurse is in doubt about the advisability of a child's being in school, she will refer the case to the health officer before admitting the child to class.

4. ATTENDANCE:

Regular attendance at school is the child's best assurance of a successful school career. The child who is absent frequently and who fails to make up his work loses much valuable class instruction and endangers his possibility of promotion. Punctuality is also very important. The student who arrives on time has the opportunity of starting the day without being emotionally upset. Hurrying or worrying about absence and tardiness often upsets the student, and thus he does not get the most of his lessons. The sending *of your child to school in the proper frame of mind plays an important part in determining the success of his school day.*

When your child reaches school in the morning or in the afternoon, we feel that it is our obligation to keep him until the regular dismissal time, and if for any reason he is to be excused, we request that you send a written note stating the time that he is to be excused and for what cause. We are not asking you to do this in order to create extra work, but we are asking this favor of you in order to help protect your child. All teachers in this system have been warned not to excuse any child nor permit any child to go with an unidentified person from the school premises. We sincerely hope that you will cooperate with us in this service.

5. SCHOOL SESSIONS:

In order to permit the establishing of an adequate home-room period for the sixth, seventh, and eighth grade students, it has been recommended that the school session for the children in these grades begin at 8:30 instead of 8:45 in the morning. Also, in order to equalize the afternoon and morning sessions of the kindergartens and to make it possible to have three forty-five minute periods in the afternoon, the afternoon session will begin at 1:15 instead of 1:30 as in the past. Many students have reported for the afternoon session at approximately 1:00 and this has resulted in accidents on the playground. By starting at 1:15 we believe that many of these playground accidents could be eliminated.

	AM	PM
Kindergarten	8:45-11:30 (morning group)	1:15-3:30 (afternoon group)
Grade 1	8:45-11:30	1:15-3:00
Grade 2 through 5	8:45-12:00	1:15-3:30
Grade 6, 7 and 8	8:30-12:00	1:15-3:30

6. REPORT CARDS:

We plan on using the same report cards as were used last year. The reports will be sent home on the following dates:

Monday, November 18	Monday, April 7
Monday, January 27	Friday, June 13

Please examine the card carefully and discuss it with your child, not in terms of a comparison with another child, but in terms of the child's contributions and marks. Criticizing a teacher in front of the child never helps any situation. If you do not feel that the marks are right call for an appointment with the teacher or principal.

7. THE PULL TOGETHER ALWAYS:

We want you to have an active interest in the Parent-Teacher Association and to attend the meetings, since many worth-while things are discussed during the course of the year. Then too, your attendance will permit opportunities for you to meet your child's teachers. Parent-teacher conferences are most helpful in gaining an understanding of, and learning more about the individual difference of children.

Why not have three all-school Parent-Teacher Association meetings during the year? This would provide an excellent opportunity to promote community understanding and cooperation.

8. THE SCHOOL TELEPHONES:

Board of Education	La Grange 1082
Superintendent's Office	La Grange 1082
Congress Park School	Brookfield 404
Cossitt Avenue School	La Grange 82
Oak Avenue School	La Grange 3270
Ogden Avenue School	La Grange 145

Any important or urgent messages will gladly be delivered. However, parents are urged not to call to tell students about running errands unless emergencies arise. We ask this because of requests in the past.

9. SCHOOL CALENDAR:

School Opens	Monday, September 9
Armistice Day Recess	Wednesday, Nov. 20, 3:30 P.M.
School opens	Monday, November 25
Christmas Vacation begins	Friday, Dec. 20, 3:30 P.M.
School opens	Monday, January 6
Spring Vacation begins	Thursday, April 10, 3:30 P.M.
School opens	Monday, April 21

Graduation Dates:

Cossitt Avenue School: Tuesday, June 10
Congress Park School: Wednesday, June 11
Oak Park School: Friday, June 13

School year ends ..... Friday, June 13

Many parents from all parts of the district have suggested one combined graduation for all our schools, and we would prefer this to be Wednesday, June 11, or Friday, June 13, in the high school auditorium. This will be discussed at a Parent-Teacher Association meeting later in the year.

10. AMERICAN EDUCATION WEEK:

Special programs are bing planned for all schools during this important week. "Know Your Schools," will be one of the slogans used by the school staff.

American Education Week for 1940 will be observed November 10, through November 18.

11. SCHOOL ASSEMBLIES AND FUNCTIONS:

We sincerely hope that you will continue to support school entertainments and functions. During the year we plan to sponsor a number of worthwhile assembly programs and would be more than pleased to have you attend.

12. CONCLUSION:

Sometimes parents receive wrong impressions of school work through incorrect information or misinterpreted statements. If your child should mention an unsatisfactory experience as having happened at school, it is my desire that you confer with the principal as soon as possible so that a suitable settlement may be made.

We want every child happily adjusted and we want to do our best to please the parents of the district. Proper home and school relations are necessary to make a pleasant environment for the child, and so your earnest cooperation is requested.

Sincerely,

J. E. PEASE,
Superintendent

"But above all Things,
Truth beareth Away the Victory"

Those Report Cards! An agent designed to inform parents of pupils' scholastic achievement but which is a powerful factor in a public relation program is the report to parents. In the past the report card has often had a negative effect because many parents were disappointed in the marks received by their children. Such disappointment sometimes resulted in resentment toward the school. Parents are usually not informed as to the multiple causes of poor marks and lay the blame entirely on the school. To them it is a case of the teacher not helping the child sufficiently or of having it in for him.

Administrators and teachers have been working for years in an effort to make report cards better public relations agents as well as more informative in respect to the growth and learning of the child. The modern trend in report cards is to check qualitative statements in respect to moral and social traits as well as in regard to academic achievements. The most recent trend is to use personal notes or teacher-parent conferences in place of the report card. These modern means of reporting are an improvement in every respect.

Informal Notes and Communications. A great variety of written notes and communications, other than formal reports, go to the home from the school. These range from requests for costumes for dramatizations and plays to notices about money due for lunches or for milk.

Little can be said about such notes except that they should be written in good English and that they must be phrased as simply and as clearly

as possible. The average parent reads only at about the sixth grade level and will not be able to understand anything that is written in a complicated way. A great deal of harm may result from a misunderstanding about the content of a note.

Perhaps we should also mention that the notes should avoid a general attitude of superiority. Such a command would seem to be superfluous, but teachers have been known to give such an impression. If one is careful to try to place himself in the place of the parent, this danger will not be serious.

The negative, of course, should be avoided if possible. If one must write a note home about the behavior of a child, it is wise to list good traits as well as bad ones. No child is wholly bad. A preferable procedure to a formal note would be to call at the home and explain the situation face to face.

The Parent-Teacher Association. The P.T.A. may or may not be an important factor in the public relations program. Nearly every community has such an organization, at least in name. In some communities, however, it is not very active or functions in the wrong kind of way. If the listless organization cannot be re-activated it might better be allowed to die.

The P.T.A. which operates in the wrong way, too, might better pass out of existence. Unfortunately this cannot always be accomplished. The organization which exists to get rid of a certain teacher or to tell the Board of Education what to do is usually dominated by one or two strong-minded souls who are not easily repressed. Often, though, when the immediate aim, such as getting rid of an unpopular teacher is accomplished the organization will fall to pieces by itself.

The P.T.A. which exists solely for social reasons may not accomplish much in a tangible way but may help the public relations program through its contacts between parents and teachers.

The administrator should not have too active a part in the P.T.A. but he can, and must, do some "pulling of the strings" behind the scenes. His relationship may best be with the program committee, either as a member or in an ex-officio capacity. He should hold no elective office, of course.

The P.T.A. may interpret school work to the public through its programs. These should not be merely entertaining but should attempt to acquaint the public with the school and what it is doing and attempting to do. It is necessary to use children for part of most of the meetings as they bring parents, but the menu should include meat as well as dessert.

The meat may be made up of reports on child psychology, health aims, activities of the school, etc.

The social side of the P.T.A. is also very valuable as long as such activity is not overdone. Refreshments are desirable because they give patrons and teachers a chance to mingle and get acquainted. When one group meets the other there is a tendency to feel that each is human after all. When the group goes in for sponsoring of dances and entertainments for pupils they are rendering an additional service. These things are of value in furnishing wholesome entertainment to the younger generation.

Should there Be Home Calls? The modern school uses a home-room plan of some kind. Each group of children, high school as well as elementary, is assigned a teacher who serves as a guide and counselor in all sorts of personal problems as well as those connected with school life. For high school pupils this advisor often assists the administration with adjustment of problems which have arisen with members of his group.

It is doubtful if effective guidance service can be given without a fairly complete acquaintance with parents and the home life of the children. The advisor comes in contact with some of the parents at school, in the P.T.A. sessions, in the club or lodge meeting or at church. Many parents would remain unknown to the end of the chapter, though, if they are not called upon at their homes. Some simply do not come to school for any occasion whatsoever and do not belong to social groups which have teachers as members.

Some school systems have required teachers to call at the homes of all the pupils in their home-room groups. While varying reports have been made in regard to the advisability of this practice, the weight of the evidence seems to be against such a system of required home calls. A teacher is not likely to do well in such a delicate social situation unless his heart is in his work. Furthermore calls are likely to have no real purpose behind them if made from a sense of duty. Parents have difficulty understanding why a teacher has come to the home when there is no apparent reason for him to have come. Also there are fundamental weaknesses in home calls which make it difficult sometimes to accomplish anything through them.

There needs to be many contacts between parents and teachers. If the school is rendering the service that it should, it is likely that nearly all parents will be contacted at some time during the year.

Home calls should be made whenever they are the best means of improving a youngster's growth and learning. Best results can be achieved only when there is close cooperation between the home and school. It is

difficult to see how such cooperation can exist unless there are frequent conferences between the teacher and the parents.

Some educators believe that it is better to have conferences at school whenever it is possible to do so. This places the relationship on much more of a professional basis. People call at doctors', dentists' and lawyers' offices whenever they are able to travel.

The home is not always a good place for a conference. Sometimes Aunt Jennie is visiting her niece and wants to sit in. Neighbor ladies have been known to find an excuse to call when they see a teacher arrive. The child being discussed, or other children, may be in the room. Social workers, psychologists and others skilled in interview techniques insist that the presence of any outside person changes the relationship between the persons primarily involved.

Certainly home calls should be made when this is the only or the best means of conferring with parents. The physician calls at the house if the person who is ill cannot well come to the office.

Undoubtedly contacts between parents and teachers are much pleasanter and a good deal commoner now than they were in former years. Traditionally fathers and mothers were never consulted unless there had been misbehavior or poor accomplishment by the child. Comic strips have been eager to portray an old-maidish woman calling at the home to inform the parents of low marks or of misdeeds. A father once remarked to the writer that he wished that his children's teachers would report something good occasionally. All that they had ever done was to complain. Teachers are now coached to present as complete a picture of the school growth and adjustment of the child as possible.

With the trend toward substitution of parent-teacher conferences for the traditional report cards, contacts between teachers and parents are becoming much more frequent than they formerly were. Then, too, there is the trend toward the community school idea which involves parental participation in planning and executing. Both of these trends increase the number of contacts between teachers and parents.

Engineers, Janitors and Clerks. It is very important that these members of the non-teaching personnel be kept fully informed in respect to school policies and activities. These employees have social contacts with people whom no teacher ever reaches in any way.

When the Public Relations Program Has Failed. Every teacher and superintendent is familiar with the experiment in which a needle is made to float in a glass of water. Supported by surface tension, the needle sinks to the bottom as soon as the surface of the liquid is in any way dis-

turbed. Only a very slight upheaval in the depths of the water is required to send the metal hurtling to the bottom. It seems to remain on the top only by temporary sufferance of the drops of water beneath. They are not actually supporting the needle, only permitting it to remain above them until one of them suffers inconvenience, or feels a need to change position. Science teaches us that even in the supposed calmness of the water that each molecule is a seething mass of moving electrons. As far as we can observe all is calm and quiet while, actually, a tremendous amount of energy is being expended.

Like the needle, the superintendent rests upon the surface of a mass which is perpetually in motion. The members of his community, actuated by greed, envy, malice, and suspicion are ever engaged in constant if erratic motion. To the uninitiated eye, most of the time the mass is calm and peaceful. Actually the community is ready at almost a moment's notice to explode, to change position, or merely to boil temporarily.

When the surface tension of the community breaks through, the superintendent, like the needle, crashes through to the bottom. Only a little ripple is necessary to upset the whole mass upon which he rests and so to depose the school executive from his insecure perch.

It is in connection with keeping one's place on top of the cauldron that the following sections are written. Most of the techniques described have been used by the writer or his friends and acquaintances. That they have worked in one situation does not necessarily signify that they will be valid in all communities. At least, though, they have the worth of having been successfully at some time or another. Blind use of any techniques is inadvisable.

Putting a Stop to Gossip. There is one way, seldom used but often effective, of putting a stop to gossip. That is to dry it up at the source—if one can find the source. An illustration will serve how such a thing may be done under special conditions.

There was once a ninth grade girl named Grace who could not get algebra. The school was rather academic and used report cards with traditional marks. Enrolled in a college preparatory course and coming from a family with a long tradition of professional service, Grace was expected to make good marks in all her school work. At first the poor marks caused the family resentment to be turned on Grace. Why didn't she do better? John and Mabel (older children) had been all-A pupils in High School. Wasn't Grace working? Did she go out too much nights? From now on she must put more time on her work. There were the typical comments which were made at first by the parents.

By the end of the semester it was apparent to the parents that Grace was doing her best but that somehow she was not as book-minded as the rest of the family had been. She could sew beautifully and cook to perfection but she couldn't get algebra. She could pass in English and Botany on C's and Latin on a D but algebra was always F. Grace's parents undoubtedly would have been disturbed by the rather low marks in the other subjects if algebra had not been the only one in which Grace did work that was below passing. As it was, algebra became the "sore spot".

Soon we at school began to hear things like this: "Mrs. Storm is saying that something is wrong at school because you can't teach Grace algebra"; and "What's the matter with Mrs. Storm? She says that she will have to send Grace to another school where they know how to teach algebra."

This gossip, of course, was merely an attempt at compensation, at turning the shame that the parents felt off upon someone else. We recognized it as such but this recognition did not help the bad reputation that the school was getting. We had to stop the remarks if we could because they were erupting all of the time and were presenting an issue which was being grasped by a faction in town that was always criticizing the school.

A plan of campaign was finally worked out. We already had two intelligence test results but we got two more. We gave Grace, in addition, a number of aptitude tests. When everything was gathered together we called the mother by telephone and made an appointment for her to visit school.

As a college graduate, the mother had a fair general knowledge of tests. She knew a little about I.Q. and the rest of the jargon of the tester.

When Mrs. Storm arrived, we got out the test results. The intelligence scores all showed that Grace had an I.Q. of around ninety. We showed statements of various authorities that pupils with I.Q.'s below 100 would have difficulty with an academic course. We further showed the results of the aptitude test which indicated that Grace could do better in some occupation in which she could use her hands.

At first, Mrs. Storm was critical and defiant. We met this by saying, "Now, Mrs. Storm, if you don't stop slandering this school and its teachers we shall tell everyone how dull Grace really is and what sort of I.Q. she has." That stopped the tirade.

Gradually the mother calmed down until finally we brought Grace into the room. "What do you really want to do, Grace, when you get

through school?" we asked. "I want to be an interior decorator," was the instant reply. "Why, Grace," the mother said, "you never told me that before." "I never dared to," was the reply. "You wanted me to be a teacher so badly and wouldn't listen to what I wanted to do."

After that Mrs. Storm went about telling people that Grace had changed her school course as she was going to be an interior decorator. "The darling," she gushed, "is so interested in becoming an interior decorator. She is so artistic that I am sure that she will make an excellent one. Grace is not taking algebra now or Latin either, but is specializing in art, English, home economics and cultural subjects like history and music. I am proud of her and I am so happy that she is going into that kind of work. They say a good interior decorator makes fabulous fees."

Solved? Yes, this was one of our successes in public relations. Also Grace was saved from being a misfit. Probably we should have gotten around to Grace's case eventually through our guidance program although the writer has often wondered if we should have dared to make such a direct attack if our backs had not been to the wall.

This case serves as an illustration of how gossip may sometimes be halted. The plan would be of no value against general gossip in which the source could not be localized. It would also be worthless if one could not secure proper information to place before the gossipper.

Malicious Gossip. What should be done about malicious gossip which cannot be halted at the source as has been described? The answer is nothing. Everyone knows the old saying that the more a pool is stirred up the dirtier the water becomes. This is true about gossip also. The more one denies the more people see that it worries a person and the more likely the public is to believe that the rumor may be true after all. Most people believe that it is the truth that hurts, not the lies. So to get hurt or angry is about the worst thing that anyone can do. Denials are also superfluous. If people want to believe anything false they will believe it in spite of contradiction. And denials usually indicate that one is worried.

Remedying Situations. When there is a situation which can be remedied honorably one should use every possible means to look after it. At the least, upon receipt of a complaint, an investigation should be made into the situation. It is extremely bad to give the impression that one's opinions are fixed beforehand. When it is not ethical or possible to change conditions, one owes, at the least, an explanation as to why nothing can be done. The explanation may be given orally or put on

paper. Possibly a letter is the best way of informing although some administrators object to putting anything in writing. Needless to say, one should be as tactful as possible in expressing himself, be the form oral or written. It is always well to admit some fault on the part of the school. "The customer is always right" applies in school work as well as in merchandising.

Meeting the Objector. It has been stated that occasionally someone comes roaring into the office with a complaint. The writer has never yet had a parent who had a burning desire to inflict physical injury although there have been pupils almost ready to do that on one or two occasions. There have been some parents, though, who were very angry, even if they had not reached the bodily assault stage. As has been indicated, if there is some way that these people can be made to "cool down", the situation will be greatly improved. A tactful secretary who asks them to sit down for "just a moment" until the executive is free and then listens to their outpourings is a big help. Talking over the situation is an emotional outlet in itself. All of this that can be done before the main interview will be a tremendous assistance. It is well to have all irate visitors calmed in this way if it is at all possible to do so.

Where one can't get the shock troops, in the form of the secretary, into action and the angry visitor bursts in, determined to do bodily injury or at least to give a very severe tongue lashing, there are two possible procedures which may turn away wrath. We have described the procedure of saying at once "I'm entirely wrong and I'm sorry. I grant your contention in every detail." A statement like this rather takes the wind out of the visitor's sails because there is nothing left to fight about. Starting from this point one can often gradually lead up to a place where the visitor will finally admit that the executive may have been right in a few of the details at least. Often a very satisfactory adjustment can eventually be made. The other possibility is to say nothing at all—merely listen. The writer favors this procedure. Sometimes the tirade will go on for half an hour, but what of it? Eventually the flood will be over and one can get in a few words. If one tries to talk back or interrupt, matters are only made worse. It is better simply to listen until a measure of calmness has reached the complainer. Then it is usually possible to do some explaining and gradually to present the other side of the problem. The telephone assault is particularly difficult to handle but, again, it is best just to listen. Growing tired of holding the instrument, the writer has sometimes laid the receiver down on the desk until the person on the other end has run out of breath. How unsatisfactory the telephone is in

a case like that! It is so impersonal that people will say what they would not dream of expressing to one's face.

Criticisms That Count. When one enters the profession or moves to a new position he is usually plagued by a certain class of people who will say nasty things to him because they know that he is not very well established and will not be inclined to fight back. They further realize that the chances are good that the administrator is not sufficiently well acquainted with the school system to have an adequate knowledge of whether what is being said is true or not. These factors make it easy to exaggerate and to take out on the new executive all the piled-up resentments from previous regimes and all the malice toward education in general.

After one has lived in a community for a time he learns that most of these noisy individuals do not count much one way or the other. They are unstable and may attack one week and the next profess to be your friends. Never, never, can they be trusted but they may usually safely be ignored. After one has found that they belong to the general type that has been described, it is safe to snap back at them. Usually these people are cowards at heart and will back down at any show of resistance. Often when they find that the executive cannot be dominated they will never again do any barking to him directly.

The following note is a particularly nasty one that the writer received the first year while he was a superintendent. It is typical of the type of person who is mentioned:

DEAR MR. HUGGETT:

I am writing this note because of several complaints from Earl. I have been trying to help him along with his reading. I notice his Reading is a most complete failure. I ask him why he does not know the word. His reply was that Mrs. ..... would not help him, also his arithmetic and spelling. He says, "Mamma, if I do have them right, she won't give me a good mark and that you hardly pay any attention to him." He has got so disgusted with it that it is a problem to get him to school. Now, Mr. Huggett, I am greatly annoyed at this. Just because Earl is a little poor boy doesn't make his heart any more impure or his feelings any the less sensitive. He is as good as any of the rest of them. It does seem strange that a person has to keep on high pitch in order to have our children treated half way decent in this school. I sure hope the school changes superintendents this year for I am sick at the way this school is run. It seems the school has not went on satisfactory the last three years. There surely is no pleasure in having to be so hard boiled all of the time in order to keep our children on the level and progressing. Surely Earl has not had any time spent on him for he does not know what *it* is when he sees it. I think this is terrible. Earl surely tries to learn at home and there is no reason on his part of not having a better report card. I am not alone in kicking on this matter. It has been said if your children ever learn anything here we have got to keep on the warpath and I really believe this to be

true and not lenient with the teachers. We have to pay taxes to keep up our schools and it's up to us parents to see that our children gets their share of attention which I am going to do from now on without taking any more excuses from anyone.

Yours respectfully,

Mrs. .....

Notes in General. How most of us hate to see youngsters come in with notes in their hands! Lots of the epistles, of course, are about trivial matters. Only a few, like the one published, are down-right ugly in tone. Did any of you ever get one praising something about the school? The writer can recall none having for their elementary purpose praise for anything connected with the school although some have mentioned one or two things that the authors thought were good about the school by way of creating a favorable feeling toward requests that are to be made. Almost always a note means a complaint although to be just one must admit the majority are couched in courteous terms and carry a reasonable request. Occasionally one receives one which is down-right vicious like the one quoted in the preceding paragraph.

Most notes demand an answer which should be courteous even if the complaint has not been. The writer usually answered by mail, as has been mentioned, carefully keeping a carbon copy. Sometimes it has been necessary to spend several hours in investigation of conditions which have been mentioned. Often composure of a fitting answer will take an hour or more but the time spent should not be considered as wasted. One who serves the public must seldom lose his temper and he must always give patrons the impression that he is serving their best interests.

Supporting Teachers. One might suppose that the support of teachers is a self-evident task but the problem is not always so simple as this. Occasionally one cannot support an instructor because there is no ground for this support. The writer has never been able to condone the teacher who boxes a child's ears nor one who passes unduly caustic remarks about family or other personal things. Favoritism is something often hinted at but seldom proved. Where it is self-evident that the teacher was wrong there is nothing to be done, in the opinion of the writer, but to admit that a mistake has been made which will be rectified as completely as possible. Common sense should not permit senseless support of the teacher who has obviously made a mistake. About all that one can do is to excuse, if it seems advisable, by an expression like "Miss Smith has a large, difficult group and doubtless her nerves were over-wrought. I hope you won't judge her too harshly."

When the teacher has followed orders or is otherwise right she should be given every possible support. It is usually not necessary to become dramatic in so doing as it is possible to express oneself in a firm impersonal tone. The writer has not hesitated at times to inform the patron that the teacher has acted according to directions given to him and that the administration is at fault if anyone is. Of course, reasons for actions or orders should always be included.

In Conclusion. Every person, every organization and every firm has to sell its product to the public. This is as true if its product is personal service as if it is merchandise. In this chapter the writer has attempted to describe some ways of acquainting the public with the service which the school is offering.

CHAPTER XIV

THE SUPERINTENDENT AND SCHOOL FINANCES

Introduction. In earlier times the Board of Education handled all financial matters in most small towns. For example during the writer's first superintendency, which was in a school of ten teachers, he had no knowledge whatsoever of how much money was raised by taxes, what funds were on hand, how much state aid was received or if any sort of budget had been set up. The secretary and treasurer of the Board of Education took care of everything of the sort. The writer could not even buy a pencil or a tablet of paper. All he could do was to make his request to the secretary of the Board. Usually what was requested was purchased but sometimes it was not. The writer never knew what deliberations or budget considerations, if any, determined the fate of the request. This was not unusual in those days as Boards of Education in relatively large cities fulfilled their statutory financial obligations literally and, we hope, to the intent of the law.

Superintendents were usually very young and had had no training which would in any way fit them to be proficient in school finances. So, perhaps we should not wonder that they had little to do with finances. Too, governmental financial structure was formerly very simple.

Today, in even the small district such as the one in which the writer started, conditions are quite different. Financing education with its state and federal aid and its complicated structure is no longer simple. Income cannot be estimated simply by finding out what the district collected in local property taxes the previous year nor can expenditures be arrived at by deciding what to pay the teachers and janitor and allowing a little for coal, electricity and supplies.

Both estimated income and likely expenditures can change almost over night. Boards of Education are usually no longer competent to keep even the books that are necessary, let alone deal with bond issues, transfers of funds and the other necessary financial manipulations. A trained man is needed and he must be the superintendent in most small towns.

To many beginning superintendents it will seem that one is devoting too much time and energy to financial matters. Probably he is, but there will seem to be no other way out. The old saying that, "Money makes the mare go" is still true today. No school can operate without adequate finances.

If the superintendent is to assume general oversight over the financial affairs of the district, then the task must be well done. Handling money is always a ticklish business at best and nothing will be criticized quicker by the public and by the Board of Education than inefficiency in financial management. It is the purpose of this chapter to describe some proven principles and practices in the handling of school financial problems.

PLANNING THE DISTRICT'S FINANCES

Budgeting. In making preparations for any school year the first step is to have a budget prepared. This is usually made out in preliminary form by the superintendent and then considered by the Board of Education.

Why Have a Budget? Many people now make out budgets for their personal expenses. Without a guide, it is so easy to spend more than one should or to allocate undue amounts to certain rather unnecessary items such as entertainment, a new car, etc. The money goes and there is nothing left for dental care, medical services, education, professional advancement and other unspectacular but very worthwhile items. A budget serves as a guide for spending one's money in a sensible, efficient manner. If it is carefully considered and intelligently and faithfully followed, there is some assurance that one is getting his money's worth from his income and that he is using it for goods and services which are of permanent worth to him as well as for things that represent pleasures or temporary values.

In the same way, any governmental agency needs to plan its spending to prevent over-emphasis on some activities at the expense of others, to see that income is not exceeded by expenditures, and to chart an intelligent course of development and growth. Without a budget, it is very easy to overspend when an unforseen demand comes in and to allot more money than is fair to spectacular enterprises like athletics and band at the expense of such very worthwhile enterprises as the library, home economics department, and the commercial division. Also it is almost impossible to outline any sort of planned program for the future unless there is a budget. As in the case of personal spending, schools and other governmental agencies need a guide to use in getting the most for their money and in securing proper allocation of funds.

Form of the Budget. There are many forms that the budget can take depending upon such local conditions as size of the community, desires of the Board, etc. Now it is fairly common to use a commercial form which corresponds to the bookkeeping system being used. The writer will illus-

trate budget preparation by means of one which he helped to prepare a few years ago.

Part one was devoted to general considerations. Several paragraphs are quoted to show what may be covered by this section.

"Once more we come to a budget which will probably operate during a period of constantly rising costs. We can look for some additional school revenue and increased costs are inevitable!

"When times are settled, one can add improvements to his property and can make repairs that need attention. Last summer, when things were going along quite well, we were able to do a lot of things. We purchased stage equipment, playground apparatus, new furniture, and completely equipped additional rooms. We put on a new roof and did a lot of general repair work. This year there will be need for much less and we shall not have as much money available. This is one of the years when we should do as little to the buildings as possible although we cannot afford to have things go down.

"For the present, at least, the picture is far from dark. We should close the year with a balance of approximately $17,000, or just about the amount that we had at the end of last year. This back-log should be kept intact, if we can possibly do so, as a reserve against emergencies and as a fund with which to meet our bills promptly. It should not be touched unless we are absolutely compelled to dip into it. . . .

"The following figures show operating budgets since 1935. While the total budgets have increased, our enrollments have generally grown about as fast as the total budget figures. Per capita cost is really the test that should be used. Our per capita has been approximately the same since 1936-1939. Next year, though, it has to go up! A table giving comparisons by years of total budget figures, enrollment, and per capita cost follows:"

Year	*Operation Budget*	*Enrollment*	*Per Capita Cost*
1935-1936	$32,220.07	450	$71.60
1936-1937	$38,629.58	475	81.32
1937-1938	$40,954.00	400	81.91
1938-1939	$40,945.00	500	81.91
1939-1940	$42,099.95	550	76.54
1940-1941	$42,099.95	550	76.54
1941-1942	$44,090.00	600	73.48
1942-1943	$47,410.00	650	72.94
1943-1944	$53,500.00	700	76.43
1944-1945	$61,200.00	750	81.60
1945-1946	$76,954.00	800	96.19

Income. Income is estimated as well as possible by using receipts of the present year and all data that can be gathered in respect to probable tax collections and amounts of state aid for the year to come. The following figures represent the best estimates that your superintendent can make for 1945-46:

Source	*1944-45 Income*	*1945-46*
Delinquent taxes	$ 4,754.00	$ 2,000.00
Current taxes ($4.50 per thousand)	21,500.00	22,000.00
Tuition (non-resident)	4,500.00	4,500.00
State Aid	29,315.00	46,754.00
Smith-Hughes Aid (Home Ec & Agric.)	1,600.00	1,600.00
Fees, breakage, etc.	50.00	50.00
Building rental	25.00	25.00
Library Fund	25.00	25.00
Total	61,769.00	76,954.00

General Analysis. The writer can best indicate the form for this section by once more quoting from the same budget.

"The School district was allowed for the current fiscal year $74,950.00 was spent for payment of interest and principal on our debts, for educational service to 750 children. The total for operating expenses was $61,-200.00. Our enrollment has actually been from 770 to 775 pupils.

"The request for next year is for $90,704.00, with an allowance of $13,750.00 for debt services, for educational service to 800 children. The allowance for operating expense is $76,954.00.

"The membership for next year is estimated at 800. Our enrollment now is about 770 but it is sure to increase in the fall.

"The per capita cost for this year is $81.60, if debt service is left out. That for next year is $96.19. The per capita cost in 1936-1937 was $81.32.

"The district school dollar for operating expenses for 1945-46 will be spent as follows:

79.2 cents for instruction
10.3 cents for heating, cleaning, lighting and repairing the school plant
5.8 cents for administration and supervision
2.2 cents for fixed charges (insurance and rental)
.7 cents for capital outlay
1.8 cents for coordination activities (bus)

"A comparison of the 1945-46 requests with the current year by general activities, is as follows:

Account	*Activity*	*Allowed 1944-45*	*Requested 1945-46*	*Increase*
G.C.	General Control	$ 4,039.00	$ 4,420.00	$ 381.00
I.S.	Instruction Service	46,550.80	60,820.00	14,269.20
O.F.C.	Operation of school plant	7,127.60	7,835.00	707.40
F.C.	Fixed charges	1,530.00	1,675.00	145.00
M.	Maintenance	400.00	400.00	
C.O.	Capital Outlay	500.00	500.00	100.00
A.C.	Auxiliary anl Coordinate activities	952.60	1,305.00	Decrease 351.40
	Total	$61,200.00	$76,954.00	$15,754.00

A sample of one break-down of a division of expenditures (that of General Control) is given:

		Allowed 1944-45	*Spent 1944-45*	*Requested 1945-46*
G. C. 1	Board of Education salaries	$ 575.00	$ 575.00	$ 975.00
G. C. 2	Board of Education supplies and expenses	200.00	100.00	200.00
G. C. 3	Supt. of schools salary (rest charged to instruction	2,000.00	2,000.00	2,500.00
G. C. 4	Clerk's salary (charge remainder to library	900.00	900.00	1,200.00
G. C. 5	Supplies and expenses	314.00	350.00	829.00
G. C. 6		50.00	50.00	50.00
	Totals	$4,039.00	$4,075.00	$5,754.00

Detailed expenditures usually follow after each division. This may be illustrated as follows:

G. C. 5—Superintendent's Office Supplies and Expenses

Envelopes (stamped)	$200.00
Printing, forms, etc	275.00
North Central Association dues	5.00
Mimeograph supplies	150.00
Typing and mimeograph paper	200.00
Incidentals	24.00
	$854.00

A complete classification, quite convenient to use, is as follows:

GENERAL CONTROL

G. C. 1 Board of Education Salaries
G. C. 2 Board of Education supplies and expenses
G. C. 3 Supt. of schools salary
G. C. 4 Clerk's salary (charge rest to library)
G. C. 5 Supplies and Expenses
G. C. 6 .....
G. C. 7 Census and Election

INSTRUCTIONAL SERVICE

I. S. 1 Supervision—Supervisor's salary
I. S. 2 Other expenses
I. S. 3 Supervision—Principal's salary
I. S. 4 Supervision—other expenses of Principal's office
I. S. 5 Teachers' salaries
I. S. 6 Elementary supplies
I. S. 7 High School supplies
I. S. 8 Books (Supplementary readers, free copies)
I. S. 9 School library—salaries
I. S. 10 Books and other expenses
I. S. 11 Commencement and miscellaneous expense

OPERATION OF THE SCHOOL PLANT

O.F.C. 1 Wages of janitors
O.F.C. 2 Janitors' supplies
O.F.C. 3 Fuel
O.F.C. 4 Water and gas
O.F.C. 5 Light and power
O.F.C. 6 Telephone
O.F.C. 7 Freight, cartage and express

FIXED CHARGES

F. C. 1 Rent
F. C. 10 Insurance

MAINTENANCE

M. 1 Restoration of walks and grounds
M. 2 Repair of buildings
M. 3 Repair of heating and ventilating equipment
M. 4 Repair of lighting and power equipment
M. 5 Repair of other service systems
M. 6 Repair of furniture
M. 8 Repair or replacement of instructional equipment

CAPITAL OUTLAY

C. O. .....

AUXILIARY AND COORDINATE ACTIVITIES

A. C. 1 Salary of bus driver
A. C. 2 Bus expense
A. C. 11 Compulsory

DEBT SERVICE

D. S. 1 Payment on Bonds
D. S. 2 Interest on Bonds

How the Budget is Made. The actual process of budget-making is simple in theory but requires a lot of work. Requests and estimates are secured from all teachers and other employees. For this purpose a simple form is usually employed. This can be headed "Budget Requests" or some other title can be used. About all that one needs then are three columns headed respectively, "Article", "Proposed Use", and "Approximate Cost."

The superintendent gathers these requests together and attempts to incorporate them into the budget form previously described. Reasonable supplies and equipment are entered without question. On large orders which involve considerable budgetary increase, it probably will be necessary to eliminate some of the articles. This should not be done without a conference with the employee at which time she is given an opportunity to justify the large expenditure that she requests. If a conference does not secure satisfactory reductions, the superintendent should, in all fairness, present the entire request to the Board of Education, stating his reasons for wanting it reduced and the employee's reasons for thinking that it should go through as listed. The employee may even be given a hearing before the Board if that seems to be advisable. Democracy in administration calls for all employees to have the right of appeal and not to have to accept what the administrator hands them more or less arbitrarily.

Always, one must watch his totals, to see that they do not go too much over the previous budget allotments. No Board of Education will, under usual circumstances, pass a greatly increased budget.

To assure all departments securing a fair allotment for supplies, it may be necessary to assign the available money on a per pupil basis. This procedure should be avoided if possible, however, as special departments like art, music, science, woodworking and home economics are expensive to run and must ordinarily have more supplies to operate than such divisions as mathematics and English. Even in the elementary

grades, it will be found that some teachers use effectively materials which other teachers will allow to remain in the cupboards. One really handicaps his best teachers by adopting a per pupil rule in allotment of funds, so this procedure should be avoided, if possible. Teachers do not often make excessive demands in the way of supplies so that usually they can be given about all that they ask for without causing the district undue expense.

Presentation to the Boards. When the budget is finally in more or less finished form it is usually dressed up in a folder. In order to have it stand up with little change in the final vote of the Board of Education, it is necessary that preliminary talks be held with the governing body before the various items are written down more or less permanently. Informal conversations can be held for several meetings before the one at which final action is taken. It is usually easy to figure out the items that will be controversial. First of all, there is the matter of teachers' salaries. Are they to be raised? Will the Board permit ten per cent more in this category? What about janitors' wages? Instructional supplies? Can needed repairs be made? Can the new curtain for the auditorium be purchased? Will it be possible to have new furniture for the fifth grade room? These are some questions that arise. There is usually no question about items like insurance which remain the same from year to year. There is usually little debate in normal years about instructional allowances that remain the same or are slightly reduced, as long as the prospective income is not exceeded by the proposed expenditures. Sudden and drastic increases are the things that are questioned.

With all possible controversial items foreseen, the formal passing of the budget becomes largely a matter of form. Members should be provided with copies several days in advance of the meeting to allow time for study. If the Board will take the required time, the budget should be gone over item by item at the meeting with full explanations given for every proposal, so that there will be few questions afterward.

Financial Records. Many school districts center all accounting activities in the superintendent's office. This is particularly likely to be done if there is a full-time clerk who can carry on the activity under the direction of the superintendent.

In other districts the Board of Education retains all official financial books and keeps them more or less accurately and religiously. Much depends on the attitude of the Board of Education officials in making the decision as to who will be responsible for the books. Some governing bodies feel that financial matters are their direct undelegatable function

because they are responsible to the people for all financial matters. This attitude is particularly likely to be taken if the secretary or treasurer, or both, have been accustomed to being paid extra for taking care of official records and if they are not too busy with personal affairs.

Whether the superintendent or the Board of Education looks after the financial records does not particularly matter as long as they are carefully and accurately kept and are periodically audited by an outside agency. The question of the record-keeping being centered in the executive's office is not even worth a request or argument. If the Board wants the work and responsibility then they should have it. In the writer's experience, the superintendent usually has to help out with the official records even if he does not have them kept in his office. In one situation many a week end and evening were spent by the author in checking the official financial books supposedly being taken care of by the secretary and treasurer of the Board of Education.

When the superintendent is not responsible for the official books, it is almost necessary that he keep a set of duplicate records of his own in order that he may know at all times how expenditures agree with budget allowances and what money is left in the various funds. These books may be simple in character, in fact, may even be kept in a file on cards or loose sheets. Most bills come to the superintendent to be presented to the Board and those that do not may be easily scanned at the Board of Education meeting.

It is wise to require delivery tickets to be signed for all articles that are received. These are then attached to the invoice, indicating that the goods have been received in good condition. A description of these forms is given elsewhere.

Written Financial Reports. Whether the superintendent keeps the official books or not, he should feel himself responsible for seeing that the Board of Education has adequate and frequent reports on financial matters. Once a month is not too frequent for these reports although the writer sometimes made them up only in every two or three months. The reason for the infrequency was because at that time the financial condition of the district was in no way critical and there was little danger that budget allowances would be exceeded. The report should follow the same form as the budget and should show the sums allotted, what has been spent and the amounts remaining. The following statement is a sample of a financial report one may present. Each member should be given the form for study some days in advance of the Board of Education meeting. Supposedly each member places the report in the loose-leaf notebook

with which he has been provided so that his own curiosity can be satisfied at all times and so that he can always answer questions raised by patrons.

FINANCIAL STATEMENT

To November 1, 1945

RECEIVED TO November 1, 1945

GENERAL FUND

Brought forward from last year	$17,486.88
Delinquent taxes	2,575.90
Miscellaneous (Man. Tr., Telephone, etc.)	111.45
State Aid	17,161.28
Tuition	
Smith Hughes Aid from Federal Govt	
Library Aid	
Interest on delinquent taxes	242.41
	$37,577.92

DEBT SERVICE RECEIVED

Brought Forward	$2,353.06
Delinquent taxes	1,625.01
	$3,988.07

SPENT

GENERAL FUND BY LARGE DIVISIONS

(Detailed report follows)

Ceneral Control	$ 1,571.86
Instructional Service	12,823.55
Operation of School Plant	1,640.01
Fixed Charges	
Maintenance	244.48
Auxiliary and Coordinate Act	357.61
Capital Outlay	199.40
	$16,836.91

DEBT SERVICE SPENT

Interest	1,705.00

BALANCES OF NOVEMBER 1, 1945

General Fund	20,741.01
Debt Service	2,283.07
Building Fund	9,900.00

DETAILED ACCOUNT OF EXPENDITURES

General Control	*Spent*	*Budget Allowances*	*Spent so far*
G. C. 1	Board of Education salaries	$ 975.00	$
G. C. 2	Board of Education Supp. & Exp.	200.00	278.82
G. C. 3	Supt. of School's Salary	2,500.00	500.00
G. C. 4	Clerk's Salary	1,200.00	240.00
G. C. 5	Supplies and Expenses	829.00	553.04
G. C. 6	Census	50.00	
		$5,754.00	$1,571.86
	INSTRUCTIONAL SERVICE		
I. S. 1	Supervisor's Salary	$ 1,800.00	$ 360.00
I. S. 2	Principal's Salary.	1,200.00	240.00
I. S. 3	Other Expense—Principal's Off.	1,020.00	529.00
I. S. 4	Teachers' Salaries	42,000.00	8,156.00
I. S. 5	Elementary Supplies	1,200.00	1,121.40
I. S. 6	High School Supplies	1,400.00	1,226.59
I. S. 7	Books for Poor Children	500.00	636.67
I. S. 8	School Library Salary	500.00	100.00
I. S. 9	School Library Books.	1,000.00	453.49
I. S. 10	Commencement and Miscell.	200.00	
		$50,820.00	$12,823.55
	OPERATION OF SCHOOL PLANT		
O. F. C. 1	Wages of Janitors.	$4,880.00	$ 800.00
O. F. C. 2	Janitor Supplies	500.00	412.64
O. F. C. 3	Fuel	1,600.00	326.27
O. F. C. 4	Water and Gas	140.00	27.06
O. F. C. 5	Light and Power	650.00	47.52
O. F. C. 6	Telephone	40.00	14.25
O. F. C. 7	Freight and Cartage	25.00	12.27
		$7,835.00	$1,640.00
O. F. C. 10	Insurance and Fixed Charges	1,675.00	
	MAINTENANCE		
M. 1	Restoration of Walks and Grounds	$ 20.00	$
M. 2	Repair of Buildings	135.00	167.19
M. 3	Repair of Ventilation Y. Heat. Equipment	100.00	5.00
M. 4	Repair of Lighting and Power	10.00	
M. 5	Repair of Plumbing and Water System	50.00	10.24
M. 6	Repair of Other Systems	10.00	10.24
M. 7	Repair of Furniture	40.00	8.05
M. 8	Repair of Replacement of Inst. Equip.	35.00	54.00
		$400.00	$224.48

AUXILIARY AND COORDINATE

A. C. 1	Salary of Bus Driver	$ 800.00	$ 160.00
A. C. 2	Supplies for Bus	304.00	197.61
A. C. 11	Salary of Truant Officer	200.00	
		$1,304.00	$ 357.61
D. S. 1	Interest on Bonds	6,750.00	1,705.00
D. S. 2	Payment on Bonds	5,000.00	
		$11,750.00	$1,705.00

CAPITAL OUTLAY

New Furniture	500.00	199.40

PROSPECTS

We shall probably have about $69,000.00 to operate on the rest of the year. This is arrived at as follows:

On Hand	$20,741.01
State Aid	20,000.00
Delinquent taxes	1,000.00
Current taxes	22,000.00
Tuition	4,500.00
Smith-Hughes	1,600.00
	$69,841.01

Eight payrolls will total about $42,000.00. Other expenses will probably total $10,000.00. We should close the year with a balance of about $17,000.00, or the same as we had this year.

Signature of Superintendent

Operation Fund Balance on Hand November, 1945	$20,741.01
Operation Fund Balance on Hand November, 1944	17,606.94
Operation Fund Balance on Hand November, 1943	13,907.88
Operation Fund Balance on Hand November, 1942	13,016.75
Operation Fund Balance on Hand November, 1941	18,037.72
Operation Fund Balance on Hand November, 1940	20,233.42

Board Meetings. At Board of Education meetings, the financial reports should be gone over in as much detail as seems to be needed and as time will permit. The Board needs to be informed very accurately at all times as to the financial condition of the district.

The Petty Cash Fund. Probably nearly all schools keep limited amounts of money on hand. This may be entirely school activity funds to serve as change for the cafeteria, for the bookstore or for athletic contests,

or some of it may come directly from the funds more particularly administered by the Board of Education.

The petty cash fund, whatever its source, should be in the care of a single person. This person is usually the office secretary. Assuming that there is a safe whose combination is known to several people, the secretary should have a money box, to which she has the only keys, which will fit inside of the safe. When purchasing a money box the writer was accustomed to hand both keys to the secretary with instructions to keep one key on her key ring and to secrete the other at home. One cannot hold a person responsible for cash unless she has some way of keeping it locked up from everyone else, even the superintendent. In case of illness of the secretary it is usually possible to get along for a day or so or if necessary or one can send for the key.

The secretary was taught to count the petty cash the last thing every night before going home and to record the amount in a ledger. This book was kept in the secretary's desk. There was no difficulty in collecting burglary insurance on two occasions when the safe was broken into and pilfered because we knew exactly the amount of cash that had been on hand. Had we not known just what money we had we would have had difficulty in collecting and the public might have thought us to be rather inefficient.

Whether there should be a petty cash account from strictly Board of Education funds depends upon customs and needs. In one position that the writer held there was no Board of Education petty cash fund for the first three years. The freight agent, the postmaster, and the express agent turned in bills to the Secretary of the Board who ran a hardware store which was centrally located. Since Board meetings were held twice a month the agents did not have to wait long for their money. Probably if there was an accounting demanded by their organization before the bills were paid the agents advanced the money personally. That particular Board of Education liked to have a cancelled check to show for every individual expenditure. They would have resented a suggestion that there be a petty cash fund.

After the first three years there was a change in Board personnel and the hardware merchant was replaced as secretary by a physician who did not want to be bothered with Board of Education business during office hours. He demanded a change in the method of paying small bills so a petty cash fund was set up.

If there is a petty cash fund it should probably be limited in use to payment of freight, express and other small accounts which should be settled at once. Excessive use of a petty cash fund can cause criticism because a Board of Education may feel that they should exercise their legal authority of passing on all individual expenditures.

The mechanics of operation of a petty cash account from the Board of Education funds are quite simple. The secretary is given, say $100.00. She pays small bills from this, securing receipts for all expenditures, until it is nearly gone. Then a bill is presented in her name for the total of expenditures to that time. A full itemization is given the Board of Education and also the receipts are presented. A check is then drawn in favor of the secretary but it is labelled petty cash and included under the miscellaneous column in the General Control account.

Acquainting the Public with Financial Problems and School Needs. The task of acquainting the public with financial matters falls within the realm of the public relations program. The public, needless to say, should be fully cognizant of how money matters are going with the district. The writer once left such informing to the Board of Education but he found in time that the governing body did not take care of it. They had too many other things to do and lacked both inclination to write and skill in preparing releases. Perforce, this task must be taken over by the superintendent although it is well to secure permission from the Board of Education to give out financial news. The whole management of finances has been handled for so long in many communities by the Board of Education that the function becomes a prerogative with which there may not be interference except with permission. After a few releases have been made by the executive, the Board gets to expect them so that one can go ahead without asking each time.

Newspaper releases are very effective means of transmitting financial news to the public. One can also use the P.T.A. as an agent and teachers and janitors can help out a great deal. In speeches made by members of the staff, financial matters may well be mentioned. There are many other agents and agencies as the reader will find described in the chapter on public relations.

Selling a New Building or an Additional Department. In campaigning for additional building space or more staff members, objections that are met are mostly financial. It is necessary to have at one's fingertips the exact cost of the improvement and why it was justified. The pocketbook is a delicate place with most of us. One can get almost anything if

taxes are not raised, but if more money will be demanded, then one has to be indeed well fortified with good arguments. Procedures needed in campaigning for a new building or additional services are described elsewhere.

FUNDS ORIGINATING IN THE SCHOOL

School Activity Funds. While their source is not that of taxes, tuition, state aid, federal aid, or building rental, which accounts belong to district finances, the Board of Education is nevertheless charted with full responsibility for the handling of receipts from dramatics, athletics, forensics and all other school activities. There is no fundamental reason why a Board of Education could not use football funds to buy supplies and pay teachers' salaries although, admittedly, this is seldom ever done except in certain colleges whose classrooms are merely an auxiliary to the athletic plant. Probably class dues and other funds paid by students for a specified purpose could not be diverted from their stated function but there is no reason why all other monies taken in by the school organization could not be used for any purpose leading to the general welfare of the school if the Board so desired. Actually there is no basis for the attitude held by many high school athletes to the effect that they are entitled to special consideration because they are contributing a great deal to school activity funds. They usually fail utterly to realize that the school district is contributing a great deal, perhaps a sum greater than the total of all athletic receipts, by paying the salary of the coach, and by constructing and maintaining athletic fields and gymnasiums. The writer has been told by athletes that it was no business of the Board of Education or of the superintendent how athletic funds were spent. The teams earned them, therefore they should be able to govern their expenditures. Neither assumption is, of course, correct. The Board of Education will not often be particularly concerned with the expenditure of school activity funds as long as they appear to be wisely handled but they should be given a strict accounting, because of their legal responsibility, in the same way as is done with regular district funds.

It is probably not usually necessary to give this accounting more than twice a year. And at the end of the year, certainly, school activity books should be gone over by the regular accountants who are serving the school district.

The form of report should be a simple one but detailed receipts and expenditures should be shown just as in regular district funds. The following account is given as a sample accounting of athletic funds for the first semester of 1944-45:

ATHLETIC ACCOUNT

RECEIPTS

Football

Grayson Game	$226.75
Sand Creek Game	150.25
Meadowbrook Game	103.45
Smithland Game	252.85
Gaines Heights Guarantee	50.00
Linform Guarantee	25.00
Justin Guarantee	25.00
Jamesville Guarantee	25.00
Total	$558.30

Basketball

Season tickets	$335.00
Gaines Heights Game	85.40
Linform Game	63.85
Justin Game	72.25
Meadowbrook Guarantee	25.00
Smithland Guarantee	25.00
Total	$606.50
Total receipts	$1,164.80

EXPENDITURES

Football

Jenison Athletic Co. Football uniforms, balls, shoes and supplies	$325.26
Officials Grayson Game	65.00
Officials Sand Creek Game	65.00
Officials Meadowbrook Game	65.00
Officials Smithland Game	65.00
Grayson Guarantee	25.00
Sand Creek Guarantee	25.00
Meadowbrook Guarantee	25.00
Smithland Guarantee	25.00
Transportation Gaines Heights	45.00
Transportation Linford	37.50
Transportation Justin	47.50
Transportation Jamesville	55.00
Jones Hardware Co.—lime & incidentals	28.42
Total	$898.68

BASKETBALL

Jenison Athletic Co.—Basketballs, shoes and Equipment	$152.07
Officials Gaines Heights Game	40.00
Officials Linford Game	40.00
Officials Justin Game	40.00
Gaines Heights Guarantee	25.00
Linform Guarantee	25.00
Justin Guarantee	25.00
	$347.07
Total expenditures	$1,245.75
Balance from last year	$242.06
Balance on Hand February 1, 1945	161.11

A Centralized Account. Probably it is not necessary to enumerate the values of a central, unified internal school fund. Such values are now so taken for granted that no other plan of accounting is ever used, so far as the writer can discover. To cite only one advantage, it would be impossible to give any sort of factual report to the Board of Education if the accounting of school activity funds was spread among a dozen or so different treasurers or other officers.

Not so many years ago, centralized accounting was unknown except in large schools. When the writer first became superintendent, in the school which he served there were some dozen different accounts in the local bank. Each was in the name of the organization and its treasurer. Some of these accounts had but a few cents in them while others had hundreds of dollars. All could have withdrawals made on the signature of the individual treasurer. The superintendent was treasurer of the biggest one of all, the athletic account. Most of the rest of the treasurers were pupils. Accounts were usually kept in nickel memorandum books purchased at the variety store. For some funds, either no accounts had been kept or they had been lost. Merchants never knew whether they should allow an organization credit or not because they had no means of knowing whether or not that funds were on hand. As a result, there were many bills of goods charged to various organizations which were several months old. After about six months or so, the Board of Education usually paid delinquent bills so that the individual merchant would not have to take a loss.

Who Shall Keep Books? The bookkeeping function should be centralized in an adult other than the superintendent. If there is a commercial department, that teacher should be given the responsibility. She does not, of course, have to do the actual bookkeeping herself as it can be done

by students under her supervision. If there is no commercial department then the superintendent's secretary would seem to be the logical person to do the bookkeeping.

Who Shall Deposit? Funds are collected by the various organization treasurers. They are deposited in the bank to the credit of the school activity fund by the treasurer of the organization or her representative. Two duplicate slips are made out, one of which is deposited with the bookkeeper and the other retained as the organization treasurer's record. The bookkeeper is never expected to handle cash, in fact she is denied that privilege.

The Superintendent Never Handles Money. As almost Cardinal Principle No. 1 in school administration, the superintendent should never, never actually handle money unless the emergency be a dire one indeed. He is in too vulnerable a position by the nature of things to add to his dangers by taking care of cash.

Money is literally dynamite in school work. One can drink, gamble, curse and kiss his neighbor's wife and get away with it—maybe. The misuse of one cent, or even a suspicion of misuse which cannot be disproved means loss of position, if not a stay in the "pokey". Every year school administrators lose their jobs through not following this cardinal principle. One has only to read the newspapers to know the truth of this statement.

Let the writer illustrate with a true story of one superintendent who did not lose his job because he was well protected. Athletics in this town was big business, as they often are. A successful basketball team was drawing crowds of seven and eight hundred people at fifty cents a person. It was obvious that a lot of money was being received. Along toward the end of this season the superintendent bought a new automobile. At once the rumor started that he had bought it with basketball receipts. Publication through a paid advertisement in the local newspaper of a statement of athletic receipts and expenditures signed by the school bookkeeper along with an account of how the funds were handled, killed all the rumors overnight. That superintendent was properly protected.

Who Shall Count Money? As has been mentioned, athletics even in small towns can be a big business. Money should always be counted by at least two adults plus one student. These three are logically a part of the staff which handles admissions at the game. Two teachers are best for the adults while the student should be the elected athletic fund treasurer, if there is one, or some other student leader. The pupil should be on

the counting committee so that there will be a representative of the student body who knows what is happening.

Roll tickets with numbers should be used. At the start of the evening the three counters should prepare the first part of a statement in triplicate, showing the amount of change and the serial number of the first ticket. A sheet of 8½ by 11 typing paper is as good, in the writer's experience, as a printed form. The three representatives count the receipts either after the game or during its last part. All three then sign the triplicate statement. One copy goes to the school bookkeeper, one copy to the athletic account treasurer and one is posted on a central bulletin board for the information of teachers and pupils. By such means one can protect himself from the accusation that he is misusing money.

School Activity Petty Cash. The school secretary, or superintendent's secretary, should keep a certain amount of change on hand in the money box already described. When she deposits athletic receipts she can easily secure change for the next event. The maximum amount of change needed will probably be forty or fifty dollars which is not an excessive amount for a school safe.

Payments from Various Funds. Purchases should be made upon the forms to be described in the following section. Authorization for issuance of purchase orders should be signed by the organization president and the faculty adviser. When invoices that are properly O.K.'d are presented, the school activity bookkeeper draws a check which is countersigned by the superintendent. The complete procedure for purchasing and paying bills is described in the next section.

HOW SHALL PURCHASES BE MADE?

Purchase Order Blanks. Some small school systems are inclined to trust to luck rather than to good business practice in the matter of purchasing teaching and janitorial supplies and equipment and the sundry articles used by clubs and other school organizations. Too often there is no definite check to determine whether or not goods charged to the school district or to one of the school funds, have been properly authorized.

The principal reason for not using an order system in a small school as all large districts do, seems to be a fear of "red tape". School Boards and superintendents feel that they can keep a check on things without the bother of having orders issued. They feel that the simpler that they can keep matters the better it will be for all concerned.

Sometimes it takes a rather extreme event, such as grand jury investigations of the finances and business affairs of neighboring school districts,

to make a Board of Education realize that they must be extremely careful in handling the people's money. Sometimes a number of bills about which no one knows anything will have the same effect. Usually a superintendent can convince a Board of the necessity of adopting sound business practices by calling to the members' attention the number of bills which come in for goods which were ordered by someone who had no authority to place orders. Usually school organizations are the worst offenders in this respect. A senior class, for example, orders crepe paper for a dance and then forgets to pay the bill. Once graduated, the class is no longer responsible but the Board of Education feels that it must settle the bill so that the local merchant will not suffer financial loss. Other examples are orders for athletic goods, ice cream, flowers and candy. Sometimes a teacher or janitor gets out of line and charges things to the school district without authorization to do so.

Probably the only effective solution to such problems is the use of purchase order forms. In a small school, it is best to use a single form for both school activity accounts and for school district funds. This can be accomplished by striking out either the words Board of Education or Internal School Account on a form like the illustration. By using a single order form there is no confusion in the minds of merchants.

It is best to issue the form in triplicate. The original is kept by the vendor; the second copy is signed by the purchaser receiving the goods to show that he actually got them and is attached to the vendor's invoice, and the third copy goes into the school's files to serve as a check until the bill is paid. The sheets should be in different colors, such as white, yellow and blue, so that they can be identified at a glance.

When such a plan is installed all local merchants should be acquainted with it by letter and personal visit. At the time the call is made, it is well to pick up all old bills so that there can be a clean slate to start. The Board of Education will have to pay some bad bills but it is worthwhile to do this in order to start properly. Once acquainted with the plan, merchants cannot hold the Board responsible if they charge things without a purchase order form.

Out-of-Town-Buying. For out-of-town buying, either the purchase order forms can be used or a letter is acceptable. The writer generally preferred the latter because often there were rather lengthy lists of articles which would not go well on the short order forms. It is good business practice, too, simply to sign the order form presented by a salesman who calls, as long as a duplicate copy is retained to serve as a check.

Preference to Local Merchants? Even a casual survey of purchasing practices in small towns brings to light some very queer policies. In one Michigan town the Board of Education lets all contracts locally, provided the prices are not more than five per cent higher than the lowest outside bid. Another middle-west community reserves the right to place all school business locally even though the costs are considerable higher.

Most Boards of Education in small towns apparently give preference to local merchants when all other considerations are equal. When outside firms can furnish an article which has obvious and important educational advantages over anything that can be purchased locally, though, they will usually get the business if their prices are not too much higher than those of the local merchants.

There are always some purchase problems which cause difficulty to a beginning superintendent. A good rule to follow is to buy locally if the quality is satisfactory and the cost not more than five per cent more. The opposition or friendship of the merchants counts for a great deal in every community. Although the numbers and taxpaying abilities of these dealers may be small as compared with those of the whole population, the vendors are strategically located and influential far beyond their numbers and wealth. Even though the Board of Education sticks with the superintendent in a controversy with the local merchants, there is always a danger that these dealers will score a victory at the next school election, with a resulting change in administrators. To have only the editor of the local paper "against" the superintendent is no small thing. The writer has seen an opposition movement start from just this one man, and finally engulf the superintendent. In dealing with local merchants, the problem of buying is vital. All men are sensitive about anything affecting their pocketbooks.

Unreasonable Local Buying. The writer has known of very small communities in which it was necessary that almost everything be purchased at a local store. The order for chemicals and physics apparatus was placed with the druggist, book orders were given to the newspaper, floor seal was bought from the furniture dealer or at a gasoline station, athletic supplies came from the drug store, and so on. Almost nothing was ever purchased save through a local dealer. Many of the articles were not kept in stock by the retailer, but had to be ordered by him at a wholesale price which was often the same as that which the wholesaler or manufacturer would have charged the school. Even if the retailer did business at only a ten per cent margin, the goods cost the district more than was necessary.

As nearly as the writer has been able to find out, schools can buy some merchandise as cheaply as can local dealers. A few years ago, the school district with which the writer was associated needed to purchase considerable furniture for a building addition. Thinking that possibly the local furniture man could secure special discounts on this type of equipment, the author called on a local furniture dealer and asked if he would be interested in bidding. The dealer pulled down the catalog of a well-known school supply house and consulted it. The prices that he would have to pay were just the same as those quoted to schools; in other words, the schools could apparently purchase from the catalog just as cheaply as he could. The writer has had the same experience with druggists in respect to athletic equipment, with dry-goods stores in respect to gymnasium suits, and with local stationers in respect to tablets, pencils, etc.

Can Excessive Local Purchasing Be Unfair? By excessive local buying the writer means cases like those described in the previous paragraph. Certainly one would rule that upon goods not carried in stock and which the school can purchase as cheaply as the merchant there is no justification for buying from the local dealer. No time will be saved and no particular service rendered, so really all that is being done is to give the merchant ten per cent or more for mailing the order. Such an execssive charge cannot be defended by anyone because the school district is supported by all of the people. No one has a right to cause a large extra burden of taxation to fall on the average citizen so that there may be a profit to a few individuals who are in business in the community. These dealers pay taxes, too, but usually only a small percentage of the total amounts assessed. By paying considerable extra to purchase certain articles locally, one raises the tax rates of other citizens, and this cannot be defended. Local merchants rarely, if ever, expect that this be done when they understand the situation, so difficulties do not come from this type of buying where proper explanations are made from time to time.

Where Shall the Line Be Drawn? On the other hand, everyone would probably agree that small orders of merchandise which retailers regularly carry in stock such as groceries for the home economics department, meat and other supplies for the cafeteria; nails and lumber for the woodshop, paint for the redecoration of furniture, and boiler compound for the school plant should be purchased from local merchants. One can hardly conceive of these articles, representing a value of but a few dollars at one time, being purchased outside of town unless very attractive rates were offered, and even then one would probably not save enough to make it worth while to go outside to buy. Only in the large cities might there be

much possibility of such purchases being placed with out-of-town concerns. In case the supplies mentioned represent a large enough value so that they should be purchased without bids, awarding of contracts should always be on a competitive basis.

Borderline Articles. Most of the difficulty which the writer has experienced in purchasing has come in connection with printed forms, commencement invitations, class rings, insurance and floor seal. Many small-town printers, in particular, seem to feel that they have a vested right to produce all school printing no matter if their charges are excessive. Sometimes local general storekeepers, gasoline station operators, and insurance salesmen can be quite unreasonable, too.

Commencement invitations are usually purchased by the seniors themselves, using their own money, and the administrator should certainly not attempt to dictate where they will be purchased. The printer usually realizes this and makes a real effort to meet outside competition. He may complain that his prices leave no margin of profit, but his quotations are often quite close to those of outside concerns.

On play tickets and posters, athletic tickets, report cards, record cards, and may other things, the School Board or the school activity fund usually pay somewhat more than they would have to if purchases were made of outside concerns. Again, the articles are things which are produced locally and upon which the difference in cost is generally too small to warrant going out of town for them. It is not likely that the local printer in most small towns is over-paid more than a hundred dollars on all these items combined in a whole year, and this is not a large enough sum to participate a fight.

About the most illogical situation which the writer ever faced was in connection with an award of fire insurance. A local man had had all school contracts for a number of years. Upon application by two other agents, the Board decided to divide the business. The man who had been having the whole account became angry and said that if he could not write all the insurance he did not want any. He would not take a third of the policies so his portion went to a fourth agent who had made no application. Board members reported that the irate agent paid up his grocery bill with one member and stopped trading there, dropped his doctor, who was a Board member, and was never again seen in the drug store of a third member. It was weeks before he would speak to the writer, although the Board made the decision and the superintendent's part in the transaction was nil.

Dividing the Business. Most small-town Boards have a policy that the materials purchased locally shall be divided among the town businessmen. Thus the sundry business is split among the drug stores, coal purchases are divided among the coal dealers, and the insurance is broken up among those in town who are selling this commodity. The writer's practice was, so far as possible, to award business by periods of time. Thus, Smith Brothers got the grocery order for September, Glen Mason got the business for October, Casey's had it for November, and Frank Henwood was awarded it duing December. Then we strated all over again. In the small communities in which the writer has labored, chain stores have never been paid a nickel from tax funds. The opposition of local business men was such that the writer would simply not have dared to take a bill from the chain store before the Board for payment.

Bids on Large Orders. There is no question but that bids should be sought on all orders of any size, say which will cost more than fifty dollars. In many states this is required by statute. In any case it is simply good business practice.

In the ordinary market, considerable money will be saved by securing bids. Vendors sharpen their pencils and cut prices when they know there is competition. The writer has saved as much as fifty dollars from list prices on a three hundred dollar order for chemicals and as much as a hundred dollars on a five hundred dollar order for general school supplies by using this procedure.

Bids On Local Supplies. To what extent should local dealers be asked to bid on school supplies? There is no question that bids are necessary for all supplies in large communities. In small towns, though, the quantities of merchandise to be purchased at any one time are too small in amount to warrant bids. No one can ask for bids on five dollars' worth of groceries for home economics, on a few pounds of nails for the woodshop, on a roll of gauze for the first-aid kit, or on a sack of coarse salt for an icy walk. Bids can be called for on coal purchases, on proposed repairs, on insurance, and on printing. Unless coal is tested, though, one is "sticking his neck out" to buy it entirely on bids. If the lowest bid is accepted, poor coal is almost sure to be placed in the bins, which results in trouble for the engineers. The only recourse is a testing laboratory and that takes time and is expensive. One must also be careful about standards for repairs, printing and insurance.

In Conclusion. Financial matters should be given considerable thought and attention by every school superintendent. He should have much to do with the making of the budget because he alone is able to

judge of the worth of proposed educational expenditures. Financial records should be checked by the executive at frequent intervals, if not placed directly in his charge, so that he will know at all times that entries are being accurately made and that spending is not running more than the budget allowances. Money cannot be too carefully allotted or accounted for. The Board of Education should be faithfully informed of all receipts and expenditures of the school. For the school activity funds there should be a central bookkeeping system. The superintendent himself should handle no cash but should delegate this function to others. He should have something to say about their safe keeping and expenditure. Purchasing in small schools is an important function and should be conducted in a business-like manner.

CHAPTER XV

EXTRA-CURRICULAR ACTIVITIES

Introduction. While the superintendent of even a small school seldom takes a very active part personally in the actual direction of extra-curricular activities, he does have a very important part to play in the supervision and unification of this vital part of the modern school. It is his responsibility to see that there is an adequate program, that there is proper supervision of all activities and that all funds are properly handled. No executive dares to disregard this important phase of school work, even though he may not be too friendly toward certain extra-curricular events. Although extra-curricular activities pack a lot of dynamite most school administrators now believe that the extra-curricular is fully as important as the curricular in inculcating the growth, adjustments, knowledges and skills that are the objectives of nearly all schools.

What Are Extra-Curricular Events? There is now no clear-cut distinction between the curricular and the extra-curricular. At one time the former was any activity that took place during regular school hours and carried regular academic credit while the extra-curricular was an activity scheduled for out-of-school hours and for which no credit was given. These differences have now become so small as to be practically non-existent. Band, orchestra, debate and even athletics now often carry credit and are pursued during the regular school hours. Once they were distinctly non-credit, after-school activities. Much the same thing may now be said for forensics, dramatics and club activities.

Probably a fairly satisfactory working definition is to regard the extra-curricular as any activity which is elective or voluntary, for which there are try-outs or applications for membership and which will have performances or programs open to those not belonging to the organization.

The More Important. Actually there is no "more" or "less" in comparing curricular and extra-curricular activities. Both are parts of the same thing, the school's program to promote desirable growth and development.

To say that one is more important than the other would be like remarking that the wheels of the automobile are more important than the engine. Probably some time in the future there will be no distinction at all between the two but both will be included in a program of studies that

is concerned with the development of the complete child to the fullest extent possible.

For the present, though, for those schools which have listed both curricular and extra-curricular offerings there need be no arguments as to relative importance.

Assignment of Duties. Teachers do not often relish having to sponsor extra-curricular activities that come after school hours because these are time and energy consuming and do not usually bring extra pay. The fair way is to divide such activities equally among all members of the teaching staff. Assignments just can't be made that way, though, because some teachers can do things so much better than others. Some faculty members can coach plays and debate, some can direct athletics and some can sponsor clubs. A few can't do much of anything of this sort successfully, and so have to be left out of the program entirely except for little duties like selling tickets, ushering, etc., that can be given to them occasionally. About all that can be done is to assign duties to those who can carry them out, trying to divide responsibilities as equitably as possible. In order that there may be no misunderstanding on the part of the staff, a plan like the one described later in this chapter should be adopted.

Setting up the Program. An effective extra-curricular program is not made up of isolated activities, nor is it a series of unconnected club meetings, athletic games, forensics or dramatics. To be most useful, it must be unified. That is, it should be a connected whole, not an unplanned series of events. Established with the conception that all of the so-called extra-curricular activities are valuable in the growth and learning of youngsters, the program must be organized carefully to prevent over-emphasis in some cases and under-emphasis in others. Each activity must have its proper position, unhindered by any other. This can only be attained by careful planning.

The planning must be long-term, not short-term; all inclusive, not disconnected. The administrative staff and pupils should plan roughly for a year ahead. A school calendar is probably the best means of assigning proper dates to all events. If this is done, the dates for all athletic contests, debates, plays and even class parties can be almost all assigned at the start of the school year. If as many respresentatives of the pupils are brought into the planning as possible there will be little objection to the dates that are allotted.

Planning involves much more than putting the dates for events on a calendar. It also involves deciding what activities are needed, who shall serve as sponsor for each event, the relative emphasis which each shall re-

ceive in the general plan of conducting the various activities. In the latter category there are many factors which must be taken into account. If there is to be a play shall there be a public performance or just one before the students? Shall participants be those who are most proficient in the activity or the ones who will profit most in personality growth and social and emotional adjustment? Must the activity be self-supporting or shall it be subsidized? How much may be spent? These and many other factors must be considered.

The Purpose of Extra-Curricular Activities. Fundamentally there can be only one purpose of the so-called extra-curricular and that is to further the growth and learning of the pupils. This is true for every activity sponsored by the school no matter when, where and how it takes place.

If the above aim was to be applied consistently and wholeheartedly we would have quite a different type of extra-curricular activity. Members of athletic teams would be boys who had never had a chance as contestants to hear the roar of a crowd or the plaudits of admirers. Debaters would be boys and girls who are timid or have speech defects. The cast of plays would be composed of youngsters who need to win status with their friends or who need emotional outlets rather than those who are the best actors. Glee clubs would be made up of boys and girls who like to sing whether or not that they are proficient in music.

There is no denying that most participants in interscholastic athletics, debates and oratorical contests and in plays for which admission is charged are pupils who do not particularly need the activity for their own development. They have usually already performed before the public many times so that they have overcome any shyness that they have had originally, have learned the value of united effort and have achieved some personality growth and social adjustment.

On the other hand, in most schools are youngsters who need just the sort of experience that these activities would provide. They do not have an opportunity to participate in athletics because they are too small or poorly coordinated; are not picked for forensics or dramatics because they speak poorly, lack poise and do not have dramatic qualities; are not allowed to play in the band or orchestra or sing in the glee club because they lack ability in music.

Theoretically we should get the boys and girls who will profit most to play on the athletic teams, represent the school in debates and oratorical contests, and have the parts in school plays and play in the musical organizations. We do not do so because neither the student body nor the public

would permit us to do so. Those who pay to see various events or who want the old school always to win and always to make the best possible impression insist that those best qualified have the limelight. In view of the fundamental purpose of the school as an institution should their attitudes be permitted to prevail?

The writer believes, though, that the exhibitionists have an argument although not the one that they think that they have. Certainly the writer does not think that the glory of any school is of primary importance nor does he believe that professional efforts are to be expected. Athletics, debates, forensics and dramatics do, though, furnish good clean entertainment and emotional outlets for large segments of the child and adult populations. Far better for people to be at football and basketball games or school plays than for them to be on the street corners, in pool halls or beer gardens. Far better for boys and girls to be yelling their heads off on the athletic field or gymnasium or clapping at a play than for them to be riding around in "hot-rod" cars or raiding picture shows or ice cream parlors.

If youngsters and adults are to attend school events then the entertainment must be good. No one will turn out to see little Joe Doak clumsily run with a football or dribble a basketball or bashful, untalented Susie Smart prosaically recite the lines from a play. So, if we are to be practical, we must continue to allow our best talent to appear in public.

We do not need, though, to exclude the untalented or inexperienced from participation. Instead there should be intramural athletics and debates for everyone. All pupils should have an opportunity each year to have a part in a play presented at assembly or, perhaps, only before the home-room. In this way we can give to all an opportunity to participate without eliminating desirable entertainment and emotional outlets.

Charging Admission. Many educators feel that if public performances have the values that are claimed for them that they should be free to the public so that all can attend. Financing should be through the Board of Education budget rather than through admission charges. This view the writer supports.

It will probably take considerable educating of the public before this aim can be achieved, though. Traditionally the people have paid for classroom service only. Most people are willing to go so far as to pay the athletic coach more money than the mine-run teacher and to provide athletic equipment and band uniforms. They usually feel that the cost of game officials, traveling expense and outlays for dramatics and forensics should be met from admission charges.

Two neighboring schools in a wealthy suburban area near Philadelphia have been waging a bitter battle over this issue. One charges no admission whatsoever to athletic events while the other collects a nominal fee. The conflict came about because the non-charging school insisted that its pupils be admitted free to contests held at the charging school's field and gymnasium. This the latter would not do, so athletic relationships were broken off. The last information that the writer had was that the conflict was still not resolved in spite of the fact that the schools are natural rivals.

Qualifications for Taking Part. In some schools, there have been many hot and furious discussions over whether or not unsatisfactory scholarship is sufficient reason for keeping pupils out of various activities. Interscholastic athletics, of course, are not involved in this discussion as that issue is already determined, almost universally, by some sort of state association eligibility rules. There are, though, arguments over participation in glee clubs, plays, debates, assembly programs, etc. In regard to musical activity and plays, in particular, one secures quite a difference of opinion. Teachers of these activities would like to use many pupils who do not have good marks in academic subjects. Often such boys and girls are good actors and musicians. The scholastic teachers say, "Lessons first. If pupils can't get their lessons they should not take part."

"There may be something in that," is the retort, "but are you going to take all the joy out of these pupils' lives? Are you going to take away from them their one chance to win distinction? Are you requiring that they be eliminated from the only thing in school which would do them good? They don't care about old, dumb algebra and Latin. These students, even though not scholastic stars, will make community leaders and may, incidentally, earn far more than some of your classroom prodigies." And so arguments rage.

Once the writer was quite sure that the "scholastics" were right, but now he is about convinced that boys and girls should be allowed to participate in extra-curricular activities regardless of how well they are doing in academic subjects. The purpose of the school is to further the growth and learning of children in every possible way. Taking the opportunity of participation from some children certainly will not further this aim. About all that the non-academic youngster gets out of school anyway, is from extra-curricular activities. Why deny him this? Why make him dislike school? Why drive him to drop out before graduation?

Credit for Extra-Curricular Activities. The writer can remember

the time when such activities as band, debate, glee club, and dramatics never were allotted regular school credit. Such was reserved for such "regular" subjects as English, Latin, Botany, Chemistry, Physics, History and Algebra. Manual Training, Home Economics, Typing, and Bookkeeping could be accredited only as extra subjects unless one was following a somewhat despised general shop or commercial course.

Eventually vocal music made some inroads into the credit situation. Chorus taken during school hours, was allotted a fourth or a fifth of a credit. Instrumental music came into the schools much later than vocal music. Orchestra rehearsals were held in the late afternoon or early evening. Like glee club, also held in out-of-school hours, credit was seldom given for orchestra.

As all readers are probably aware the band movement literally swept the country some fifteen to twenty years ago. If small schools were to have bands of any size there had to be individual and small-group instrumental lessons given by the school. These almost had to come during school hours. Pupils could hardly be expected to have music occupy a significant portion of the school day without credit being given for it. Soon instrumental classes in most schools were elected and accredited in the same way as academic subjects.

The giving of credit for instrumental music lessons did not come without dissension. Many of the old-time schoolmen held up their hands in horror at such a thing. Within a few years, though, such a practice became all but universal.

In other respects activities which have been regarded as extra-curricular have been accepted under the credit umbrella. Debate has often been made a regular school class with credit given for it. Members of interscholastic debating teams have often been drawn from the roll of this class. Journalism classes have prepared the school paper and annual during class periods. Plays have been practiced during dramatics class. Football, basketball and baseball, when played in gymnasium classes, have received credit, although after-school athletics have not usually been so accredited. Almost universally the test has been whether or not the activity has taken place during regular class hours.

While there actually is very little controversy any more about giving credit for any activity considered worthy of being included during regular school hours, perhaps the author should state his views briefly. As far as the writer is concerned any activity which assists in the growth and learning of the child is worthy of receiving school credit. The traditional academic subjects have not proven to be any better at doing these

things than the so-called extra-curricular. Many schoolmen, in fact, have felt that the latter are much more significant in producing growth and development than such subjects as Latin, Botany, Algebra, Chemistry, History and even English. The worth of the latter subjects even for success in college was questioned by the classic Eight-year study. There seems to be no reason, therefore, to doubt the advisability of giving credit for what were formerly extra-curricular activities.

Keeping a Balance. No one would advocate allowing a pupil to concentrate all of his activity within one area. Physical development of all kinds should not be the whole concern of any individual even though he be a star athlete. Similarly no youngster should devote all of his energy to music, to dramatics, to forensics or even to mental growth. Overspecialization is to be avoided in the interest of all-round growth and development at least until the professional stage of college or the job stage of post-high school days.

Class Load. When what was formerly called the extra-curricular is given school credit, the problem of excessive participation is largely solved. No longer are pupils ordinarily required to carry four academic subjects in addition to participating in inter-school athletics and singing in the glee club or contributing to the school paper. They will now receive credit for at least one of their non-academic activities so that they will be required to carry at the most, three hard subjects.

There is still danger that the boy or girl who can do everything will be over-worked. The star athlete may also be the class president, the best debater and the best vocal soloist. Some individuals can do a lot more than others so an inflexible rule would be foolish. Youngsters should be prevented from over-work, though, so some sort of working rule should be adopted. A good one is to require that pupils can take part in only one activity held outside of school hours unless he has demonstrated to the satisfaction of his home-room teacher that he can carry more than this without danger to health or emotions and without abnormalities of all-around development.

Regulating Athletics. So much has been written upon this subject that further discussion may seem to be superfluous. It seems to be advisable, though, to point out the ways that the whole field of athletics should fit into the total program. There are also some other considerations which, while not new, may well again be pointed out.

To revive the old debate upon the advisability of inter-scholastic athletics would be vain indeed. This type of activity is now so well intrenched that even the most persistent opponents admit that it is here to stay.

There are going to be inter-school games whether we like it or not. It is our function to see that they are properly regulated and that they contribute to the basic aims of the school.

Regarded years ago as a nuisance, athletics are now a very important part of school life. Most of us feel that school would be a dull place without them, that many boys would be on the streets if they did not have this incentive to remain in school, and that plenty of athletes would not do anything which would further their mental development if they did not have to stay eligible in order to compete. Furthermore, inter-scholastic games give good, clean entertainment to a lot of youngsters and adults. The latter, in itself, is a strong argument of inter-scholastic athletics.

So, definitely, there are going to be inter-scholastic athletics and it is the executive's function to help to make them as valuable to the educational program as he can. Good supervision to ensure careful management and a sympathetic attitude are contributions which the administrator can make in the goal of keeping athletics within proper grounds. One should use even more care in looking after athletics than he does in caring for other school functions because they will cause more trouble than almost anything else if not rightly handled.

Interscholastic athletics should certainly not be permitted to monopolize an undue portion of the energies of the instructional staff or of the pupils. They have a place in the growth and learning of boys and girls but they comprise only a part of the worthwhile activities.

In order to keep interscholastic athletics within proper bounds, continuous education of pupils, parents and the general public is necessary. Everyone must be made to realize that winning is not the important objective but instead that physical and personality development and social adjustment for the participants and good entertainment and emotional development for the pupils and the adults who are spectators are the goals to be sought.

The administrator must be sympathetic and tolerant and yet absolutely firm and inflexible in important things. Pressure on teachers to pass athletes who do not meet scholastic standards is unworthy of any administrator. Falsification of records, allowing undue privileges to athletes and permitting athletics to interfere with other school activities should never be permitted by any administrator who ever wants to look himself in the mirror again.

To say these things is easy but to do them is sometimes very difficult. Terrific pressures are sometimes brought by pupils, parents and patrons. Fortunately if one is always firm but fair and has a reputation for stand-

ing up for what he thinks is right he does not get into too much trouble. The writer does not recall a case where he was personally pressured beyond endurance although sometimes pupils and patrons worked rather hard on him. One incidence of pressure does stand out in the writer's memory, though. The league basketball race was very close when a mumps epidemic struck the pupils. The day before a so-called crucial game the two regular forwards were certified as being afflicted with mumps by their regular physicians. The health officer, an old doctor over seventy years of age, placed quarantine signs on the homes and notified the households to remain indoors.

The clamor that arose was terrific! People claimed that mumps had already gone through the school and town so that no one who hadn't been exposed would be in danger if the boys played. It seemed that half of the town was pressuring the poor old man. Late the day of the game he couldn't take it any longer. Making an examination himself he declared that the boys did not have the mumps after all. The signs were removed and the boys played. The cheeks of both looked like those of a squirrel with a nut in his mouth! Fortunately or unfortunately there wasn't much that the school authorities could do. Not being physicians our diagnosis would not carry much weight.

Forensics. Under this head comes contests in debating, extemporanious speaking, oratory, and declamation. The amount of this kind of activity that will be sponsored by the school depends to a great extent on size, local interest, tradition, available material and competency of the teaching staff. Some schools pride themselves more on a successful debating team than they do on a winning athletic squad although it must be admitted that such schools are greatly in the minority. Other schools always seem to have clever orators and declamers or extemporaneous speakers. Such institutions try to provide competent coaches and are able to secure good material as the tradition factor has as much as anything to do with schools doing well in forensics. That these activities are worthwhile in the training that they give is commonly conceded, the only objection that is made commonly is that they deal with too small numbers of pupils. This objection may be somewhat overcome by a plan such as that indicated in the following paragraphs.

Debate. Of all forensics, debate is probably the most popular. Since ancient times this activity has been a well known pastime and its popularity has in many respects been carried down to modern times. Not only does debate give training in formal speaking and in extemporaneous presentation, but one's wits are sharpened by the necessity of meeting the

varied arguments of the opposition. Probably no school activity is more worthwhile for the educational training that it gives the participants.

The main objection to debate lies in the small numbers of those who usually take part. Often schools will have only from three to six contestants. Not so many years ago a Michigan State championship final almost had to be cancelled because one of the only three participants who had been trained suddenly became ill and there was not even one alternate.

Giving training to such a small number is almost inexcusable. It is in no way necessary if one forgets that winning is not the main objective. If victory is the only thing to be striven for, the smaller the number that one can work with the more attention these few will receive and the better will be the team's prospects of coming out ahead. Even in this case, though, it is hard to see how one can get along without adequate replacements or how a coach who is to remain for some time can fail to see the necessity for developing material for future teams.

The ideal way, probably, is to have a large group working constantly, part on the affirmative side and part on the negative. A class in debate is a good way to do this. When the day of the contest draws near the instructor can select the ones who appear to be the most competent at that time. Chances to compete in inter-school debates should be passed around among as many as possible although there will be a majority of the group, perhaps, who cannot hope to be placed in inter-scholastic contests until they have undergone training for a year or two. Some of the roughest gems may some day blossom into polished debaters, "green" as they are at the beginning. This type of pupil should be encouraged to remain on the squad and learn what he can. Debates in assembly and at community functions can often be used to bring about participation of large numbers of pupils.

Oratory and Declamation. The same objection may apply to oratory and declamation as has been listed for debate, namely the tendency to give training to the few rather than to the many. It may be overcome even easier than in debating because of the plan of tryouts.

It is usually customary to have a school tryout to select representatives. Why not encourage everyone as part of his English or speech work to prepare a declamation or oration? Why not eliminate first at a class session by having each group select its best declaimer or orator, and then hold a school contest with these class winners as entrants? In this way, the activity will be integrated with regular class work and many pupils will compete.

Much the same consideration applies to extemporaneous speech contests as to oratory and declamation. These activities are comparatively new but are perhaps more valuable than the older forms because they give training in the kind of speaking that we all do most—that of the extemporaneous type. Personally, the writer feels very friendly towards this sort of speech contest.

School Clubs. Many authorities agree that all boys and girls, especially those in Junior High School Age, should belong to some club. Group belongingness, often shown in negative form by the gang, seems to be a universal need for boys and girls of Senior High School age as well as pupils of the Junior High School. To provide good clubs is to erect barricades against usually undesirable gang influence.

Clubs should start with some functional interest on the part of the pupils. Science clubs, English clubs, debating clubs, camera clubs, etc., all serve to perpetuate and enlarge upon interests which the pupils have. There is also the home-room as the source of a club. The matter of supervision may cause trouble unless it is understood by all the teachers that each instructor is to supervise a club as well as each pupil to belong to one.

Play, Pageants, and Entertainments. Dramatics have a place in the schools because they contribute to social and emotional development and because they help to develop better use of leisure time in after-life. They also give voice training and develop self-confidence. Modern educational objectives thus stress the need of giving every child some training in dramatics as a way of producing poise, as a means of furthering personality development and social adjustment and as a training for future leisure-time activity. To be at all effective, like forensics, dramatics must be open to all pupils. That does not mean that each child shall have an opportunity to act before a paid audience, because this may not be advisable or even possible if some children cannot give the public its "money's worth". It does mean that all youngsters should have an opportunity to appear before some kind of an audience even if the latter is only made up of the other members of a class. The better performers are the ones, of course, who must do the acting in plays for which admission is charged.

The number of plays given should be governed by possible open dates, numbers of available instructors who can act as coaches, and the desirability of giving training to as may pupils as possible. The events for which money is charged should be decidedly limited in number. Only a few admission plays will be adequately supported by the community and

there should not be so many of those events that the same actors must be called on more than once. If the program of plays is not regulated, there will be a tendency to detract from other school activities by excessive participation. The writer has known certain schools in which some pupils did hardly anything except take part in plays, programs, etc. While dramatics are important, they should not monopolize the time of pupils any more than athletics or any other activity.

Music. In the light of present experience, it appears likely that music from this time on will afford a livelihood for only a comparative few. The talking picture and radio have worked havoc with many orchestras and certainly have greatly reduced the number of professional musicians. In the past, almost anyone who was fairly proficient could secure a position in a theatre or dance orchestra, now one must be extra good in order to have any sort of chance of this kind because there are so few paid pusicians at present. The old days of large demand for professional musicians seems to be gone forever.

While the money-making possibilities of music are much reduced, this activity will always be of much worth recreationally. Its goals of the present are much the same as for dramatics. With the increased leisure hours which seem to be facing Americans, there is little doubt of the value of music to adults as well as to pupils.

The extra-curricular side of music mainly comes in such events as operettas, concerts, etc., since many musical activities take place during regular school hours.

To those who enjoy music, there is no activity which gives greater pleasure and there is nothing more worthwhile. All school administrators feel that music should be encouraged, not as a tool with which the individual may make money, but as a hobby which will help him to while away many idle hours of the increased periods of leisure which are to come to most of us.

Publications. Another very worthwhile activity is that of journalism. With practically every school having some sort of school paper, there is an excellent opportunity for pupils to secure very worthwhile growth and learning through this activity.

As with debate, a class given during regular school hours seems to be the best means of furthering the journalistic aims of the pupils. Such a class can do the work on the school paper, and on the annual, if there is one, as a regular part of their activities. Pupils thus learn through doing.

Miscellaneous Groups. One discovers in the average school many little semi-organized groups which may rightly be considered as part of

the extra-curricular set-up. Among them are the groups which play together at noon, the after school "gangs" which remain around the building when they are permitted to do so and the groups of classmates which congregate at night to talk over lessons and to work out solutions to things which are bothering them. One might also consider gangs of boys and cliques of girls which meet outside of school hours and carry on more or less unorganized activities which are spasmodic and little connected with school in either classroom work or extra class effort. Doubtless many schools have other activities which would be listed in miscellaneous category.

It is doubtful if very much of a constructive nature can be done with these groups. The only possibility is to encourage such organizations and to assist them whenever possible. Thus, athletic leagues may be organized for those who are to remain at school during the noon hour and equipment may be furnished to them. A similar thing may be done for those pupils who have to wait for the bus in the afternoon. Study organizations may be encourged by bringing together kindred spirits, by general encouragement and by offering to meet with the groups. All organizations like this are well worthwhile.

In Conclusion. This chapter has attempted to discuss the function of so-called extra-curricular activities. Actually no real distinction can be made between curricular and extra-curricular except that the latter usually are voluntary in character and select the participants, often present activities for which admission is charged and are usually pursued in out-of-school hours.

Extra-curricular events should be governed by the same consideration as class activities. All activities of the school contribute to the growth and learning of pupils.

CHAPTER XVI

PROVIDING SATISFACTORY WORKING CONDITIONS FOR TEACHERS

Introduction. Not only must one secure a good staff but he has to be able to retain it. In a small town, it is important that the teachers and non-instructional personnel who are efficient remain for as long as they can be held. The first part of this chapter discusses miscellaneous personnel problems which, if solved satisfactorily, will make rather large contributions toward keeping staff members satisfied and toward holding them over a fairly long period of time. The last part contains a discussion of the desirability of a salary schedule in small towns and the methods by which one is constructed.

Contracting for Services. Some teachers have had the unfortunate experience of being promised certain things in the way of number and size of classes and of responsibility for extra-curricular activities when being hired only to find quite different things expected of them when they arrived on the job. Let us illustrate. Jane Sabron, graduating from college with a teacher's certificate, was hired by the San Huron School District. The superintendent in the interview during which Jane was hired told her that she would have five classes in her major, English. He also assured her that she would have no more than thirty pupils to a class. Her only extra-curricular activity would be serving as sponsor and home-room teacher for the junior class. When Jane came on the job, the superintendent gave her a copy of the high school schedule. To her surprise she found that she was to have four English classes and two in Spanish, a subject in which she had a minor. From another teacher she learned that while the Spanish classes would be small, the English classes were likely to have enrollments as high as forty-five. The superintendent also told her that he would like to have her coach the senior play.

What was Jane to do? Her contract stated nothing about number or size of classes or of extra-curricular activities. She was already on the job and could not well seek another position at that late date.

In fairness to Jane, the titles of her classes should have been written into her contract as well as the maximum number of pupils that she would be expected to teach in each. Her responsibilities in the way of extra-curricular activities should also have been clearly stated. Such a procedure would also be good business for the school district because ar-

rangements would be so definite that exact financial responsibilities could be anticipated for the staff of teachers. It would also be good business because Jane would be a happier, better satisfied teacher who would render more efficient service and who would be likely to remain longer.

Much the same thing is true of janitorial service. It is always well to have a contract which states the services that are expected. Thus one can mention the firing, the frequency of sweeping of rooms and halls, the cleaning of wash basins, toilets and drinking fountains, the dusting and just about all other regular duties. The standards for janitorial service which appear in a previous chapter can well be incorporated in brief form into a contract. Of particular importance is the stating of hours of work, amount of renuneration of overtime, holidays to be granted, etc. Such contractual statements remove many of the misunderstandings which frequently cause dissatisfaction and dissension.

Lest the reader think that it is strange that the writer should advocate measures which are not necessarily to the financial benefit of the district, let the author state that fairness in treatment of employees is always good business in the long run. Industrial firms with good employee relationships are usually the ones which are prosperous. The school which treats its teachers and custodians well is likely to be a good school.

There is the further consideration that the superintendent in most cases has to be the representative and champion of the teachers in dealings with the Board of Education. Not that these men are usually callous to teacher welfare and efficiency but that they are not always informed. It is difficult, for example, for the layman to understand why a class of forty-five pupils is an overload. Usually the teaching staff has no representative at Board meetings in small towns and there is often little direct contact between Board members and teachers. The superintendent, therefore, has to look after their welfare although he must also be fair in his responsibilities to the Board of Education and to the district in general.

Teacher Tenure. Perhaps the best definition that can be given of teacher tenure is that it is an orderly plan of hiring instructors, of offering security to the efficient, and of dismissal of the inefficient. It is not a plan which blankets everyone in their jobs regardless of how good teachers they are.

Comparable to Civil Service for employees in National, State and Municipal Agencies, teacher tenure has many advantages. It obviates the necessity for annual hiring, a feature which often causes much anxiety and consequent poor teaching. It assures the teacher that she can hold her position as long as she renders efficient service. It allows the teacher

to buy a home and thus become a permanent citizen of the community. It permits the teacher to assume leadership in community and political affairs without fear of retribution. What teacher without it would dare to engage in a clean-up campaign of graft and corruption or of undesirable practices such as selling liquor to minors, permitting wide-open gambling and allowing vice to flourish?

The disadvantages are few. Some rather inefficient teachers do hold their positions under tenure, but then there are always some inefficient teachers where there is no tenure. It may make some instructors rather independent in attitude but is that bad? It may take some small measure of control away from the superintendent and Board of Education, but this is probably not a serious objection. Some teachers may lay down on the job under tenure but the joy of serving youth will keep most teachers rendering good service.

Probably the greatest handicaps that tenure has to overcome are those of fear and indifference. Some superintendents and Boards of Education are afraid that they will lose their powers to run the school, that teachers will not render their best service because they are secure in their jobs and that inefficient teachers will be blanketed into positions. All of their fears are largely groundless. If by loss of power one means losing the right to fire teachers ruthlessly and without regard for their efficiency and welfare, then there is something to fear. Boards of Education can still always eliminate the inefficient teacher, though. They still employ new teachers and set salary scales. Under tenure they have every legitimate power that they have ever had. They do not have the right to get rid of a teacher because the niece of a Board member wants her position. They do not have the right to refuse to re-employ a teacher because she has dared to take part in a political campaign or ventured to help to eliminate moral hazards in the community. They do not have the right to fire a teacher because the spoiled brat of the town's leading citizen could not carry on the deviltry in her room that he wished. When under tenure, teachers must be treated as human beings and not serfs. They must receive as much consideration as factory workers and store clerks. But legitimate powers are not taken from the Board of Education.

Indifference of the profession is perhaps the greatest obstacle to desirable tenure laws and satisfactory enforcement of tenure conditions. Teachers often do not realize the importance of tenure until they, themselves, need it. Every state teachers' association has constant calls from teachers who have lost their positions unjustly at the end of the contractual period. Unless tenure legislation is in effect, nothing can be done.

And yet these same teachers did nothing to promote satisfactory laws during the time that they were safe in their jobs. Somehow it is so hard to get people to put a lock on the barn door until after the horse is stolen.

And yet, in spite of opposition and indifference, tenure is definitely on the march in the United States. It has been nearly one hundred years since the movement for teacher security had its beginnings but nothing definite was accomplished until the Wisconsin Law in 1909 (now repealed) [1]; Oregon, Multomah County, in 1913; Massachusetts in 1914; Maryland in 1916; Illinois and New Jersey in 1917; California and Colorado in 1921; Louisiana in 1922; and Minnesota and Indiana in 1927 were at the head of the procession. Now more than half of the states have some form of tenure. There are all sorts of variations. In some cases the laws are well-drawn and in some cases poorly. Some states have mandatory tenure and in some states it is permissive. In the latter case it is likely to be adopted by cities but neglected in small towns and rural areas.

In the writer's opinion, superintendents should welcome tenure because its advantages more than outweigh its disadvantages so far as service to children is concerned and because it will go far toward making teaching a profession.

School Policies. The superintendents in small communities, in the writer's experience, are too prone to take upon themselves too much in the way of establishing policies and practices which should be worked out cooperatively by the Board of Education, the public, the teachers and the superintendent. It is so easy to become a dictator in a situation in which one acquires a great deal of authority because the community and Board of Education have confidence in one and in which the teachers are mostly women who do not intend to make teaching a lasting career and hence do not object seriously to a little administrative domination as long as it does not affect them too adversely. In practice the writer many times found himself making decisions on matters concerning which there should have been a cooperatively-determined policy. This was not done intentionally, but was due largely to the fact that a problem arose unexpectedly and seemed to require an immediate decision.

There is danger in such a situation because a superintendent is likely to forget the bounds of authority which are rightfully his. Legally, the superintendent is the executive officer of the Board of Education. Of actual powers he is given few by law.

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[1] Albert J. Huggett and Wesley E. Thomas *What's Next In Tenure.* Michigan Education Journal, Vol. XXIII, No. 1, pp. 14-151 Sept. 1945.

The Board of Education is responsible for all policies although at the present time it is commonly accepted that teachers should help in the formulation of policies which concern them even though the Board has the final authority in its hands. The public should also help in the formulation of all policies.

Policies in respect to what is expected of teachers are valuable for them because they are not in doubt as to how they should conduct themselves in certain situations.

As an example of a set of cooperative policies worked out by representatives of the Board of Education the public and the teachers, the writer gives the following illustration. Whether the reader agrees with the principles underlying these policies or not, he will understand that they represent the judgment of the teachers and Board of Education and that they apparently reflected in large measure the attitudes of the local community.

POLICIES CONCERNING TEACHERS

1. Marriage shall have no effect upon a current contract nor upon the granting of a future contract.

2. Teachers are expected to live in town during the school year unless housing conditions are such as to make this impractical.

3. It is expected that all members of the teaching staff will take part in community activities to as great an extent as time and ability permit. They are expected to think of themselves as citizens of the town and as such are to interest themselves in its problems and development.

4. As no true citizen of a community will spend all of his week ends elsewhere it is hoped that teachers will remain in town for many non-teaching days. This is in no way a requirement, however.

5. Teachers are expected to attend all meetings of the Parent-Teacher Association.

6. Teachers are used as models by those under their charge, hence conduct which is typical of the better type of citizens of the community is expected of teachers.

7. Within reason, teachers are expected to assist in the preparation of numbers for the Parent-Teacher Association and other clubs of the community. Such assistance should not be undertaken to a point at which school work is neglected.

8. Teachers should, as citizens of the community, register and vote. Since the school is for all pupils they are requested not to engage in active partisan politics.

9. Since too great familiarity with students causes difficulties in discipline and a lack of proper respect, instructors are not to associate with pupils of the same or opposite sex except in the line of duty. This does not regulate against teachers acting as chaperones at regularly scheduled school events or occasionally entertaining their pupils. It does mean that teachers are not to have their social engagements with pupils.

10. Teachers are to interpret the school to the community to the best of their ability. Any criticism except to the proper official, of any administrative officer, Board Member, or fellow teacher shall be considered unworthy of a teacher.

TEACHER PENSION PLANS

Nearly every state now has a pension law of some sort. The general plan for these is to have employee contributions matched by equal sums from district funds.

While these laws in most cases are inadequate in that they do not supply sufficiently large allowances for retirement, they are a big step in the right direction. Until rather recently teachers had nothing but their own savings upon which to rely on when they became too old to teach. Usually savings were very meager because salaries were never large enough. Teachers, too, sometimes lost what little they laid aside because they had little contact with the business world and were fairly gullible about being taken in by salesmen selling unsound investments. A teacher living on her relatives or upon charity was a pitiful sight.

The superintendent in even a small town can help with this problem by working through the state teachers association for more adequate pensions. So few teachers are interested while they are young and healthy that others must protect their interests. A few aggressive people can do a great deal to secure better retirement laws by securing the backing of the State Association.

SALARY SCHEDULES IN SMALL TOWNS

Reason for a Salary Schedule. During a recent investigation concerning salary schedules in small towns in Michigan the writer found that the majority of cities of 2,000 to 5,000 population have no written schedules, although they usually profess to have some sort of oral understanding in regard to salaries. Some superintendents expressed themselves as being opposed to a set schedule as they felt that they could secure better talent at a cheaper figure without a schedule than with one. It has always seemed to the writer that this attitude is wrong. True, there may be a

certain small economy effected in this manner, but it is doubtful if, after all, it amounts to very much.

The big fault with getting along without a salary schedule lies in the prevalence of "Bargaining." Everyone who has ever been in small school systems has seen teachers of only moderate efficiency, through their ability to haggle, force their salaries higher than excellent teachers. Oftentimes, also, some teachers have friends on the Board of Education, or possess influential connections, who help them attain higher wages than they would otherwise obtain. This sort of system seems all wrong. Salaries should be determined by ability to teach, not by ability to bargain or by influential connections. Yet it is almost impossible to conduct a school system, large or small, without improper influences, unless some definite system of determining pay is in use.

One of the big aims of the salary schedule is to hold superior teachers through a term of years. In the case of the really outstanding teacher it is doubtful if this can be done for long without a salary schedule. By allowing the superior teacher to reach the maximum salary in as few years as possible, this teacher can probably be held longer by means of a salary schedule than without one. Certainly she will be more content if she is assured of automatic raises for a term of years. Without a schedule she is sure of nothing. So it would seem that better results can be secured with a salary schedule than without one.

The writer was once an employee of one of the largest school systems in the United States. Admittedly some teachers were worth more than some others receiving the same salary. In spite of this disadvantage nearly everyone felt that a salary schedule was the only fair thing because bickering and jealousy were eliminated.

Types of Schedules. After the School Board in a small town has decided to adopt the principle of paying its teachers according to a definite salary schedule it finds itself confronted with the necessity of deciding what sort of schedule it shall adopt. There are four types of schedules which can be used. These are as follows: (1) The position-automatic salary schedule; (2) The preparation-automatic salary schedule; (3) The position-merit schedule; (4) The preparation-merit schedule. Each of these has its strong and its weak points.

The position-automatic salary calls for a definite basal rate for a certain position, to which are added definite increments from year to year as experience is gained. This has been by far the most common type, although it is now giving way to the preparation-automatic type. The ad-

vantages of the position-automatic type are that it is easy to administer and no ratings are involved, except in cases of teachers who are almost absolute failures. It does away with bickerings and most dissatisfaction because each teacher knows just what to expect under the system. Its disadvantages are that there is no regard for especially meritorious work, and there is no incentive to do an especially good grade of work. Under this system a teacher can do mediocre work and still drift along from year to year and receive just as high a salary as the efficient instructor.

The preparation-automatic schedule, sometimes called the "Single-salary schedule", recognizes that it is just as important to have efficient teaching in the kindergarten or first grades as it is in high school. Pay is determined not by the position held, but by the amount of training, to which, of course, is added experience. A teacher having a Bachelor's degree, who is teaching the second grade, receives the same salary as the teachers of like experience who is teaching high school science. The advantage of this system is that recognition is given to the fact that all departments of the school are equally important, and that it is not harder to teach in high school than in the lower grades. Its disadvantages are much the same as those of the position-automatic schedule. Preparation does not always insure merit, and the teacher with the M.A. degree is sometimes not as efficient as the one with only two or three years of training. Pay increases are automatic and depend not at all on particulthly meritorious work.

Both the position-merit type of schedule and the preparation-merit type are composite forms of the previous two types. In each case remuneration is given for especially meritorious work. Sometimes there are no automatic increases, although usually these are given for two or three years and after that further increase depends upon merit alone. Sometimes, also, automatic increments are added for a long term of years, with additional increments to the meritorious. The advantages of these systems are that merit is recognized, and that there is less tendency to slump down and make no further effort to improve. The disadvantage lies in the difficulty of determining which teachers really are outstanding and worthy of additional pay. This is usually determined by means of teacher ratings, which are admitted to be always more or less unreliable, and especially so when only one person, the superintendent in a small community, is making the ratings.

It is doubtful if either of the kinds of salary schedules last mentioned are to be advised for the small town. The average small-town school executive often is not prepared to make ratings ,and ratings by one person,

even an expert, should be checked by several people, if they are to mean anything at all. Then, too, in small school systems endless jealousy and bickering would be caused by a plan which required that raises be given according to merit ratings. The writer believes that the superintendent who attempts this sort of schedule will find himself in considerable difficulty.

The preparation-automatic type of schedule should certainly be considered seriously in the case of the small school. With the trend toward making the Bachelor's degree the minimum preparation for all kinds of teachers' positions, requirements for different departments in the matter of training are tending to level off. The writer can see no inherent reason why a high school teacher should receive more salary than an elementary teacher if the training of the two has been the same and the position requires equal amounts of time and effort. It is true that considerable influencing of the Board of Education and of the community will be necessary before a preparation-automatic type of schedule can be obtained but the author believes that the end in view is worth working for. Many small communities, though, at the start will have to be satisfied with the position-automatic type of schedule. This plan has very definite faults, as has been previously mentioned, but even so, it is at least a step in the right direction.

Determination of Salaries. There are at least three methods which can be used to fix the actual schedule. The first of these is to base the schedule upon the cost of living. This method has been very popular with labor unions and kindred organizations. Its disadvantage lies in the varying standards of living which prevail. Doubtless a teacher could exist on three dollars a day. She could not, however, live in the manner in which she has been accustomed. Standards of living vary, and this makes any method which takes absolute living costs into account difficult to apply. It is always helpful, however, at least to check any teacher's salary schedule with local living costs so that the teacher may be allowed enough for decent living, incidentals and self-advancement, and something for savings. These items should, of course, be figured on a yearly basis, as the teacher should not be obliged to take up some other occupation in the summer, when she should be devoting her time to rest or advanced study.

Another method is to apply Moore's Law of Wages. Briefly this method is to find what unskilled labor is receiving in a locality, and to multiply the base rate so obtained by a factor which represents the teacher's preparation and the social value of her services. In practice, the writer has found that salaries worked out by this method are far

higher than any which may be hoped for in small towns. However, the method would doubtless apply more successfully to larger communities.

After all, teachers' salaries are quite largely determined by the ordinary economic laws of supply and demand, by custom and by what other towns of the same size are paying. This suggests the third method of fixing salaries, which is to find out what other communities are paying in like situations and to make out the local schedule accordingly. These latter criteria were usually used by the writer, with living costs and application of Moore's law of wages being used for checking results.

The way that salary schedules take form may be of interest to administrators as a practical illustration of the application of principles just discussed. The following work was done while the writer was a superintendent in a small town. Vital steps in the procedure are included as a sample of the working out of a salary schedule.

Inquiries were sent to all towns in Michigan of the population range of 2,000 to 5,000. From forty towns which responded it was learned that:

1. Only a few had a written salary schedule.

2. The minimum elementary salary average was $2,450.00, the maximum, $3,150.00 and the median $2,650.00. The usual increase per year was $100.00.

As a means of learning local living costs, each of the teachers of the local school was asked to record the cost of board, room, laundry, clothes, other necessary personal expenses, expenses of recreation, expenditures for recreation, expenditures for what might be termed "Unnecessary expense", self improvement (books, institute, etc.) annual savings, annual surplus or deficit.

A summary of the teachers' reports revealed the following conditions:

EXPENSE OF TEACHERS FOR SCHOOL YEAR OF TEN MONTHS

Teachers	*Av. Cost for Bd. & Room*	*All Necessities*	*Advancement*	*Unnec. Expense*	*Surplus*
Elementary	$1040.00	$1725.00	$85.00	$175.00	$665.00
High School	$1025.00	$1685.00	$95.00	$125.00	$735.00

The preceding figures indicate that the average monthly expense incurred by the teachers if the decimal point is placed one place to the left. The column headed "surplus" indicates what each teacher had to live on during the summer vacation. One elementary teacher reported a deficit of $12. for the ten months during which she taught.

Assuming that teachers pay as much for bare necessities during the summer as during the rest of the year, and employing the above facts as a basis for judgment, it was clear that the elementary teacher needed at least $400.00 to meet her summer expenses. She would have nothing even then for recreation, for summer school, or for travel, factors which contribute very much to her professional growth. Perhaps this explains why so few elementary teachers have attended summer school. In order to verify our figures concerning the cost of living of teachers, a comparison was made with general living costs throughout the state as reported in government bulletins. These figures indicated that the cost of board, room, and laundry for 52 weeks in villages ranging between 2,000 and 5,000 population ranged from $800.00 in three towns to $950.00 in one town. Each was lower than the village in question where the average was $975.00. With these figures at our command we proceeded to construct a salary schedule. This had to be of the position-automatic type as the Board of Education was not willing to accept the preparation-automatic kind.

Constructing the Schedule. The district had an assessed valuation of nearly $8,000,000.00 which was considerably higher than the average towns of its class. On the other hand, the district had a rather new school building which took a debt service tax rate of $5.50 per thousand to pay interest and the cost of retirement of bonds. The total legal allotment for operating costs was being assessed. With these facts in mind, the School Board did not feel that it could afford to pay salaries higher than the average by more than the amount required to meet the higher living costs. In fact, the school authorities felt that the community would probably not accept an increase in taxes for teachers' salaries on top of the increased tax due to the new building, as the legal rate might have to be raised by a referendum vote to accomplish this.

The situation was complicated by the fact that the cost of living was higher in the village in question, due to the proximity to a very large city, than in the average small town. Salaries somewhat higher than the average were considered almost necessary. The salary schedule which follows will make clear its several provisions.

TEACHERS' SALARY SCHEDULE

Elementary Teachers: To be eligible to appointment, a teacher must be a graduate of a four-year high school, and possess an A.B. or B.S. degree from a State Teachers College or its equivalent. High School Teachers: To be eligible to appointment, a teacher must be a graduate of

a four-year high school and a four-year college or university course in which he or she has received credits in not less than 20 semester hours of education.

The Board of Education expressly reserves the right to consider exceptional cases not plainly covered by the rules.

Graduates of this High School shall not be eligible to appointment until they have had at least two years of successful experience elsewhere.

This schedule shall not be retroactive as to qualifications for teaching positions, nor shall there be any decreases in salary because of it.

PROVISIONS OF THE SCHEDULE

Kindergarten and Grades 1 to 6 inclusive: Minimum of $2,400 with twelve yearly increases of $100 each until a maximum salary of $3,600 is reached.

High School (Junior and Senior): Women who are teaching academic subjects in high school, $2,400 minimum with twelve yearly increases of $100 each until a maximum salary of $3,600 is reached.

Men who are teaching academic subjects in high school, $2,500 minimum with thirteen yearly increases of $100 each until the maximum of $3,800 is reached. Special teachers now in the system, women or men in high school, who are teaching commercial, manual arts, home economics, music, art, and physical education subjects, and who are not graduates of some four-year institution of higher learning, are to receive salaries commensurate with the above schedule, depending on preparation and experience.

An additional remuneration of $100 is to be paid a teacher with a master's degree or its equivalent, received from a higher institution of learning which is on the accredited list of the North Central Association or its equivalent.

Teachers who have reached a maximum salary shall maintain at least a B rating to reelected.

Salaries of principals shall be determined by special action based upon the teacher preparation, experience, and efficiency upon recommendation of the superintendent and approval of the Board of Education.

Extra compensation shall be granted to principals and teachers for attendance at higher institutions of learning in accordance with the following plan.

1. The school selected shall be approved by the Superintendent of Schools.

2. A course of study totaling not less than six semester hours shall be taken during the summer session, and a passing grade secured. These courses shall be approved by the Superintendent.

3. At the end of the summer session each teacher attending shall submit to the Superintendent of Schools an official statement or report from the institution attended showing the amount of work done, and the grade secured.

4. An allowance of $100 shall be made to each teacher attending summer school and satisfying the above mentioned stipulation, payable at the end of the year following said summer school work. This provision is not to be applied to training received prior to the passing of the salary schedule.

5. In the event that a teacher spends a whole year in an approved higher institution of learning, receiving a passing grade in at least 30 semester hours of approved subject matter and submits to the Superintendent an official report of work from institutions attended, he or she shall receive an additional $100 increase in salary per year for a period of ten years. Only full years of training will be considered.

Only full years of experience are to affect the salary schedule. To the minimum salary will be added $100 for each year's experience in this district and $50 for each year's experience outside of this district, until the maximum of $3,600. for grade teachers and $3,800 (men teachers) for high school teachers is reached. Increases due to additional preparation will be added to maximum provided by regular schedule.

It will be noted that this salary schedule includes a bonus for attendance at summer school. The salaries were, perhaps, not as high as they should have been for the situation, but they were all that the traffic would bear at that time. It was hoped that the possibility of reaching the maximum in twelve years would be effective in holding superior teachers at least for several years longer than the average.

In Conclusion. Superintendents in small towns should make working conditions as attractive as they can. Among the means which can be used are writing all duties in the teachers' contracts, providing tenure if possible, establishing a cooperative set of policies and doing everything possible to promote adequate retirement policies.

Salaries schedules are perhaps the most effective means of fixing instructors' pay. While poor teachers tend to be overpaid by a fixed scale and good instructors to be underpaid, bargaining and such dissatisfaction are avoided. A position-automatic form may be necessary as a stop-gap but as soon as possible the single type should be adopted. There is no

fundamental reason for paying elementary teachers less than high school instructors provided there is equal preparation and experience and providing equally long hours are put in. Many things need to be considered in working out a salary schedule. Some of these are industrial conditions, cost of living, wages of unskilled laborers, supply of teachers, financial conditions of the district, what other schools are paying and fundamental attitudes of the Board of Education and Community.

CHAPTER XVII

WHAT ABOUT GUIDANCE IN SMALL SCHOOLS?

GENERAL CONSIDERATIONS

Introductory Note. For some years, schools of the nation have been guidance conscious. While the problem has been recognized for decades, rather than years, it was not until the social and economic implications of a machine civilization with its highly specialized trades and professions were brought home that educators fully realized that the school as an institution owed a responsibility to its public beyond that which might be implied as coming directly from classroom work. The problem of making a living being the most critical in the lives of most individuals, the first task undertaken by educators was that of analyzing native capabilities and giving advice as to what occupations might most profitably be undertaken. In time, teachers realized that this conception of guidance was much too narrow and that pupils needed help in making adjustments to school, to community, to social groups and to a complex civilization, as well as to vocational life. Guidance is a conception that now includes the giving of aid in the adjustment of pupils to all phases of life with which they are in contact.

Must Use Existing Resources. In most small town schools the guidance set-up is relatively simple. It has to be simple because schools in systems of from ten to fifty teachers cannot afford elaborate machinery. The guidance function must be carried out by regular members of the staff if it is to be carried on at all. An elaborate or lengthy discussion of guidance as it may function in small school systems would be decidedly out of place. The writer hopes only to include some few suggestions and accounts of how this important phase of school work may be given attention in a relatively small school.

The Guidance Organization. As has been stated, any sort of guidance organization that exists in a small school must be exceedingly simple. There can be no full time counselors, no guidance office, no elaborate blanks and no clerks assigned to keep records. Probably the superintendent himself will be head of any committee or group that exists to render service toward this end. His helpers, at the best, will probably consist of a few class and organization advisers who do what they can during the few moments of spare time that they may be able to squeeze out of a busy day. The only clerical assistance that is available will be

that of the regular clerk, if there is one, or of volunteer student assistants. There can seldom be extra blanks, added to what already are used for administration purposes and many of the tests that might be used will be decidedly lacking.

Should Guidance Be Attempted? In view of the difficulties that have been outlined it might well be asked if guidance, after all, should be attempted. As far as formal guidance goes, the answer is probably "no". Informal guidance, though, always has been given even in the smallest school and probably always will be. Generally, however, there are ways of improving what has been done in the past. By formal guidance the author means having a separate office, files and other paraphernalia and an organization devoted primarily to this purpose. Rural and suburban children need help in their problems just as much as city children do. The small school can definitely render a service in this respect although guidance may have to be done in a much more casual way than cities are able to carry it on. There is considerable question, though, whether the informal methods that may be used by a relatively small school are not just as effective as the elaborate set-ups employed by metropolitan centers.

What Sort of Guidance Is Needed? Children in small schools need just as much and just as varied guidance as do those in large cities. To assume that their problems will be fewer and less vital because of the smaller size of the communities is to miss the point entirely. Rural youngsters need vocational guidance because it should not be assumed that the only thing for small-town boys and girls to do is to go back to the farms, to go to work in the stores of the parents, or to enter employment of whatever local industrial concerns may exist. Cities are constantly pulling in youngsters from the outside, in fact they could not maintain themselves without these additions from without the metropolitan areas. Americans constantly move about so much that the small-town dwellers of today may well be city residents tomorrow. Boys and girls enrolled in the smaller schools have just about the same problems in regard to what vocation to follow for a life-work as do those in large-population centers. The same needs also exist for educational, social and emotional guidance.

The Task of Guidance. In the transformation from a pioneer to an urban civilization, many problems have crept upon us which were unheard of in the simpler stage of life. When nearly everyone lived on farms, there was no particular problem of vocational guidance because the boy perforce must make his living, when he grew up, from the soil. There wasn't anything much else that he could do! About the only possibility that the girl had was to be a housewife when she became a woman. Too,

life was much simpler in every respect. Social adjustments were simple, family life was well-organized and ample, religious conflicts within the group were much less frequent, and school maladjustment was not as serious as today where there is nothing much for the boy or girl to do if he does drop out of school. Nowadays, boys and girls of rural and small-town areas find their lives complicated by all kinds of problems. It is the task of guidance to attempt to help pupils in the adjustments that must inevitably be made in the schools, in the choice of a vocation, in the home, in the church, in the community, and in the social group. These adjustments are no longer simple so that the youth needs the assistance of a capable, sympathetic counselor. Most parents, clergymen and friends are not qualified or willing to give the sort of help that is needed by the boy and girl. The school is really the only institution to which the boy or girl can turn for help in the problems that he is constantly meeting.

How Diagnose? In guidance, as in the work of the physician, effective diagnosis must be made before any sort of treatment may be prescribed. Offering advice is such a delicate job, anyway, that the adviser needs every sort of information that he can get before he make recommendations. Too many mistakes in guidance will be made even when the counselor has every securable fact at his fingertips. Without adequate information available, guidance might better be left out of the picture because more harm than good will be done.

Pupil's Folders. In the case of the small school, the same folders must be used for guidance as are employed for administrative purposes. It is not practical to provide a separate guidance system of records because, usually, there will be no guidance office and the superintendent himself will have to serve as director of the guidance program. The usual administrative folder has been slow in reaching schools in smaller communities, but it is now quite generally used. Some small schools, though, still use a blank which is bound in a large book. Most of these blanks offer space for little except academic marks. Certainly there needs to be a separate folder for every child enrolled. The sort of records that are needed has been discussed elsewhere.

Function of Testing. To many people, guidance means, in essence, testing and the use of tests. Some so-called counselors are entirely willing to disregard all human factors, to pay no attention to background except as revealed by objective measurement and to value only what appears on paper.

Tests are not worth that much. They may be made a helpful tool but they cannot be justified as the whole of the guidance program. Too often

implications which are absolutely false are made from test results. Tests may be used as an indication but as nothing more. Often they have little validity and many times they are relatively unstandardized. Always, always their results should be checked against human judgments. Pupils who haven't done well on the various aptitude tests may outstrip in actual performance those who made high scores. Youngsters classified as morons may become great professional men or captains of industry. Why? Because never yet have psychologists been able to measure ambition, drive, conditioning or whatever one wants to call it. Ability to get along with people, or social qualities, have never been rated successfully. To date tests measure very inadequately only a small segment of an individual's characteristics. It follows that so-called standardized ratings, whether of intelligence, aptitude, temperament, personality, or what have you, should be used merely as straws in the wind to indicate the direction. No analysis or recommendation should be made until a thorough check has been made with every resource at the command of the investigator. Probably in the last analysis, human judgments by a trained teacher or psychologist are still the most worthwhile of anything.

Procedures in Counseling. In the small school, procedures in guidance, as in everything else, must be quite simple. The superintendent or principal will do most of the work along with his other duties. In its essentials, the program will consist of the equipment and information that has been mentioned, plus more or less informal contacts between superintendent or principal and students and between home-room teacher and pupils. In the small school it is quite likely that most of the counseling will be done in just about as informal a manner as this. Both executive and home-room teacher get to know students and their records so well that occasional free moments can be used for guidance purposes without the necessity of having a time schedule that calls for definite appointments and periods. If the people who do the advising can be made guidance-conscious, then there is no need for a formalized set-up.

Exploratory Courses. The experiences of students in exploratory and other courses can be made to yield a substantial contribution to the guidance program. Through experiences in the elementary courses in the subject fields, students may help to discover the nature of the work in the more advanced and specialized courses. In addition, they can get some inkling as to their capacities to succeed in various types of work, and the extent to which they will enjoy them. These courses, however, need much interpretation as students derive little value from unexplained and undigested experiences.

Is Group Study Valuable? Certain guidance problems can be considered in groups rather than individually. Among these are broad problems concerned with qualifications for and opportunities in various vocations, professional ethics, home and school relationships and personality development. The writer has seen a trained counselor handle a mixed group of high school boys and girls in such a delicate problem as the relationships between the sexes, although few individuals can do this sort of thing successfully. The main outlines of many problems can be discussed successfully in groups although most of the applications must be made with pupils individually. The time of a counselor must, in the last analysis, be devoted largely to the treatment of individual cases.

Interview Technique. There can be no set procedure for interviewing although a few broad principles can be laid down. Individuals differ one from another so the main direction of the interview must come from manifested needs and interests. One knows that he must always put the subject at ease and that he must gain the confidence of the boy or girl who is being counseled. Preaching is never wise nor is a final answer to be given. One only advises as he sees needs or special qualifications, with the final decision always being left with the pupil and his parents. Within the broad structure thus outlined must be filled in the interview according to the characteristics of the individual being counseled.

The writer knows of two students who were required, many years ago, to withdraw from one of the largest and most famous of the midwestern universities because of poor scholarship. The one who was eliminated from the medical school of this university later became a physician whose name is known to every school boy. The other student, now dead, developed without the benefit of a university education into one of the three or four most famous novelists of his time. Both individuals as students were judged to have no promise of success. These examples show the futility of making a final recommendation in vocational guidance. One can never rate an individual's drive, personality or social qualities and these things probably have more influence on success than anything else. Probably unqualified statements are just as dangerous in other segments of the guidance field.

Personal Adjustment. No one knows a great deal at the present time in respect to how personal adjustment is achieved. Psychologists say that it is a matter of conditioning but they are not definite or agreed in how this conditioning takes place. Undoubtedly the individual's entire environment enters into the process. The school, obviously, can control only a relatively small portion of the total environment. Mental health

in the schoolroom can be improved by providing well-adjusted teachers, by giving the pupils opportunities for expression and recognition and by setting up a program of curricular and extra-curricular offerings that will meet the interests and needs of every single individual.

The administration can take pains to see that individuals' personalities are not repressed, that good health conditions are maintained in the school and that favorable moral influences are provided. Further than this, there is little that can be done by the school except to recognize the problem and to refer it to the proper agencies.

Signs of poor mental health are not hard to recognize. The mischievous child is probably only seeking recognition but the day-dreamer may be living in a world of unreality that is positively dangerous to himself and others. The boy or girl who does not play with the group but holds aloof, the youngster who steals and writes nasty sayings on the walls may become problems because their mental health is probably bad. Deviations from the usual behavior should certainly be noted. If the teacher or administrator can diagnose the case and clear up the difficulty, that is fine. Often the child will need to be referred to a psychological clinic, of which there are now fortunately many. State colleges and universities, hospitals for mentally afflicted and probate courts are often equipped to help with these problems. These agencies, sometimes with little to do at present, should be used more by small schools. Village superintendents and teachers need help in many of these cases as the problems presented are those for the consideration of experts. Amateur meddling sometimes results in more harm than good.

Developing Social Attitudes. With present-day educational goals directed entirely away from an individualistic conception of life, one of the big tasks of the school is to help pupils to develop ideals leading to the development of a life that is worth living. Today man cannot live by and for himself alone. Our breakfast may have come through hundreds of hands, our clothes from the fruit of the labor of many more. Our present life is so complicated that failure of one small part of the machinery of production may result in sufferings of thousands. How can pupils be helped to develop a socialized conception? The writer knows of no way except through stress on social studies courses, through developing student cooperation and participation in all activities of the school and through encouraging participation in all kinds of extra-curricular activities. All of these things have had ample discussion elsewhere.

Social Adjustment. Every school considers that it owes a duty to its pupils in the way of helping them to make adequate adjustments to their

school life. Attempts toward this end are usually made rather haphazardly, however, and mostly aim toward providing social affairs and giving encouragement to attend various functions. Little, if anything, is usually done toward seeing that the individual does mix with some group or in the direction of advising in regard to friends. These matters are usually left to the pupil himself to work out as best he can.

It is highly doubtful if the school can or should do anything very directly toward helping the individual to mingle with groups or toward encouraging the formation of friendships. Youngsters resent having their friends picked for them as many parents have discovered to their sorrow. Advice and pressure against certain companions usually result in open defiance or clandestine meetings, both of which are undesirable. If parents can't solve this problem it is unlikely that the school can do much with it. Probably the most that can be expected is that wholesome social affairs be provided and that every encouragement be given to take part.

Family relationships, too, are much too delicate for school advisers to meddle with unless the problems involved are very acute and unless the youngster seeks advice. The school can call the law in to see that children are not beaten so hard that it is likely that physical injury will be inflicted. In extreme cases the school can request a court to take children away from parents but this is such a serious step that it should never be asked except as a last resort nor will courts agree except in extreme cases.

In the matter of ordinary family misunderstandings it is very doubtful if the school can do much. If a child seeks help, sometimes advice can be given in a cautious manner. Seldom will it pay to intervene between child and parents unless, as has been mentioned, the case is an extreme one. One usually does not better the situation by talking with the parent because this is almost sure to be resented. Dads and mothers still feel that they have a right to run their family affairs. Hearing only one side of the case makes it difficult for the counselor to know what the facts really are because children sometimes misrepresent. To summarize, the writer would say that advice on family relationships should be given very cautiously upon request and that there should be no interference in parent-child relationships, except in extreme cases, unless advice is requested by both sides.

Sex Attitudes. In the development of wholesome sex attitudes, the school probably does have a responsibility. Sex may safely be taught in connection with regular classes in science, health, home economics, citizenship, etc. as long as it is not labelled as sex instruction. Teachers should proceed cautiously, though, and use only a positive approach.

Some mental hygienists have been insisting for some time that the school should help to solve pathological sex cases and that the school should organize regular classes in sex instruction. To the writer, these phases of guidance are something to be tackled only by an expert as they are much too delicate to be handled by an amateur. Wrongly attacked, morbid sex interest may even be aroused. The author is sure that in his school he would want no one but a doctor, nurse, or other trained authority on sex to do anything with class instruction or with giving private advice. There is too much dynamite in the problem for an untrained person to attempt to handle it.

Educational Guidance. The school has a decided responsibility in respect to the many aspects of educational guidance. First of all, there is the matter of helping new pupils to adjust to their environment. The pupil entering from another school who edges bashfully through the office door needs assistance in becoming adjusted to the new school. After a cordial reception, an unhurried conference and a careful scheduling, the newcomer may well be turned over to a well-adjusted, pleasant student of the same grade, age and sex who serves as a guide in seeing that all classes are found, and that introductions to future classmates are made. Usually the writer was accustomed to ask this sponsor in private to see that the new student got acquainted with desirable pupils and was asked to group social events. Of course the sponsor had to be selected very carefully. This system was used in grades as low as the third.

For incoming high school classes in the Fall, the big brother and big sister plan works very well. After the office has done all that it can in scheduling and adjusting, an eleventh or twelfth grader is selected for each of the newcomers. These sponsors should have had special training so that they know what is expected of them. The general plan is to have the student-sponsor serve as guide, adviser and friend. Carefully administered, this plan works surprisingly well.

The question of leading the pupils in the selection of proper educational goals is a different one. Most youngsters change their minds many times about what they want to do. Probably home-room teachers and the administration can do the most with this problem if they are alert and conscious as to what should be expected.

Poor study habits and lack of reading ability probably cause more school failures than anything else. The cooperation of the entire staff should be secured in attacking this matter. There needs to be a planned campaign each semester during which time good study habits are con-

sidered in every class. Then, afterward, teachers need to be alert to talk over study plans individually with all pupils who are having difficulty.

Perhaps one of the most effective things that a school can do in educational guidance is to instill an ideal of education as a life-long process which does not end when one's school days are completed. The staff needs to be aware of the need for adult education and to know of its problems and uses. In this day of rapid change no individual can afford not to keep up with his trade or profession and no one knows even then when his position may be entirely wiped out by technical development so that a completely new occupation must be sought.

Recreational Guidance. With amounts of leisure time becoming greater and greater for most Americans, the school undoubtedly has a duty to perform in helping youth develop interests which will promote the constructive use of free time. Small schools in the past have not generally considered that they had such a duty to perform because rural and suburban people have usually felt that they were perfectly capable of developing their own recreational programs. There was the great out-of-doors, they said, which gave recreational opportunity at all times of the year. There were the neighborhood parties which were commoner than in the city because people knew each other better.

Actually, small town people probably need recreational advice and facilities more than do residents of the city, with its trained counselors presiding oved finely developed and complete parks, field houses, libraries, museums, zoos and playgrounds. In winter, villages have had little to offer in the way of mass entertainment features except occasional school and community dances, school basketball games, movies, taverns, beer gardens, and the inevitable bridge clubs.

Small town schools accordingly need to give training in the development of better recreational facilities as much as they do in the utilization of the ones that already exist. Most of this training must come during regular class periods.

Inter-school athletics are valuable for all students as an entertainment feature and because of the opportunity that they give to "blow off steam". Boys and girls need something to which to attach their allegiance, some object about which they can become tremendously enthusiastic. Athletic teams usually become the object of their enthusiasms. Students themselves generate most of the "pep" needed to secure support of athletics by the student body.

Intramural athletics should be encouraged in all schools. The games stressed should be those which, as far as possible, will have a carry-over

value for later life. Among the possibilities are quoits, golf, tennis, ping pong, handball, hiking and camping.

Hobbies are very valuable in adult life because they usually are quite permanent in interest-retention and because they can be made to operate outside of an organized group. The school can often encourage hobbies such as stamp-collecting, coin-collecting, photography, and autograph-collecting by arranging for contests and displays and by promoting appropriate clubs.

The radio and the movies offer a wonderful opportunity in which to exercise guidance. Studies show that high school students spend on the average of nearly four hours per day in listening to the radio and that they attend movies about once a week. In English, social studies and citizenship classes motivation can be provided by these activities. Radio programs and movies can be talked over and projects can be made to center about them. By directing attention to various possibilities pupils can often be encouraged to choose the better programs on the radio and the better movies.

Vocational Guidance. While vocational guidance today makes up only one section of the guidance program, the place that it occupies is still a very important one. After all, most of us must be more concerned with making a living than anything else.

The problem centers about making pupils aware that shortly they are going to have to make a living in some way or other. The decision is theirs, all that is asked is that they think through their own capabilities, the requirements of various occupations, and the strong and weak points of the jobs of professions. Then youngsters will not drift unthinkingly into the first job that is offered, but will stop to consider if it fits their qualifications, if it is healthful, if it is likely to be permanent, if it will provide an American standard of living and if there will be chances of promotion.

A course in Occupations or Vocations given in the ninth or tenth grade should start pupils to thinking about what they are going to do when school days have passed. A sympathetic, dynamic teacher is an absolute necessity if this course is to amount to anything.

Assembly programs offer endless opportunities for assisting in vocational choice. Some of the programs can be presented by the students themselves while for others representatives of various vocations and professions must be brought in as speakers.

Some high schools have used a Vocations Day very successfully. After a preliminary meeting attended by all, the pupils split up into group meetings presided over by doctors, lawyers, engineers, accountants, etc.,

who tell of the opportunities in their trade or profession and its strong and weak points. It is usually easy to secure qualified people who are glad to give their services free of charge for this purpose.

In all of these vocational guidance activities, one should do all that he can to prevent over-weighting of the professions. The natural tendency is to emphasize the learned professions. It is difficult to secure carpenters, mechanics, bricklayers, stenographers, salesmen and representatives of other such groups to speak at assembly programs or to appear for group conferences. The professions, though, have enough drawing-power of their own without enlarging on it. Most of the students will not be white collar workers nor should they be such. Most professions are badly overcrowded and actually often bring less financial returns, even after years of schooling, than that accorded to the skilled factory worker, building trades man, chauffeur or railroad man. In Chicago, for example, building artisans make from $2.50 to $3.00 per hour, delivery men earn $15.00 per day and the milk wagon drivers average around seventy-five dollars per week. There are thousands of doctors and lawyers in this same city who are literally starving. Teachers wait several years for their turn on the appointment list and start out at less than $3,000.00 in the elementary grades and $3,500.00 in high school. We have enough poor lawyers, doctors, engineers and teachers now without encouraging people with mediocre ability to enter the field. The efforts of the school should be thus to encourage entrance into the skilled trades rather than into the professions.

In Conclusion. The superintendent, the classroom teacher and the homeroom teacher can do a great deal in encouraging a vocational awareness and in offering such advice as they can. As in the case of other forms of guidance, final answers should never be attempted. One only points out, as best he can from his greater experiences, the things that it seems desirable to do.

CHAPTER XVIII

At Graduation Time

Introduction. Graduation is usually a happy occasion for the senior, but it is not always so joyful for the administrator. Many times so many troublesome problems arise that much of the pleasure is taken out of the event for the superintendent of the small-town school. In this chapter are described devices used by the writer and others for solving some of the problems. There is no claim of originality for most of the solutions. One or two of the ideas mentioned have come to the writer about sixth-handed.

Checking Credits. Some schoolmen do not check credits often enough to know how the pupils stand. Sometimes the matter is neglected until even after the start of the senior year. In this case, a notice that they cannot graduate in June comes as a shock to the pupils. This is decidedly not fair. One administrator even told a pupil in May that he could not be graduated in June because he had not carried enough work during his sophomore year. This was little short of criminal. The boy left school, never to return. Credits should be checked and re-checked at the beginning of each semester during the prospective graduate's final school year.

Warning Parents. Notices to parents that a boy or girl is not to be among that year's graduates are negative in effect. Certainly they do not arouse friendly feelings toward the superintendent or the school. However, the other alternative of not keeping parents informed seems to be even poorer in public relations values. Certainly the school official needs the protection given him by a notice to the home of the prospective graduate. Without such protection he can be made to appear in a very bad light by an irate parent. The official simply has to know that the parent understands the facts of the case. At the beginning of the school year, general notices should go to the parents of all prospective graduates. For those parents whose children are not in arrears in credits all that is needed is a simple statement that Jim or Jane will be graduated in June providing that the work of the last year is completed satisfactorily. For those parents whose children are behind in credits but who have a chance to graduate if the youngster works hard the situation is described as clearly as possible. If a child cannot possibly get through, then the parents should be informed of that fact in as diplomatic a way as possible

and given the reasons why. The parents of youngsters whose graduation is in some doubt should be notified of all new developments at the time that they occur.

Whenever it becomes necessary to send word definitely that the pupil cannot be graduated, a registered letter with return receipt requested should be used. These receipts may then be carefully filed to protect the administrator against possible complications. In one case, which came to the writer's attention, a principal had sent the registered notice at the beginning of the second semester, and supposed that the parents had received it. Two weeks before the exercises one of the teachers who knew the family of the child informed the principal that the parents were buying graduation clothes for the girl. The principal called at the home and informed the family that some mistake had been made and that the girl could not finish. Of course, the parents were much disturbed and even had a married daughter come from the Pacific Coast to straighten out the matter. When the parents and the older daughter came to the school, the principal presented his signed receipt. The mother denied the signature, but recognized it as the work of the girl in question. Of course, nothing more was said.

A great deal of misunderstanding as to graduation is taken out of the senior year if notices are sent to the parents at the beginning of both the sophomore and junior years. These forms tell how many credits the pupil has, how many he should have, what his average is to date, and what his rank is in class. The last item of information helps when it comes to recommending students for college. Since parents have known for two or three years how their children have ranked they cannot be surprised if averages are such that recommendation must be refused.

Handling Diplomas. It is well to have pupils check the spelling of their names for the diplomas. This can be done by passing around a sheet containing the list of prospective graduates. Each corrects or O.K.'s the spelling of his or her name. The list is revised until each student has given approval to the name as written. The original copy is placed in the files. The carbon copy is used for the diploma order. In this way there can be no argument about arrangement or spelling of names.

Diplomas may be ordered in February, or before. Every student who has even a remote chance of graduating should have a diploma ordered for him. It is better to have one or two documents left on hand than to be short one on the eventful night. It produces a comfortable feeling to know that all those that can possibly be needed are safely in the vault. Invitations and cards are selected and ordered at least by March, since it

saves time and worry to care for details like these in ample time. It is well, too, to specify that caps and gowns, if they are to be used, be delivered two days before the date of use.

Senior Examinations. If examinations are to be given to the seniors at the close of the last semester, teachers should understand that only in extreme cases should prospective graduates be failed. It is no time to eliminate anyone a few days before the exercises. If teachers have not learned in four years what a pupil can do, they cannot find out much more in an additional few days. If a pupil deliberately refuses to work, then elimination from the graduation list is justified. It is not fair, though, to refuse graduation at the last moment to a student who is doing his best, nor is it a good policy from the public-relations standpoint. An act of this sort will surely bring on lasting enmity from all relatives and friends of the pupil.

A better plan is to give the seniors their final examinations about four or five weeks before the close of the year. These need not be allowed to interfere with school time but may be given, instead, after school hours in the afternoon. On the basis of work done to date and the results of the examination, teachers should be able to tell definitely who is to pass. Seniors may then make plans without danger of having them upset. Of course it is wise to require that good attendance be maintained and that class averages be kept up to passing. Otherwise there may be little work done by the seniors the last two or three weeks. Pupils who do not have a passing average as a result of the class marks and final examination may be given another examination at the close of school in time enough to qualify for graduation. A sample set of regulations for final examinations and markings is here included as a possible aid to administrators.

SENIOR PRELIMINARY EXAMS

May, 1947

1. Examination Schedule:

   The regular class period will be used for the examinations, also the 3:15-4:00 period. (A general study period.)

   First period classes—Tuesday, May 13—Regular
   Second period classes—Wednesday, May 14—Class
   Third period classes—Thursday, May 15—Period
   Fourth period classes—Friday, May 16—Plus
   Fifth period classes—Monday, May 20—3:15-4:00
   Sixth period classes—Wednesday, May 22—Period
   Seventh period classes—Thursday, May 24

2. Only those who have a chance to graduate will be allowed to take exams early.
3. Seniors who are unable to take any or all of the examinations as scheduled will take them at the end of the semester.
4. Seniors who make such marks on the preliminary examinations that their final marks at the time are passing or above will be excused from further final examinations in such subjects as they have passed providing they attend regularly for the last marking period and do their work to the satisfaction of their teachers.
5. Seniors will be required to take regular examinations at the end of the year:
   (a) If their work is not up to standard during the last marking period.
   (b) If they do not maintain a passing mark throughout the last marking period.
   (c) If they are absent from regular classes without permission during preliminary examinations.
   (d) If they are absent more than two days the last month for any cause other than personal illness or death in the family.
   (e) If they have any unexcused absence during the last month.

A list of seniors successfully passing the preliminary examinations will be published on the bulletin boards immediately after the examinations are all over.

Last Senior Month. A better plan than the traditional one for using the last three or four weeks of the final senior semester is to substitute a direct, specific attack on the immediate problems of individual seniors for work in regular classroom subjects. As the prospective graduate nears the end of his high school days, he becomes increasingly aware that he is soon to face new situations, requiring adjustments which he is more or less unprepared to make. Wouldn't it be wise to substitute an attack on actual life problems for the type of classroom work which he has already had for four years and in which his interest is probably waning?

No longer can the senior remain sheltered in the halls of that school. He must, instead, either enroll in further and different education activities or he must get a job. No longer will his leisure time be occupied by athletics, music, forensics, or parties sponsored by the high school. No longer will he have familiar high school teachers to whom he can go for friendly counsel. Instead, from June on, he must make plans for himself

vocationally, educationally, and socially. A new life, for which the senior often feels inadequately prepared, is just around the corner.

The subjects that are being taken seem to provide little help with these vital problems. French II, solid geometry, physics, literature, shorthand, home economics, shop, and bookkeeping do not seem to be of much use in making a final decision as to whether or not to go to college, where to look for a job, what sort of work offers an opportunity for advancement, how to make new friends, and what to do about leisure-time activities.

For both sexes, social adjustments are equally puzzling. Is it advisable to contract a hasty marriage, which may go "on the rocks" later? What sort of new social groups can be formed? What shall one do about entertainment? These are all problems, which the boy and girl know that they soon must face and about which they feel much concern.

Undoubtedly, vocational choices should have been made long ago, but usually no final decision has been reached. Undoubtedly, the boy and girl should have been prepared long ago for different social conditions, but usually this just simply has not been done. Most adults find it difficult to consider plans, make decisions, or plan adjustments until forced to do so. Youngsters should not be expected to do what grownups do not accomplish.

Probably too much space has been taken in leading up to the actual proposal that the author wishes to put forward. Here it is!

In brief, the final four or five week period would be used entirely for guidance activities. Entirely discarded would be all formal subjects such as had been studied for the rest of the year. Instead, the time would be used to help boys and girls with the problems looming ever larger before their eyes.

The usual problems already have been outlined. They have to do with selecting and securing a job; with deciding whether or not to go to college, what college to attend, and what course to take; and with formulating plans for making new friends and finding different leisure-time pursuits. There are, of course, countless individual problems that also would have to receive attention.

How should this guidance be carried out? Each school has to work out its own plan. Needs and resources vary from school to school. Certainly standardization of any kind would be fatal.

All effective plans, though, would have at least two elements in common. One is that the personal work should be done by the teachers who know the pupils and in whom the youngsters have confidence. The other is that the pupils themselves would do most of the planning in the light

of their own interests and needs. Too often guidance has been of the academic type, which outlines from books and periodicals what it considers to be the problems of youth without trying to find out what they actually are. Too often, solutions have been proposed in the light of what educators think they should be, rather than on a basis of what boys and girls want done.

Undoubtedly, youngsters will want to hear from outside experts wherever possible. Industrialists, military men, recreation leaders, sociologists, marriage authorities, college representatives, and business men would all have an appeal to youth because of their practical knowledge in certain fields. The number that can be induced to appear will, of course, depend upon the size and location of the school.

Inventory tests also probably will be "in the cards" if they have not previously been given. Youngsters want to have all the knowledge that they can get about their possible qualifications.

Above all, the pupils would undoubtedly want plenty of opportunity to talk privately with those whom they like and trust. In most cases these individuals would be regular teachers of the school, although many others such as pastors, recreation leaders, Boy Scout and Girl Scout executives, and YMCA authorities might be desired.

There are one or two further aspects of guidance which might be desired. The girl or boy about to marry might wish specific instruction on such things as family life, on caring for a home, and on marital health and hygiene. Doubtless there would be many other problems, which would come into the open, of course, if such a plan was adopted.

The author knows of no school which has tried such a plan as the one outlined. If such there be, he would like to hear about its details and its success. Certainly there are not many schools that have attempted anything of this sort.

In these days of rapid change and transition, isn't it time that we school people give youth a little chance to prepare itself for life in the uncertain world of our time, when there is so much uncertainty about what will happen to society or to the individual? Isn't it time that we forget our formalities, our trivialties, and our generalities and throw off the dead of the past?

Should Caps and Gowns Be Used? The arguments in favor of caps and gowns in graduation exercises are so many and those against so few that there seems to be little question as to the desirability of their use. They present a dignified, uniform appearance, are inexpensive and prevent competition in dress. About the only argument against is that every

boy and girl should be entitled to some new clothes when they graduate from high school.

If caps and gowns are not used, there should be planning to prevent competition in dress with resulting heartaches on the part of some girls. If the dresses can be made in the home economics department by the girls themselves, there will be little danger that any individual will spend a lot more than others. If such a solution is impractical, it is usually possible to call the parents of the seniors together to talk over and agree on tentative costs.

What Type of Graduation Exercises? The exercises symbolizing the completion of the high school course of study should be more than a meaningless formality to be gotten out of the way as a necessary something expected by the graduates and the public. Instead they should incorporate the spirit of secondary education and express something of its values.

The "Commencement" idea came down to the high schools from the colleges. The old style program was largely a copy of collegiate practice. Why high schools should copy colleges the writer has never been able to see. Certainly the situations are quite different. What is satisfactory to collegiate practice may not be at all in place in secondary schools.

The writer can see no reason whatsoever for the hired speaker. Brought in from the outside he is usually not at all familiar with local problems so that his talk has to be of a general inspirational type. He cannot talk about or demonstrate what is being accomplished in the school or what are its problems. The graduation exercises, in the opinion of the writer, should show parents and patrons what sort of training is being given to their boys and girls. From the final product as shown off in the graduation exercises, tax payers should be able to tell if their money has been wisely spent. Certainly no speaker can do this.

On the other hand there should be no amateurish oratory. The valedictory and salutatory are artificial in conception and belong to another day. The class will, prophecy and giftatory are undignified and should certainly not be included in any graduation program.

Graduation exercises should be planned months, if not years, in advance. Not only should there be staff planning, but pupil and parent planning as well. Whatever the product is, it should represent cooperative and democratic effort from its inception to its completion.

Instead of piece-meal, disconnected activities, there should be a unified theme centered on some phase of school life. Plays and pageants,

written so far as possible by students, and involving as many graduates as possible, should be the aim. In actual practice, the play or pageant may have to be achieved by gradual stages as sentiment grows. It is often not possible all at once to replace the traditional type of exercises by something so different. One partial approach could be through pupils demonstrating the work of a number of classes. There are many other possibilities. Pageants and plays have many possibilities as to theme. A few suggestions: Three Centuries of High School Education, Jonesville in Review, Jonesville High School on Parade, Democrary Works and We Prepare for Life.

In Conclusion. This chapter has attempted to describe ways of avoiding some of the pitfalls and worries of graduation time and to discuss types of exercises which will inform parents and patrons of the work of the school as well as entertaining to them and to the graduates. Graduation exercises can be dignified as well as pleasurable and can reflect credit to the school.

CHAPTER XIX

MISCELLANEOUS PROBLEMS

Introduction. In this chapter we shall discuss some of the many little problems which beset the small town superintendent. These problems are small insofar as total size is concerned but may loom large in terms of the executive's success or failure. The writer found during his administrative experience that it was usually the little things which gave trouble. So many times the big things in administration seem to be solved quite easily but some seemingly little thing produced a lot of difficulty. We shall try to describe ways of solving some of these small but important problems.

SCHEDULING

Making the High School Schedules. Making the high school schedule is usually not very complex in the small town. Pupils' choices in subjects are limited and the total of classes is not large. The task is mostly one of sitting down with a piece of paper and experimenting until one finds the best possible arrangement.

There are, though, a number of principles which will help one to get through the task more quickly. Most of these are quite obvious but they are listed here so that the reader will be more likely to think of them when he starts his schedule making.

1. First schedule classes which may be held at only one time. This rule applies particularly to physical education, music, art, agriculture, home economics and commercial subjects. After the fixed part of the framework is placed, the other classes may be arranged about it.
2. Arrange schedules to fit the needs of those who have made regular progress rather than those who have failed in some subjects. The ones who have kept their work up-to-date are more numerous and more entitled to consideration.
3. Be careful to assign classes so that there will be no undue number of pupils in the study hall during any period.
4. Try to see that pupils have study periods between classes. This often cannot be carried out but it is advisable.
5. Put mathematics and foreign language classes early in the day, when the pupils are fresh.
6. Give experienced instructors the large classes and sections.

7. Arrange the schedule so that pupils will have classes in the afternoon as well as in the morning so that they will not be tempted to stay out of school because all they have to do is sit in the study hall.

A beginner in a very small school is likely to fall into the pitfall of trying to list so many classes that the teachers are over-worked and efficiency is lessened. This practice is rightly condemned by accrediting agencies. One should do well what is undertaken rather than attempt to do so much that nothing can be done well.

In high schools of less than one hundred pupils in the upper four grades it seems advisable to alternate classes. Thus, chemistry can be given to the juniors and seniors one year and physics the next. English and American literature and history classes are other subjects possible of alteration. This procedure gives variety to the curricular offerings. A fairly complete list of the subjects that are quite often given in alternate years in small schools are biology, chemistry, physics, Latin I, Latin II, French I, French II, advanced algebra and solid geometry, economics and American government, business English and commercial law, American history and English history. This, of course, is not a complete listing.

Elementary School Schedules. The usual plan, where every teacher has a group of children to teach in all subjects, is to allow each teacher to make up a tentative schedule of her own. This is then checked against minimum time allotments for the various subjects as provided in the teachers' bulletin and, finally, gone over with the superintendent in conference. This procedure allows a maximum of individualism with care being taken that nothing considered essential is omitted. If the teacher wishes to teach by means of a core curriculum or by units she should not be bound to follow a definite schedule. Minimum allotments are for suggestive purposes and not to establish rigidity. As a sample of minimum time allotments the following is given.

MINIMUM TIME ALLOTMENTS
GRADE V.

Subject	*No. of Minutes per day*
Language arts (including reading, language, spelling and writing	120
Exact sciences (Mathematics and sciences)	60
Social Science	60
Group activities (health, music, etc.)	60
Total	300

Again, let the writer emphasize that suggested time allotments should never be rigidly enforced. Teachers can often plan projects which will bring in all the necessary tool and creative subjects. Permission should always be given to carry on such projects if they are well planned and executed. The author emphatically does not believe in "piece-meal" education but is heartily in favor of an integrated curriculum. He does feel, though, that teachers should be given some guide to curriculum planning.

RELATIONS WITH ACCREDITING AGENCIES

How Far in Accrediting? It is natural that a superintendent should want as much recognition as possible for his school. It is also natural that a community should desire to have the best for its children. If a school is accredited, it means that the graduates will be admitted to most institutions of higher learning without an examination. Accreditation is also popularly taken to mean that the school is a good one—an approved school in other words.

While accrediting by a state or regional agency is usually desirable, in some cases its desirability should be weighed against its cost. Accrediting is a nice thing for a community to have if the extra cost can be afforded. If the community is economically poor, however, so that accrediting means severe sacrifices on the part of the people, then it should not be considered. The latter statement is particularly true if only a few of the graduates go to an institution of higher learning or if there is an accredited high school near at hand to which pupils desiring to enter college may be sent for their last two years.

State and Regional Associations. There is such a variety of accrediting practice in various states that generalization of any sort is practically impossible. In some localities, the State Office of Education, no matter what may be its official title, accredits high schools which charge tuition to non-resident pupils. Nearly everywhere the state university carries on accrediting activities for schools desiring to send its graduates to the institution. Such recognition usually sets the pattern for all colleges in the state and often for those in surrounding states. Then there are the great regional accrediting agencies like the New England Association, Southern Association, Association of Middle States, Northwest Association, and North Central Association. These usually recognize only the larger high schools.

Standards. To be accredited, the secondary school must meet certain standards. Ordinarily these have dealt with conditions under which instruction is given rather than with the outcomes of instruction. Certain

equipment, for example, must be furnished for the teaching of chemistry and physics. Class periods must be forty minutes in length in the clear. Classes must not exceed a maximum size. Teachers must have degrees from recognized collegiate institutions. Of late there has been a movement toward attempting to evaluate the results of work done in the school but to date little has been accomplished. Always there must be inspection of the secondary school by an officer of the State Department of Education or by officials of the state university. Lists of accredited schools are published in catalogs and other publications so that colleges in that state and others may be guided in admission of students.

Merits and Demerits of Accreditation. On the credit side of having requirements set up for accrediting it must be admitted that better trained teachers, better buildings and better equipment have all resulted from insistence upon certain standards for accrediting. Small school superintendents, under continuous pressure to reduce expenses, and sometimes not taking the matter of academic and professional training very seriously, undoubtedly would let standards go down in many cases if it were not for accreditation demands. Then, too, there is the help which usually results from having an impartial observer come in to make suggestions.

On the negative side, it must be said that colleges and universities have often dominated curriculums and methods of teaching through accreditation. Many school men feel that college preparatory work has been stressed almost entirely, although only a relatively small percentage of high school graduates attend an institution of higher learning, because accrediting agencies have based their standards largely on the so-called academic subjects. One has to conclude, though, that much more good than harm has resulted from the accrediting system.

Records Needed for Accreditation. It goes without saying that the record system should be in the best of shape in preparation for the accreditation visit. Records, in general, are described elsewhere. No school that has adequate records needs to have a special system set up for the accrediting agency. It is only necessary to see that what one has is in apple-pie condition. The North Central Association has this to say about records.

"Accurate and complete financial data and personnel records are kept in such form as to be conveniently used and safely preserved. The personnel record for each pupil should contain such essential data as courses taken with some valid indication of the quality of work done in each such course. Additional data secured from standardized tests, anecdotal records, parent or pupil interviews, personnel questionnaires, etc., may be

added to the individual record to the degree that the facilities of the school permit. It may also include other information which the school considers valuable."

No school should find it difficult to meet a requirement such as this one.

Other Requirements. Usually included in the criteria for accrediting is a standard in respect to instruction and spirit of the school. This regulation is extremely indefinite and hard to define. Poor discipline would certainly be a violation of this criteria although, again, there are so many conceptions of what constitutes ineffective management as to make it difficult to draw a very valid conclusion as to what is desired. Poor manners on the part of the student-body as manifested by excessive classroom and corridor noise, by rudeness to teachers and others, and by running and pushing would undoubtedly meet with disapproval by an official visitor. The writer has known of schools being criticized under this heading because of paper wads in the classroom and corridors and because of locker doors being left open. The writer once drew the wrath of an inspector because many of the pupils were observed chewing gum. The author does not particularly like to see pupils chew gum in school but it has always seemed to him like a very minor misdemeanor. Accreditation visitors sometimes ride hobbies like this although most of them, it must be said, are very fair.

Most inspectors are particular about the condition of halls, lockers, and toilet rooms. With this conception the writer is heartily in accord. If pupils do not have a good example of cleanliness set at school where will they gain conceptions of good housekeeping? The writer always had more trouble in getting janitors to keep washrooms in proper condition than in the adequate care of any other part of the building.

Adequate instructional equipment and supplies and satisfactory library facilities are insisted upon by nearly all accrediting agencies. The library seems to be hardest of all to get into shape and keep that way. For one thing, books wear out so rapidly. For another thing it is difficult in a small school to provide adequate and competent supervision of the library.

Teacher-preparation is a standard now relatively easy to meet. One just doesn't hire instructors unless they satisfy the requirements! Until the coming of World War II, even the smallest schools were finding it relatively easy to secure well-trained teachers. War difficulties are now on the wane however, and we are rapidly approaching normal conditions in regard to supply of personnel.

Some small schools have difficulty in avoiding violation of the standards in regard to the number of classes taught by a teacher. Regulations can usually be met, however, by firmly turning down requests by small groups of pupils for extra classes of one sort or another. Such requests are often made because two or three pupils have trouble with the subjects in the regular curriculum and so wish something special which, they hope, will be easier and pleasanter. Alternation of classes is another method of avoiding listing too many courses for any one year. One ordinarily should certainly avoid giving a class for less than ten or twelve pupils.

Selling the Program to the Board of Education. Boards of Education are not always greatly in favor of seeking more than a minimum of accrediting. Always fearful of being involved in something that will cost considerable money, the governing body is likely to feel that accreditation by one of the regional agencies is likely to involve better-prepared and hence more expensive teachers, more instructional equipment and supplies and better physical surroundings. Furthermore, the Board does not like the idea of an outside agency telling them what should be done. Minimum accrediting is desired because the public will not like the idea of local young people being required to take college entrance examinations but some Boards of Education do not care to go much beyond this. A proposal to seek anything more than the minimum is likely to be met in Board meeting by the stony silence with which all school executives are familiar.

Upon several occasions the writer met the opposition mentioned. It was eventually overcome by pointing out that accreditation by a regional agency meant higher recognition for the school, that graduates would be given considerable more latitude in the college to be attended without taking entrance examinations and that more non-resident, tuition-paying pupils would probably be attracted from rural areas if higher standards were satisfied. Once or twice the writer felt that the Board of Education gave its consent more to please him than for any other reason. Perhaps this reason is not of the highest type but at least it got the desired result.

Maintaining Public Awareness. People like to have their school recognized as maintaining high standards as long as it does not cost them much extra. The public should be kept aware at all times of the recognition being given and of shortcomings which may result in warnings or removal from accreditation lists. A cover-up policy in regard to this matter, as in other school affairs, simply will not work for long. Eventually the public will find out what is happening and they won't feel nearly

as angry over loss of accreditation if they are told by the school authorities as if their information comes from an outside-of-school source. Informed through official sources, people feel that at least they are being told what is going on and consequently they will retain much more faith in their school servants. Then, too, one can soften public resentment by explaining fully just what is wrong and what can be done about it. In the same way, honors should be described to the public. The main thing is to be frank at all times.

Publication in the local newspaper of letters from inspectors is probably the best means of publicity. One can always see, of course, that comments are added. The P.T.A., school paper and other agencies may also be used effectively.

How to Receive the Visitor. Administrators have been known to become so accustomed to turning off salesmen rather brusquely that they have been rather short, if not actually rude, to the accreditation visitor when he came into their office. Not recognizing him, they have mistaken him for a vendor of some sort. The mistake is an easy one to make as the inspector, like the salesmen, usually carries a brief case. Needless to say, the sort of impression made in this way is not the best kind. Actually one simply can't afford to be rude to anyone who comes into the office! Every person, however humble, has friends somewhere or other who may be antagonized and may sometimes return the lack of cordiality that is manifested in a luke-warm or rude reception. Anyway, politeness costs little and makes the world a lot more pleasant.

The official visitor, like other callers, should be greeted naturally and in a business-like fashion. The secretary, if there is one, should be instructed to admit the inspector to the inner office at once and even to call the administrator from class or anywhere else that he may be. The secretary should always ask each caller's name and business as soon as he comes in so that she will know what should be done about getting in touch with the executive.

If the superintendent doesn't have a secretary, then he should certainly have a high school girl in the office at all times so that no one will have to wait around for very long without being asked his name and his business. One can't afford to take a chance on "standing up" the accrediting official or some other important visitor.

As soon as the usual amenities are exchanged, the administrator should furnish the inspector with schedules of classes and the other materials which he has prepared in advance of the visit. The official visitor

will want to visit classes and he won't want the administrator to go with him. The executive should be business-like, ask if the visitor wants anything else, and stay on call in the office except for absolutely necessary work. The visitor will want to ask the executive for various materials and information during the day and will want to have a conference before he leaves. About the worst thing that one can do is to appear to spy on the official's activities or to seem to be attempting to cover up in some way. So it is best for the administrator to stay in the office out of the way where he can be found quickly.

Getting the Most Out of the Visit. All suggestions should be received in a cooperative, impersonal way if the most possible good is to be received from the official visit. It may be well even to ask the inspector to take particular pains to evaluate the work of some particular teacher or of some department. Ideas thus gained should be thankfully received. If there are building needs, the visitor can often help by recommending changes or alterations in his official letter to the Board of Education. The writer has known of numerous cases in which additions to buildings or even new structures or extra equipment have been secured because they were recommended by the official visitor. The official letter presented to the Board of Education and released through the newspaper and other channels to the public is often very effective in creating public sentiment leading to better financial support for the school. Sometimes the same means can be used to better instruction although great care has to be used here because of the personal factors involved.

Presentation of Suggestions to the Teachers. Consideration of the recommendations made by the official visitor may well be made the topic of a teachers' meeting. Suggestions in regard to care of the building, curriculum and methods are the particular concern of the faculty and should be carefully gone over by them. The writer recalls that after the beforementioned accreditation visitor wrote that there were too many scraps of paper in the halls and classrooms and that High School students should not chew gum, these criticisms were talked over fully at a teachers' meeting. Instructors need to be kept fully informed at all times in respect to school policies and school standing. Needless to say, they should be given every opportunity to help to formulate the former.

THE NOON HOUR PROBLEM

What is the Noon Hour Problem? The problem is simply stated. What shall be done with the children who must eat their lunches at school and thus must remain in the building during the noon period?

School systems which are widely spread out or which include adjacent rural territory have children who fall into this category. In consolidated schools almost every child must remain at school from the time the bus leaves him until it picks him up again. Even many city schools have some children who live far enough away to make eating lunch at school almost a necessity. There are also children who live quite close to school whose parents want them to stay at the building so that there may be an uninterrupted day for household tasks, shopping, social activities or employment outside of the home. Offhand the problem may look simple but actually it is quite complex. It is difficult to provide activities during the noon hour which will keep the children busy and yet which will be socially worthwhile. Supervision, too, is difficult to provide without robbing teachers of their one chance to relax during the school day. The public blithely assumes that it is the task of the school to care for their children during the entire day.

What Activities Can Be Provided? Obviously children need relaxation during the noon hour. This can best be secured by physical activity, by club work, by dramatics and by commercial entertainment.

To the boys, games requiring much use of the muscles will appeal the most of anything. The playground in spring and fall and the gymnasium in winter are the logical noon-time places for boys. Baseball, basketball, touch football, and volley ball are only a few of the possibilities. Any game which keeps a lot of boys busy and which exercises their large muscles will be popular with the boys and will be fairly easy to supervise.

Some girls like athletic games of an active sort but many do not. However most girls do like a certain amount of somewhat sedentary playground and gymnasium activity.

Obviously no gymnasium can care at one time for such large numbers of children as may be involved in a noon hour program. On most days even in January and February, winter sports such as skating and tobogganning may be used to supplement the indoor activities. Children like to play out-of-doors as long as there is a place where they can get warm. For this a shelter with a stove is highly desirable so that youngsters do not have to run in and out of the building.

Some junior and senior high school boys and girls enjoy club work with others of similar interests. Camera, stamp and handicraft clubs are a few of the possibilities.

Dramatics and forensics are other activities which appeal to some older children. Plays can be produced and given during noon hours and there can be debates and declamation contests.

Most schools find that it is advisable, for purposes of variety if nothing else, to have a movie either once or twice a week. These must usually be of the comedy type if they are to appeal to all ages of children. All children like to attend a movie and there is little supervision needed on the days when one is shown.

What About Supervision? Arranging for adequate supervision of noon-hour activities is the most difficult part of the problem. Some consolidated schools require that teachers be with the pupils in their charge from the time they arrive on the bus until they leave by the same means. Each instructor has a group for which he or she is responsible because all high school teachers serve as home-room counselors. This plan is simple to administer but, to the writer, it is unduly hard on the instructional staff. Teachers are with their children all day without a single break. While no evidence is available, teachers' testimony is to the effect that such a long contact with pupils not only is very tiring but it results in poor instruction because of fatigue. In the writer's experience, a break in the teaching day is absolutely essential if teachers' health is to be maintained and instructional efficiency kept up. One simply cannot constantly be keyed up emotionally through dealing with twenty-five or thirty different personalities without harm to one's own emotions and physical well-being. Emotional unbalance and physical break-down make one an unfit person to be with children.

In the writer's opinion, noon-hour duty should make up a part of the teaching load of a number of instructors who are particularly competent to guide youngsters in the activities in which they are interested and who are quite popular with pupils generally. Physical education teachers, particularly athletic coaches, are particularly desirable for noon-hour duty. One also needs people who are competent in dramatics and forensics and who are interested in club work. Part of the noon-hour staff should be made up of elementary teachers who are capable of looking after young children. Activities for them may well consist of games, movies, dramatizations and story-telling.

It is relatively easy to arrange high school schedules so that the secondary teachers who are on the noon-hour staff can have an hour or more for lunch away from school either before or after the regular noon-hour period. For the elementary teachers who work at noon the problem is not as simple. In the writer's school the plan was to arrange to have music, stories and games for the hour before noon. Rooms of children were

combined for the purpose so that the noon-hour elementary staff could be released. During the last hour before noon the village children were released but teachers still on the job were responsible for keeping the remaining children occupied, by telling stories, by music or by art work, until the noon-hour staff returned. This plan of teacher assignment worked quite well. More teaching staff is required for the high school but this is justified because the noon-hour is an important part of the school day for youngsters who remain at school. Undoubtedly more attitudes, personality traits, and social adjustments are formed during this time than during the rest of the school day.

In the making of arrangements and the formulation and execution of regulations the noon-hour students should be given every responsibility that they can carry. This time is an excellent one for youngsters to learn how democracy works in practice, how to lead and how to follow. Probably there should be a noon-hour student council, possibly a student police force and court can function effectively.

Perhaps mention should be made of two more problems in the noon-hour problem. These are in respect to limiting the pupils remaining at school during the noon hour to those who live a certain distance away, say a half mile, and what to do with children who go home to lunch but return early.

The first problem is a very real one. Every school administrator who has tried to limit attendance has either had to make many exceptions to the rule or else he has had a lot of fights with parents on his hands. Parents either can't or won't understand why some children can remain at school while their youngsters cannot do so. Too, mothers today like to get rid of their children for the day so that they can work outside of the home, do housework without interruption, shop or go to luncheons. Perhaps it is better to allow all children whose parents insist to remain at school during the noon-hour. If one has a good organization to handle things a few more children will not make much difference.

Children who returned after hastily swallowing a little soup or a sandwich at home do not fit well into the noonhour program of activities because they drop in at irregular times and hence cannot be regular participants. During most of the year they should be required to remain outdoors as observers of playground activities or engaged in informal games of their own if there is room for them. On stormy days they must be admitted to an entrance-way, hall or room. Probably one teacher should be designated to look after these early returners.

THE SCHOOL LIBRARY

How Important is the Library? The library is so important to a school and is so often neglected that it seems wise to discuss it at this point even though nothing is said about some other parts of the school such as laboratories, shops and music rooms. The latter, being more sensational, seem usually to be provided for much better than does the library. Literally the heart of the school, the library of necessity must needs be conserved and fostered if there is to be a school which is at all efficient. The superintendent can do at least two things, he can attempt to see that adequate financial aid is given and he can furnish encouragement.

Securing Financial Support. Adequate financial support is not always easy to secure, but an alert administrator can usually find money for the library if he really desires. Some departments of the school receive what is probably more than their share of funds. Among the divisions which are often so favored, one might mention those of physical education, home economics and manual arts. These departments, being more in the public eye than the library, are usually given more money in proportion to their enrollments and educational worth than is the library. The administrator can usually at least see that the library receives a fair share of funds.

The Librarian. Adequate supervision of the library is a very real problem in a small town. Large schools can afford a trained teacher-librarian but such persons, who devote full time to the library, are a luxury or even an absolute impossibility in most small communities. Usually a full-time teacher-librarian is out of the question, so about the best that can be hoped for is to be able to employ a teacher who gives most of her time to English or some other subject, but who has some library training so that supervision of this department may be carried on as a more or less extra-curricular activity. If possible, of course, the teacher librarian should be released from at least one class so that she can spend some time in the library. The teacher-librarian, in this case, must delegate much of the actual running of the library to students. Carefully chosen, and with proper incentives provided, these pupils often do an excellent job. A library club sometimes furnishes the incentive or it may be advisable to offer a small amount of school credit for outstanding work. A plan which often works quite well is to give some sort of school award, such as a pin or a small letter. It may even be advisable to pay a small salary to library helpers.

What Physical Conditions Should Be Provided? Most school libraries are much too small and over-crowded. When pupils go to a

library they should have a feeling of comfort and enjoyment. This is impossible in a cramped situation. The library should have linoleum floors, resulting in quiet traffic movements and should be provided with many pictures, plants and other decorative features. The library needs to be as attractive a place as it can be made.

WHAT EQUIPMENT IS NEEDED?

As absolute essentials in fitting out a library, there should be a counter, charging desk, card filing cabinets, magazine stands, book shelves, tables, and shaded lamps. Probably it is always wise to secure advice from a county librarian or one in a neighboring city as to physical equipment, arrangement of books, classification system and charging plan.

BOOKS.

Books can best be chosen by securing suggestions from teachers, pupils and patrons and from trained librarians. Probably it will also be necessary to use some of the well-known lists such as the following:

1. *Aids in Book Selection for Elementary School Libraries,* Pamphlet No. 65, Edith A. Lathrop, Compiler, U. S. Gov't. Printing Office, Washington. 1935.
2. *Basic Reference Books.* 2nd edition, Louis Shores. Chicago, American Library Association, 1939. 392 pp. An introduction to the evaluation, study, and use of reference materials, encyclopedias, dictionaries, yearbooks, atlases, serials.
3. *What Books for Children?* Guide Posts for Parents. Josette Frank, Garden City, New York, Doubleday, Doran and Company, 1937. Lists prepared by the Children's Book Committee of the Child Study Association of America.
4. *Children's Catalog.* Siri Andrews, Compiler. 5th rev. edition. New York, H. W. Wilson Co., 1936. 979 pp. Perhaps the most useful catalog of 4,000 books, with analytical entries for 1020 and a classified list containing subject headings. Grade level is provided for each book, and titles for first purchase are recommended.
5. *Children's Reading.* A guide for Parents and Teachers. Lewis M. Terman and Margaret Lime. 2nd Ed. New York, D. Appleton-Century Co., 1931.
6. *Graded List of Books for Children.* Joint Committee of the N. E. A., A. L. A., and N. T. C. E. Nora Beust, Chairman, Chicago, American Library Association, 1936. 176 pp. Contains three main

lists: picture books, and easy reading books for Grades I-III, books for Grades IV-VI, and books for Grades VII-IX.

7. *Reading for Fun.* For Boys and Girls in the Elementary School. Eloise Ramsey, Chairman and Editor. Chicago, The National Council of Teachers of English, 211 W. 68th St., Chicago. Prepared for the National Council of Teachers of English.
8. *Realms of Gold in Children's Books.* Bertha E. Mahony and Elinor Whitney, Compilers. Carden City, New York, Doubleday, Doran and Co., 1929. Three parts, divided according to age groups: Part 1, Books for the Nursery (1-4 years); Part II, Books for Children (4-8 years); Part III, Boys and Girls (from 8 years). Titles are grouped in subject classifications.
9. *The Right Book for the Right Child.* Mary S. Wilkinson, Vivian Weedon, and Carleton Washburne, Compilers. New York, John Day Co., 1933. 357 pp. A very useful list of books arranged according to grade.
10. *Inexpensive Books for Boys and Girls.* Chicago, American Library Association, 1938, 44 pp. A listing of nine hundred books varying in price from ten cents to a dollar.
11. *A Reading List for Retarded Readers in the Intermediate Grades.* J. A. Hockett. Elementary School Journal, Vol. 36 (1935), pp. 26-34. Date showing references for the sixty-four books which were best liked and most widely read by several hundred retarded readers in the intermediate grades. The rank order of difficulty of each book is given.
12. *Selected List of Ten-Cent Books.* Mary Lincoln Morse. The Association for Childhood Education, 1201 Sixteenth St., N. W. Washington, D. C., 1934. A mimeographed list of ten-cent books or worth.
13. *Special Book List for Schools.* The Junior Literary Guild Corporation, 9 Rockefeller Plaza, N. Y. City. A twenty-five page list of books, listed according to the various grade levels.

MAGAZINES:

Magazines are best selected as the result of recommendations made by authorities and by local experience. It is useless to subscribe to magazines which will be little used. In general, magazines represent money well spent as a great deal of reading is secured at a comparatively small cost.

MAKING BUILDING INSPECTIONS

Are Inspections Necessary? In another chapter the importance of the work of the janitor and engineer was discussed and standards of such work were described. No matter how good the custodial force may be, though, and no matter how well their schedules may be made up, regular building inspections should be made by every small town superintendent.

Superintendents, like teachers, sometimes get too wrapped up in class activities. It goes without saying that one should have eyes and ears for the results of the pupil's work—but this is not the only thing that should receive the administrator's attention. Teachers need to pay some attention to the physical environment of the pupils and superintendents need to pay occasional planned visits to the rooms and the building to see if physical conditions are as they should be for children to develop with the greatest efficiency possible. Let us illustrate. One day the writer visited an elementary classroom. He noted at once upon entering the room that the air seemed close and hot and smelled badly. The matter was called to the attention of the janitor and he at once began to make tests to find out the trouble. Eventually it was found that the ventilating system had apparently gotten out of balance. The teacher was oblivious to the bad air because she had not come from outside. The janitor had no occasion to visit the classroom at that time of day.

Occasionally one finds that drinking fountains have not been cleaned as often as they should and that wash-bowls and toilets are dirty. Most janitors are conscientious but still they do sometimes forget things. All of us probably need to be checked on occasionally. Sometimes one notes rooms in which the shades are down, yet the lights are on. Not only is this practice questionable from a health standpoint but it is hard on the electric bills as well. Again, on occasion, one finds children gazing directly into the sunlight when a minor adjustment of the shades would bring protection. Sometimes on the playground one will find equipment which is out of order or worn to an extent which makes it dangerous to use. Poison ivy or nightshade may be found growing in out-of-the-way corners.

These examples merely bring out the point that a superintendent needs to make regular building inspections and trips around the playground as much as he needs to visit classrooms.

Toilet Facilities. There is no part of the building that needs watching as much as the toilet rooms. Habits may be formed there, good or bad, which will continue through an individual's life. Associations may be begun which will have the biggest sort of effect until the end of the journey.

Smutty expressions and remarks should not be left on the walls, even if one has to remove them himself. Such filth can usually be prevented by means of pupil sentiment and pupil committees. A dictatorship is not usually effective in stopping it. If foul writing gets on the walls, it is best to get it off just as quickly as possible. To disregard it usually means that more will be added and the room will take on an unwholesome atmosphere.

Then there is the need for the room to set an example of cleanliness. Some children have such poor home conditions that whatever habits of cleanliness and neatness of body and clothes that they acquire are learned at schools. A spotless toilet room helps a great deal in the inculcation of such habits.

It is probably impossible for most small schools to provide washroom attendants to see that hands and face are properly washed and that the hair is combed. Teachers, though, can be encouraged to train children in the use of soap, towels and nail file.

The superintendent *can* see that plenty of towels and soap are provided. He can see that the room is kept clean, odorless and wholesome in atmosphere. But it is not best to trust to luck on these matters. The executive should watch the toilet rooms himself and not depend too much on others.

HOURS OF WORK

It is difficult to generalize about hours of work because some people have a knack for doing things more rapidly than others.

Few small town superintendents, though, can get along with less than eight hours daily in the school building. This does not include, of course, the time spent in evening work. The reader will be an exceptional superintendent if he can leave his office before five o'clock at night. The rule to follow is to stay until one's routine work is done even if one must stay until six or seven o'clock. Superintendents need exercise and relaxation as much as anyone else so if one is consistently working ten or eleven hours a day he should try to plan his activities differently.

The writer knows of some superintendents of schools in fairly large cities who enter the building after school has started in the morning and who take a lengthy noon hour. Some even relax by taking a nap and thus get back about two o'clock. These executives seem to have good schools, too. For the writer's part, though, he has always felt that it was necessary to be on the job with the rest of the teachers. He feels that one should set an example of punctuality and dependability to his instructors just as the teachers set this example for the children.

Then, too, one likes to be on the job when school sessions begin. There are always parents and pupils who wish to confer on various things before classes start. It is likewise desirable to be sure that the session is starting off well.

The writer's advice, therefore, is to come with the teachers but to stay some little time after most of them go home. Probably one is surer of a good system in this way.

ADMITTING AGENTS

There are always a great many salesmen who wish to come into the school and sell personal goods to the teachers. If one would admit everyone freely there would doubtless be several of these talking to instructors every day during school hours.

These men and women sell everything from life insurance to silk hose and from magazines to encyclopedias. Teachers should have lots of money, according to their belief, so they are fair prey for everyone.

One certainly cannot allow these agents to talk to teachers during school hours. The school time is for boys and girls and not for personal business. Large signs which read like the illustration below can be printed and placed over every entrance to the building.

AGENTS!!!
NO SOLICITING OF TEACHERS
WITHOUT WRITTEN CONSENT OF
THE SUPERINTENDENT

One should never give permission to solicit instructors in respect to personal purchases during school hours. If an agent wishes to see the teachers, he should be required to wait until after dismissal.

One can also place a note in the teachers' bulletin concerning agents. The instructors can be informed in this way that they must not admit solicitors unless a signed consent slip is presented. If agents come in without this slip and persist in annoying, the teacher is to send for the superintendent.

Most solicitors heed requests very well. About the only exceptions are magazine salesmen. Many times these will slip in and will try to get into the rooms without the administrator knowing about it. The executive then often has the unpleasant task of expelling the solicitors. They are often insolent but a threat of calling the police always makes them

obey. These magazine salesmen are the bane of the lives of many school executives.

The writer did find a nice magazine salesman on one occasion, though. This individual came at noon and visited classes during the afternoon so that he would be on hand at dismissal. He was such a gentleman that our teachers bought from him, too. He did not try to force himself in on his after school visits but asked if the teacher was busy. Then he explained his proposition in a mannerly way. He really was a college student, too!!! This was the only agent who wanted to visit a class with whom the writer ever came in contact.

SAFETY MEASURES

Safety Education. With the coming of the automobile safety measures and safety education became the concern of the school. As good roads have been increased and extended and the number of automobiles has been constantly expanded every school, no matter how isolated geographically, has acquired a problem in pupil safety.

Authorities now generally agree that education in respect to safety is the best means of preventing accidents. The American Automobile Association has been of great assistance in the movement, furnishing lessons plans and posters as well as illustrated lectures. Certain newspapers and magazines have assisted the police departments and the public schools. If safety education is to be effective it must be stressed constantly and vigorously. Habits must be acquired to the extent that responses are automatic. The writer knows of many teachers who ask their children each noon and night before dismissal the following question: "What do you do, children, before you cross the street?" Then they watch them to be sure that they do stop, look and listen.

Violations of safety rules can be reported by children, teachers, the safety patrol and others. Children must be impressed again and again, and then still again, with the likely consequences of careless safety observance. Teachers and administrators should be ever ready to drop planned activities for a few moments to instill safety practices.

It is seldom that smaller towns have police officers who can help children cross streets as do the larger cities. As long as human nature is what it is, in spite of the most rigorous educational practices, there will always be some who will forget and who need help and admonition. A policeman is the best answer to this. Where one is not available, often a janitor can be deputized and stationed at a dangerous crossing near the schoolhouse. Adults can be employed for only the more dangerous in-

tersections so every school needs to have safety patrols to help the policeman or janitor and to guard secondary intersections.

Nothing need be said about the organization of a safety patrol as automobile clubs give full assistance and supplies. Any superintendent will find such organization easy.

Fire Drills. Fire drills are required in practically all states. Common practice is to require that they be held once or twice a month.

While this requirement was put into effect in the days of wooden schoolhouses, it is still a desirable procedure as there are no absolutely fireproof school buildings. Even if some of our buildings would burn very slowly, common sense demands that we protect those under our charge in every way possible.

It is necessary to guard against making fire drills perfunctory affairs. Some schools which did not take them seriously have had unhappy consequences. Fire drills should not be called invariably for the same time of day but should be distributed over every possible time that they can be held. Gymnasium periods should not be exempt as fire, or the state inspector, may not be so thoughtful as to come at other times. Recess, also, should not be left out. The writer remembers that one of the worst "calling downs" that he ever received was from a state fire marshal who came to the school where he was superintendent and set off the fire gong during recess. It was the writer's first administrative position and he was pretty "green". We had had fire drills but they had never been held during the recess period. The marshal had a state trooper in uniform with him. As soon as the children on the playground saw the policeman come into the building, they trooped in, wide-eyed, to see who was to be arrested. When the fire bell was pulled, they simply stood around, not seeming to realize that a fire drill was being called. The author will never forget the "calling" that followed. Yet it was a natural mistake to have the children make. After that we drilled on fire drills at recess time as well as during classroom hours.

The fire drill procedure should be made as effective as it can possibly be. Pupils should be taught to walk swiftly but not to run. They also should not be allowed to group around the doors, even though they are outside the building, where they might be harmed should there be an actual fire. Boys and girls should not return to the building until the "all clear" signal, showing that there is no fire, is given. In timing a fire drill, anything less than two minutes of elapsed time for clearing the building is usually considered to be excellent. Probably in case of an actual fire one would have a much longer period in which to get everyone out.

The schedule should be made, of course, to utilize all entrances and clear all passageways at the same time. Provision must also be made for sending children of about the same age out together, otherwise there may be injury to the little tots. Any condition which will cause undue crowding is, of course, to be avoided.

It is desirable occasionally to start a smudge in the building just before the drill so that the effort will smack of an actual occurrence.

USE OF THE BUILDING FOR COMMUNITY PURPOSES

Should Use of the Building Be Encouraged? This would seem to be no debatable issue in spite of the fact that the heading is stated in the form of a question. In small communities, there is no other place for the public to hold large meetings of any sort. There is no reason why the school building should not be used by the people for every sort of legitimate enterprise since it belongs to them. Further, patrons form a favorable attitude toward the school through just having been inside of it a number of times. If the contacts have been pleasant ones, then people are sure to feel friendly toward the whole organization.

There must, of course, be safeguards. Regular school work, the primary purpose for which the building is used, must not be interfered with. There must be an understanding in regard to hours, charges, janitorial service, and activities to be carried on. The only way that this understanding can be insured is to use a permit form such as the illustration.

Charges. In some states such as Michigan, schools are permitted by law to charge only for actual expense. This would include the cost of lights, heat and janitorial service. It is doubtful, anyway, if there should be a charge of more than the actual cost unless some large commercial venture, sponsored by an outside organization, is allowed to use the building.

In a school of which the writer was superintendent, actual cost ran to about five dollars an hour for actual time used. Excluded was the time between opening of the doors and the beginning of the event. People had trouble understanding why they should be charged for this time when nothing was going on so we simply made a slightly larger-than-cost charge for the time that the activity was being run off. This took care of the necesary time when people were gathering.

In practice, recreation activities and public meetings for which there were no admission charges never had to pay anything for the use of the building. These included basketball, volleyball, forums, farm meetings, Red Cross, Women's Club and many other things. We did charge for use

for church purposes and for political meetings because these were considered to be partisan affairs. Whether admission charges were made or not, we always issued permits so that there could be no misunderstanding.

Limitations to Use. There really needs to be but three basic requirements for the use of the building. The first is that it must be contracted for by an organized group since a school building is not for individual use. The second is that no un-American or anti-religious activities be allowed. The third is that there be no drinking, gambling or conduct which will damage the building and furniture or which will not be in accordance with community standards of decency. Otherwise the building should be open to all to the fullest extent possible without interference with regular school activities.

In Conclusion. In the course of this chapter we have discussed a number of problems of the small town superintendency which do not loom large in individual size but which can cause a great deal of trouble if not handled carefully. Those considered have been scheduling, relations with accrediting agencies, the noon hour problems, the library, building inspections, hours of work for the superintendent, admittance of agents, safety measures, and outside use of the school building.

CHAPTER XX

PROBLEMS INHERENT IN CONSOLIDATION

CONSOLIDATION PROCEDURES

Introduction. While consolidation has been going on very rapidly in nearly all sections of the country, in few localities has it reached a stage in which one could say that it no longer presents a problem. In most states there are still many small administrative units. In Illinois, for example, there are still approximately seven thousand school districts while in Michigan there are nearly six thousand. Since many small-town superintendents will be concerned for years to come with the creation of larger administrative units, this section is concerned with reasons underlying consolidation and some of the procedures that may be used in furthering it.

Are Small Districts Outmoded? The little red schoolhouse of past years was perfectly satisfactory during a period when life was much simpler. During the last decades of the past century, whose passage is now sometimes regretted in song, story and movie, the school functioned only in areas where the home, church and community were relatively ineffective.

Roads were poor and methods of travel were inadequate for most of the people. If children were to attend school at all, they had to have educational facilities within two or three miles at the most. The little red schoolhouse, located within walking distance of the scholars, was able to provide a program which fairly well satisfied the needs of those times.

At present our civilization is so complex that no one-teacher, one-room school can satisfy the needs of the children of elementary age in the average neighborhood. Experimental evidence is not clear in respect to the comparative efficiency of instructional methods of the one-room school as compared to the larger unit. There can be no question, however, of the paucity of curriculum offerings of the little red schoolhouse when they are compared to modern standards of what should be included. Totally omitted usually are such features as physical education, home economics, woodworking, and other offerings for which special rooms and equipment are required. Usually instruction in music, art and other cultural subjects is rudimentary if it exists at all.

Perhaps one of the greatest drawbacks of the one-room rural school is the nearly total lack of companionship which pupils have with others of

the same age. Socialization, regarded so highly by present-day educators, cannot be carried out effectively when there are in the school so few children of the same stage of physical and social development. There can be no learning of the ways of cooperation when there is no one with whom to cooperate. As a result, the rural boy or girl who leaves the farm for the city carries a sizeable handicap in respect to lack of social graces and how to get along with people. In the opinion of the writer this is perhaps the greatest present-day weakness of the little red schoolhouse.

To most educators the one-room rural school has come to be regarded as a vestigial ornament almost as ineffective today as is travel by horse and buggy. With progress having been made in all other things concerned with farm life, there seems no reason to doubt that the little red schoolhouse must eventually go the way of the oil lamp, the heating stove, the scythe, and the horse and buggy.

Can the Village District Profit by Consolidation? The advantages to the village district that come through consolidation are many. If there is an actual physical uniting of administrative units costs are shared equally by all. In this case there may be an actual decrease in operation expense for the village district because larger units frequently result in economies which would be impossible for the smaller units to attain. To the instructional efficiency of the school itself a larger district contributes distinct advantages. Wider curriculum offerings, more and better equipment and better teaching because of fewer subject preparations all become possible. The mercantile establishments of the village secure some trade which ordinarily would go to a mail order house or to a larger city because children buy things to take home and because parents coming to town for various school functions naturally make purchases as well as visit the school. This means greater prosperity for the village district. Then there is the matter of morale. The area about the town comes to feel that it is a part of a community of which the village is the center. Farmers recognize kinship with city dwellers in the need for an adequate community life. All residents of the area consequently strive cooperatively for better recreational facilities, better schools, better stores and better government.

What Size District is Needed? While it is not possible to fix an absolute minimum population for the school district at which efficiency can be attained, one can at least make a rough generalization on the subject. Probably there should be enough children for at least seven elementary schoolrooms, one each for the kindergarten and grades one to six inclusive. For the six-year secondary school (the type of organization most

favored for small schools at the present time), there should be at least two hundred pupils and seven teachers. This would mean a total enrollment of about four hundred and a teaching staff of from fourteen to twenty. This size school is large enough to allow specialization in various subject-matter areas. There are enough teachers also to provide guidance and supervision for a fairly large number of extra-curricular activities.

Actually, the writer feels when it can be achieved, that a school of twice this size is to be recommended. Eight hundred pupils will ordinarily mean an instructional staff of from thirty to thirty-five with a consequent greater variety of curriculum offerings. A larger unit also permits much better work in such departments as home economics, shop, physical education and commerce because teachers can devote full-time to these subjects and because good equipment can be supplied. Then, too, a larger unit can afford better administrative and supervisory service.

Selling the Program to Small-town People. The dominant fear of many of the village folks will be that the proposed consolidation will bring about increased school costs with a resultant raise in taxes. Often this fear becomes reality because of the necessity of providing additional building space and of buying buses and other equipment. If it can be shown that taxes will not be greatly increased, though, the program should be very easy to sell to the vlilage dwellers.

If taxes will probably be increased, this fact should be admitted very frankly. It is never best to try to "pull the wool" over the eyes of the people. The only thing to do is to admit that there will probably be a raise in taxes and then to point out that the better educational service will more than compensate for the financial sacrifices. Town pride can often be reached by indicating that the community will have better stores and a bigger and better school.

Selling the Program to Rural People. With country people, too, the principal fear of consolidation is that there will be higher taxes. This fear is justified as few consolidated schools can operate on the low tax rates which hold in the average rural district. Because of the necessity for constructing a new building, furnishing buses and providing additional equipment, taxes may be doubled or trebled for the rural folks. Farmers as a class are conservative in the matter of taxing themselves.

As with the village people, there should be no attempt to cover up. Rural folks should be fully informed of every possible factor so that there will not be charges of misrepresentation afterward. Better never have a consolidation than have one put through by double-dealing. Not only is

deceit unprofessional but it leaves a trail of bitterness that is sure to last for years if not for generations.

The only thing that will lead country people to vote for consolidation is the hope that their children may be benefited enough to warrant the extra taxes. Although it is perhaps obvious, it may be best to point out that no school executive can afford to join a high-pressure campaign to sell a consolidation program to the rural folks. If they are to be convinced at all, it will be by their own leaders. No "city slicker" will be able to do it. The village authorities and proponents should work with the leaders of the rural people and should be ready, on call, to furnish information. Seldom should they make speeches or go about knocking on doors. As with all campaigns for school betterment, it is the parents of children, whether rural or urban, who must carry the brunt of the campaign.

Sometimes amusing reasons are given by farmers for opposing consolidation. One old rural dweller once told the writer that he was "agin it because my great-grandfather built this schoolhouse." The building looked it! Another man said that a schoolhouse a mile from his farm would be worth dollars and cents to the valuation of his farm if he ever wanted to sell. In vain the writer attempted to point out that the sales value would be far greater if children of the district were picked up by bus and transported to a new, modern building in which many more opportunities could be offered than in the best one-room schoolhouse ever constructed. Some parents feel that children should not be gone from home so long. Actually, with the time consumed in walking to and from school, they often have a longer day at the one-room country school. Reasons like these seldom count for much among the bulk of the population, however.

What Legal Steps Are Necessary? The legal procedure is mountainous and detailed. Not only are the procedures too lengthy to describe here but laws vary so much from state to state that generalization is impossible. Expert advice needs to be sought. Usually a start on this can be secured from the state department of education or the county superintendent of schools. Ordinary lawyers are seldom useful as they often know less school law than most educational administrators.

Anticipating Difficulties. Everything possible should be foreseen and anticipated. In this connection it is wise to have many informal conversations with other administrators who have gone through consolidation procedures. Advice should be sought from everyone who has the slightest thing to offer.

Place of the Superintendent in the Program. As is the case with all educational campaigns, it is seldom wise for the superintendent to be an active missionary. On the other hand, he should not be "wishy-washy" but should let his stand be known. Since final decision is to be made by the permanent residents of the districts, though, leaders in the community should carry the flag-bearing burdens. People resent an "outsider" attempting to dominate them so the superintendent will injure the cause as well as his personal standing by being too active. His function is to dig up information, to work with community leaders in planning campaigns, and to assist by speeches and conferences when he is asked.

TRANSPORTATION OF PUPILS

Introduction. With consolidation of school districts come bus problems as inevitable as day follows night. Of course school buses are not limited to consolidated schools. They have come even to large cities, with their provision for the transportation of the crippled and otherwise physically handicapped. Parents of today seem to be unwilling for their children to have to walk the distances which they themselves trod. This has been partly because of a desire to have the child escape exposure to the elements and partly because of a fear of sex perverts who might be encountered on the roads. Transportation of pupils has thus become a problem in many communities in which distances from school are not excessive as judged by standards of a generation ago. It is, of course, a very necessary consideration in all consolidated districts.

With the school bus has come a host of new problems which clamor for solution. This section is included with full knowledge that the writer may be placing his neck upon the block, because there are doubtless many others who know far more from personal experience about the subject than he does. It does not represent a long experience with bus problems but rather an intensive one. As in most situations, the author was plunged headfirst into the bus problem with almost no fore-warning. After the pushing in, it would seem that almost every possible sort of difficulty arose. To the writer's personal knowledge about bus problems has been added that of most of the school superintendents of this state whose district operate buses. These were gathered by means of a questionaire, which was supplemented in many cases by a personal interview. The results of this study are given in the following paragraphs.

What Type of Bus? In a limited study which the writer undertook, four different makes of body were reported as in use, although there are

doubtless many more kinds in existence than that. Four, though, seemed to monopolize the business around the section of the state in which the writer was located. Selection by makes was as follows:

Make	*No. Using*
A	16
B	12
C	4
D	3
A and C both	2
Total	37

All of the districts which used only a single make of body were apparently perfectly satisfied since all reported that they would buy the kind that they were using in case they were to be in the market for a new one. The only significance that could be attached to the results was in the cases of the two schools using makes A and C both—that is they had one or more of each in operation. Each of the two preferred make C, although it costs a third less than brand A. These observations led the writer to make personal calls to the two communities mentioned to find out why make C body should be preferred although it cost less money. Upon investigation, it was found the two schools disliked kind A because it was noisy. After watching and listening to the buses leave school for a night or two, it was quite apparent that type A body was so noisy as to bring much unpleasantness to anyone near even though it was a very strong, well-made body. As the personal choices of members of the writer's Board of Education had been distributed between the makes A and C, the factor of excessive noise swung the selection to C. One wonders if the districts using a single make of bus would be so satisfied if they could have one of the other kinds about them for a time. To the writer, there were quite wide discrepancies in construction and looks of the various makes of bodies and he would have greatly disliked to have recommended anything but types B and C to the Board of Education. The state representative of the firm building make A was very aggressive, which is probably the reason there were so many of his bodies in use. As soon as it was announced that the district with which the writer was associated was to buy a bus, this salesman descended upon the community like a vulture. Frequent calls were made upon members of the Board until they were so sick of seeing him that he had impaired some of the chance that he had had of a sale. He did not call upon the superintendent until the day that the purchase was made and his call was then but perfunctory.

It is thus entirely possible that some of the writer's desire to submarine body type A may have been personal.

There were so many chassis brands used that it seemed to be almost impossible to generalize from the study. Out of thirty-seven schools reporting, there were eight different makes in use. All seemed to be giving satisfactory service. Again, the only thing to judge by was the experience of two schools which were using two different makes which were in favor with the Board. Here the reports were directly contradictory as one reported in favor of a popular, light chassis while the other favored a heavier one.

One would conclude, probably, that almost any chassis and body on the market will give satisfactory results but that there are differences in value, particularly in bodies. The writer is quite sure that one or two of the cheaper makes of body will render just as good service and are just as good looking as some of the more expensive types.

Seating. There the three possible types of seating as follows:

A. Seats around the outside and also lengthwise through the middle.

B. Seats around the outside with cross seats in the center which face the front.

C. Seats which all face the front.

Ten of the schools were using type B while twenty-seven reported that they had type C seating. Type A provides the most seat per square foot with type C the least. It is easier to keep order in type C and it is the most comfortable for riders. The newer buses all seem to be of type C.

Hours Worked by Bus Drivers. Driving a bus is, in most cases, but a part-time job. According to the writer's findings the drivers work on the average of about three hours per day. Some were on duty only about two hours per day, an hour each night and morning, and some worked for as long as four hours. The mode and mean, however, were both about three hours. The one exception found by the writer was in the case of a suburban community with several different schools in the district. By staggering hours of beginning school and dismissal, the drivers were able to make as many as four trips each morning and night. In addition, they were required to take one group of kindergarten children home at noon and pick up another group on the way back so almost the entire day was spent in driving the bus. These drivers worked full-time for the Board of Education, the men averaging about eight and a half hours per day for each for which they received $250.00 per month. According to the super-

intendent, the drivers usually had a couple of hours during their eight and a half hour shift when they had no driving to do. During this time they were asked to do cleaning or repair work in one of the buildings.

Drivers' Pay. The writer also found there was considerable variation in the pay received by the part-time drivers. We may exclude from consideration the community in which the drivers work full-time because it has a practice which is decidely uncommon in most vicinities. The pay for part-time work varied from $50.00 per month to $100.00. The mode was $75.00 and the mean $70.00. The schools reporting a monthly salary of $75.00 indicated that their drivers made three trips both before and after school with an average distance traveled for the day of about 55 miles. The schools paying the lower salaries often required but a single trip of their drivers.

Pupils as Drivers. A few superintendents reported that they used pupils as drivers for part of the buses and a few indicated that men teachers did the driving. This was necessary, it was reported, because they could not find enough out-of-school adults to operate the buses. According to the reports from all other communities, the buses were operated by adults from the community. When pupils drive buses there is likelihood of disciplinary trouble. For teachers to do the driving would seem to demand too much of their energy with a resulting loss in instructional efficiency. Furthermore, if teachers drive the buses they cannot be at school in the morning until school starts and have to leave with the children at night. Extra pay for driving does not, of course, solve these problems.

The Bus Mechanic. The schools operating a large number of buses all reported that they employed a full-time mechanic to do greasing and oiling and to make simple repairs. Usually he also helped out with janitor work. He often drove one of the buses at morning and night. Where from one to three buses were operated, greasing and repairing were always done at commercial garages.

Extra Trips. Some schools reported that they paid the drivers extra for special night trips such as those with the basketball team. Others did not give extra pay. Several schools reported a teacher did the driving when the bus went out at night. There was no extra pay for this service.

Insurance. Schools were about equally divided in the matter of carrying liability insurance. Since the Attorney General of Michigan has ruled that there is no liability on the part of the district but only on the part of the drivers, many schools in the state have felt no need to carry insurance. Those districts in Michigan that have liability insurance, if legal requirements are met, must pay it in the form of extra wages to the driver

as the Attorney General has also ruled that school funds may not legally be expended for this purpose.

Schedule-Making. Making a bus schedule is largely a matter of "cut and try". The only way by which one can gain any sort of idea as to the timing of a trip is to go over the route with the driver and an empty bus before the regular trips are to start. A list of pupils who will be riding is carried along so that the stops can be made as nearly as they can be foreseen. A tentative time allotment can then be mimeographed and given to the pupils. Changes usually must be made a few days after school starts when the shortcomings of the first schedule have become apparent.

Stopping at Every House. Parents seem to get peculiar ideas of the amount of bus service to which they are entitled. The writer once noted, when buses were put into operation, that some fathers and mother seemed to feel that their children should not be required to take a step beyond the front gate even though they may have walked two miles or more before transportation was furnished. The attitude seemed to be that maximum service was their right even though inconvenience and delay might be brought to the bus operator. No executive would want children to walk more than a few blocks to catch a bus, if it could be prevented, but it is reasonable to ask children living a block or two apart to get on at some common point. Stops take most of the time used in bus operation and cutting down on the number results in speeding up the schedule materially.

School buses should not be expected to leave good roads and take doubtfully constructed dirt trails back into a subdivision to pick up a few children. The youngsters, instead, should walk out to the main road. Parents can be quite unreasonable about this, also. On several occasions demands were made of the writer that the buses travel over roads which were sandy and badly rutted to pick up pupils. The roads in question were so bad that there was considerable doubt if the buses could get over them even in good weather and yet the dads and mammas thought that the effort should be made. One father admitted to the author that he frequently got stuck with his light sedan getting into his home from the main road and yet he thought that the school bus should try to use it anyway. Needless to say, demands like this must be tactfully refused.

How Keep Order? On school buses management often becomes a problem. The driver is busy and cannot supervise the children closely. In the absence of authority, the youngsters are likely to become noisy and even engage in scuffling, throwing paper wads, etc. The bus is also a very convenient place for the natural bully or the "sexy" boy to ply his trade.

Bus drivers have to be given authority in an emergency to stop the bus and put pupils off, although this is a last resort. Usually minor cases of discipline can be cared for by a report to the superintendent, who issues a warning to the culprit. If a pupil persists in causing disorder on the bus he can be punished by withdrawal of school privileges or can even be barred from the bus. The latter penalty should never be exacted except as a last resort. The problem of order is really a difficult one because it is often hard for the driver to see who is causing the disturbance.

Some schools are requiring teachers to make all the trips to keep order. This is undesirable because an extra burden is thrown on the instructors. Order must be kept on the buses, however, or the public will arise in arms. One must also consider the physical dangers which may hover over the youngsters' heads if the driver's attention is taken from the road. In many cases pupils can be encouraged to form a student organization to keep order. Such student government requires careful planning and strong student leaders. It should probably be worked toward as a goal by every school having buses.

How Many Trips per Bus? The number of trips to be made per bus depends entirely on such factors as the length of trips and school scheduling. Parents resent having their children leave home too early in the morning or getting back too late at night. As a rough rule, the writer would state that no pupil should be required to leave home more than an hour before the starting time of school or arrive back at night more than an hour after classes have closed for the day.

Early Arrival and Late Leaving. If more than one trip is made by the buses, there is the problem of what to do with pupils who arrive at school a half hour or more before the beginning of the session and those who must remain in the building for some time after school has closed. One can't allow them to roam the halls aimlessly or require them to wait outdoors during inclement weather. The only satisfactory arrangement which the writer could find was to organize a sports program for all those who were inclined toward this type of recreation and to open the study hall and an elementary room for those not interested in games. Teachers were put in charge and this time was considered a part of their day's work so that they were released from other duty, usually that of caring for a study hall. One could also pay such teachers extra for this work in case they could not well be relieved from service an equal amount of time during the day. Instructors should not be expected to carry work of this kind in addition to a regular teaching load unless extra financial recompense is given. If large numbers of pupils must remain at the school for

some little time, a more complete sort of recreational program should be worked out similar to the one described for the noon hour.

Overloading the Bus. Needless to say, it is unwise to overload a bus by packing in so many children that the driver may be unable to see well or to operate his controls efficiently, or so that there is danger of children being pushed into a seat or other object when a curve is rounded or a sudden stop is made. Probably some overloading is necessary at times, especially on a short trip, if it only means that a few of the children have to stand up for a mile or two.

Who Should Be Transported. The Board of Education almost has to pass a rule as to the minimum distance from school that a child must reside in order to be entitled to transportation. Obviously, a boy or girl living three or four or five blocks from the school cannot be given service. The rule that the writer's Board made was that no child living within a mile of school would be transported by bus. At times there was quite heavy pressure by parents living near the limits of the mile circle but the rule was enforced rigidly except for children who were crippled or physically handicapped in some way. We didn't dare make a single exception or we knew that we would be lost. If it is decided that a mile is too much to expect a child to walk, the transportation circle could be drawn at three-quarters of a mile or even at a half-mile. The writer feels that a mile is not an excessive distance for children to travel by themselves unless the weather is unusually bad, because they will walk much farther than that when they really want to go somewhere. The writer walked a mile and a half to school during his youth and thought nothing of it. Of course children of today often do not have the warm clothes that youngsters had in the author's day, but still it is possible that we "baby" present-day boys and girls too much. Perhaps, though, the writer is becoming old and cynical and so just does not appreciate the so-called "progress" that is going forward everywhere in what is expected of children.

In Conclusion. This chapter has discussed some of the issues sure to be met in consolidation precedures. It has also described some of the transportation problems that occur when buses are furnished. The surface is hardly scratched however, and interested teachers are advised to do further reading in some of the references that are listed.

CHAPTER XXI

GETTING AHEAD IN THE PROFESSION

Introduction. Nearly every young superintendent is ambitious to get ahead. This is entirely a natural attitude because it is quite largely the thing that makes the world progress. Without personal desire to have more money, greater power, or a larger position in the affairs of men it is doubtful if there would be much improvement in man's general position on this terrestrial ball.

The principal professional ambition of the small-town superintendent is to secure a better position because this will also bring a higher salary, more power and a wider reputation. The larger money income may not mean much more in the way of savings, because one's expenses seem to have a way of increasing as his salary moves to higher brackets, but there will be the prestige that a higher salary brings and the fun of handling more money. As one secures better positions he receives more respect both inside and outside of the profession and more desirable appointments in various professional groups. He is given admiring glances at teachers' conventions and more deference from his own teachers. He wields more power because he has supervision over a larger staff and more physical facilities.

In more cases there is no conflict between personal objectives and social aims. For the superintendent has to do a good job if he is to receive promotion. Thus there is no reason why the new superintendent should not attempt to advance himself personally by every means at his command.

In Chapter I it was pointed out that the chances of securing a much better position are not large. Nevertheless, every young superintendent should try to get ahead. He may be one of the few fortunate ones. In any case he will do a better job where he is and hold his position longer if he is ambitious.

Dress. In every walk of life in which one meets the public dress is important in one's success. People want to be able to point out with pride the head of their schools.

It is unnecessary to say anything about cleanliness, regular shaving, and haircuts. Schoolmen once could be recognized by their long, untrimmed hair but this is certainly no longer the case. Now all men teachers and administrators appear like any other professional workers

so far as these items of appearance are concerned. Neither are clothes allowed to go unpressed or shoes permitted to be unpolished.

Probably for most of us, neat but conservative dress is best. We do not want to cause undue attention to be drawn to us, but we do want to appear to be well groomed. William McAndrew, the famous sometime superintendent of schools in Chicago, used to say that when one person asked another who that man was and the reply was that it was the superintendent of schools who gets five thousand dollars a year that the comment of the questioner should be, "Well he looks as if he was worth it."

There are exceptions to the rule about avoiding extreme types of clothes. Some superintendents successfully wear flamboyant clothes. They attract attention to themselves by their dress but have enough stuff to remain conspicuous after their clothes have become commonplace. For the mediocre in ability, "loudness" of dress is not recommended; for the person with lots "on the ball" it is an asset.

One has to gauge his dress by the community that he serves. Professional manicures are accepted by city and suburban dwellers but rural folks would regard them as representing effeminacy or a show-off person. A derby hat and chesterfield are recognized as acceptable for winter wear in urban areas but would be laughed at by farmers. Spats are not to be recommended for most small towns but in cities they are perfectly satisfactory.

One's Associates. Small towns are almost always very socially inclined. Sometimes city people seem to think that life in small towns must be dull indeed because there is nothing going on. Quite the contrary seems to be true in most cases. There may not be a great deal in the way of commercial recreation but of bridge clubs, lodges, library societies and general parties there is almost no end. The writer has lived in various sized communities, ranging from the second largest city in the United States to purely rural areas. In his experience there is far more social activity per person in small towns than in large cities. Everyone in small towns seem to belong to at least one card club, one church society and one lodge. Some belong to a number of each. And then there are always more or less incidental parties going on. Literally one has difficulty, if he is at all socially inclined, in remaining at home for more than one or two nights out of the week.

In contrast the city seems to have comparatively few purely social organizations. Most of those that exist seem to the writer to date back to school days, to grow out of work associations or to be more or less haphazard groupings which hold together for a meeting or two. Newcomers

to a city, particularly, have great difficulty in breaking into any sort of social groupings. Neighbors are not hostile but merely not interested. The church, lodge and groups resulting from common professional interest seem to present about the only opportunities to newcomers.

The superintendent of schools in a small town is always much sought after socially if he is the sort of a person who gets along at all well with people. It is usually a question of deciding which organizations and groups one can and should join and which must be declined if one is to do his job successfully and get somewhere near the amount of sleep that he should. These choices have to be made thoughtfully and carefully with due regard for a number of considerations. In the opinion of the writer, the following are the principal criteria to be used.

The first, of course, enjoyment. If one is to be successful he must be happy. If he is to be happy, then he must have satisfactory social outlets. It follows that one should join those social groups that are congenial to him and his family if they engage in activities that he enjoys.

The second test is whether the group and activity are generally acceptable to the mores of the community. The writer can remember the day when the small-town superintendent had to be very careful what he did if he was to avoid criticism. Card playing of any kind was not too well accepted by some church groups although in the author's day religious groups were not likely to criticize if there were no financial stakes involved and if one went to church fairly regularly. Poker or any other form of gambling activity, even for small amounts of money, was criticized quite severely by a few. The writer came in for some of this. His close friends were in the habit of gathering after the luncheon club meeting, which was held at night, for an evening of dealer's choice which included poker, fan tan, hearts, etc. All were played for small stakes but it was possible to lose or win four or five dollars in an evening. While the men were playing together the wives had bridge games among themselves, The decision that the writer had to make was whether to give up the friends whom he liked best among all his acquaintances or to gamble. The decision was in favor of the latter, although he never did care too much for poker and felt rather guilty playing it. The criticism was never very serious, probably because the author sang in the choir of one of the churches and was active in other phases of religious activity.

Most communities now are quite tolerant toward smoking by the superintendent as long as he does not do it in public. Of course one should never smoke on the street or around the school. The writer did not do it at such semi-public get-togethers as lodge and luncheon club meetings

although it is doubtful if there would have been much criticism if he had done so.

Urban communities do not seem to mind if their superintendent drinks as long as he does not do it in public places and as long as he does not become intoxicated. Typical small communities, also, might not criticize an occasional cocktail at a private party but the majority of the people would not like their superintendent to indulge a great deal.

In deciding on one's social associates, it is safe to tie in with anyone who is respected in the community no matter what the group does for recreation. If the doctor, lawyer, banker and merchant play poker for small stakes then it is safe to do so. If they indulge in an occasional cocktail then this is probably safe, too. Men of this kind are in the public eye constantly and will do nothing to lessen their reputations seriously. One is usually safe in doing what they do. They are the ones with whom the superintendent will want to associate anyway, because they are educated and cultured and usually are good company.

On the other hand there may be a group of younger business men that are a little too extreme in their social activities for the superintendent to associate with safely. They may drink heavily, gamble for too high stakes or have reputations as "skirt chasers".

Usually it is not at all difficult to become a member of almost any small-town group with which one wishes to associate. The superintendent is recognized as a leader in the community and is sought for that reason. Further, people of education and culture are limited in numbers and groups need to include anyone who is at all eligible if there are to be enough to stage any sort of social activity.

Entertaining. As has been indicated, social life in small towns is abundant and sometimes complicated. Entertaining is by no means the smallest or simplest part of the picture.

One cannot accept invitations to dinners, dances, and parties without returning them. Furthermore there is some entertaining to be done as a part of one's official position. This entertaining has a great deal to do with one's success or failure in the community.

The superintendent's wife is always one of the biggest factors in the way that he is accepted or rejected. If she is adept socially he is fortunate indeed.

Board of Education members expect some attention. It is also wise to invite the clergymen of the town to one's home as soon as possible as they are always key members of the community. The doctor, the dentist, the lawyer, the banker, and leading business men are also influential in

forming public opinion. These people will probably be one's friends, anyway.

In all entertaining, the aim should be to do it well but not to over-do. If too elaborate dinners are served, if too much is spent for bridge prizes, and if the house decorations are too expensive, then jealousy will be the result. If one lives better than almost anyone else in the community then the inevitable conclusion which will be drawn is that the superintendent is being overpaid. On the other hand, one will be criticized as not maintaining his proper position if one's entertaining is not done well.

Should One Hold Offices? As the author has pointed out, as many club and lodge memberships should be taken out as one can handle financially and without sacrificing time needed in his daily work. Clubs and lodges are an important part of small town life and furnish an opportunity to make contacts.

Offices, though, are a different matter. The writer always tried to avoid taking any that anyone else wanted because, first of all, they took up a lot of time and because, secondly, persons desiring those offices might become jealous. Some positions, such as secretary of a luncheon club, may be accepted because they are thankless jobs that few want.

Presidencies, though, are usually coveted. When the writer left his last administrative position he was serving against his wishes as vice-president of a luncheon club and was trying to figure out some way to avoid being advanced to the presidency the following year.

On the other hand the writer knows of several high-powered superintendents who have advanced materially through local and district offices in a famous luncheon club. In these cases they did not intend to remain long in the communities in which they were located. Had they not been able to secure new positions rather quickly their popularity in the towns that they were serving as superintendent might have declined rather rapidly.

Own or Rent a Home? In the past the advice given by experienced small-town superintendents has always been not to buy a home in the community if one could possibly avoid it. Some people did not like to have their superintendent purchase property in town because this indicated that he planned to spend many years there. This did not fit into the current belief that the superintendent should be an itinerant worker who should move on after three or four years to make room for a new face. Like a preacher, the "professor" was never supposed to stay long. The other argument against purchase of a home was that property in small towns was often difficult to sell so that the superintendent when he moved

sometimes left the savings that he had denyingly accumulated while serving the community in the house because he had to take less than he had paid for it. The writer has seen this sort of thing happen in rather isolated communities. The superintendent rented the house when he left but it went down in value because it was not kept in repair. In the end he was glad to sell for a fraction of what he had paid.

Today conditions seem to be quite different. The housing shortage has kept prices of improved real estate at such a high level even in isolated communities that the likelihood of loss on the sale of a home is quite remote. Conditions probably will not always be this way but the housing shortage does not appear likely of solution for some years to come. Apparently too, small town people are not as likely as formerly to regard their superintendents as itinerant workers. Instead they tend to regard them as professional workers whom they want to hold as long as they can.

The beginning superintendent must be wary, of course, in the purchase of property. If he will seek the advice of Board members who are business men he is not likely to go far wrong. Buying a house in some cases has been about the only way that anyone moving into a community could secure a place to live.

Heading Community Drives. The writer has already spoken against accepting positions as an officer in a club or lodge. He feels the same way about too active participation in drives such as those of the Red Cross, Community Chest, T. B. Association, Crippled Children's Association and Society for the Prevention of Blindness. Other people will want the honor of heading a campaign. If the superintendent takes the position they are likely to be resentful. Furthermore, it is not wise for any individual whose livelihood comes from tax money to be too active in collecting money. People feel that a public servant is already getting enough cash from them in the form of governmental levies without his coming and asking for more.

Often one has to participate in a minor way in community drives if he is not to accumulate resentment through not supporting a good cause. His participation should be as minor as possible, though. The writer felt this way, too, about taking part in drives to raise money for the church. It is best to wiggle out of things like that if it is possible to do so.

Make Contributions. Like the merchant, the small town superintendent is vulnerable to all sorts of fund-raising campaigns. Give something he must to everything sponsored locally even if his contribution is small.

The question is not whether to contribute or not but how little can one contribute and still not be labelled as a parsimonious individual.

On Signing Petitions. If the writer had it all to do over again he would sign just about every petition laid before him. During his small-town administrative days he frequently turned down many such because he did not believe in the causes which the sponsors were attempting to further. As a result he made enemies. The author knows now that petitions are never regarded seriously by anyone except the sponsors and that even some of them have their tongues in their cheeks when they flash their document under one's eyes. The writer would now follow the practice of the average small-town merchant who signs everything laid before him without even bothering to read it.

An amusing incident happened while the author was a small-town superintendent. Times were hard and the meager pay of the town marshal was coveted by a man who was out of work. The latter, accordingly, prepared a petition asking the village council to discharge the marshal and give him the job. When the marshal heard of what was happening he prepared counter petitions asking his retention. The writer was asked to sign both but refused on the grounds that this was a matter for the village council to decide. A couple of enemies were made thereby. At the next meeting of the council, the two petitions were presented. Both had been signed name by name by almost identically the same persons. The business men, not wanting to make enemies, had signed one petition to discharge the marshal and another to retain him. Needless to say the village council paid little attention to either petition.

So, why not sign petitions? They aren't regarded seriously and why make an enemy by refusing?

Selling Sundry Articles. A good rule to follow is never to allow anything to be sold at school which any local individual wishes to handle and on which he can give good service. Why should the school handle pencils, paper, pen and ink? Local merchants can sell them nearly as cheaply and it is not wise to harm their livelihood. After all, a community has to have stores. Why sell magazine subscriptions? Others make a business of it and will resent competition from a tax-supported institution. Why handle candy and ice cream?

There are exceptions, of course. Cafeterias are justified because they furnish nutritious meals at cost or less. Many children would not have a warm lunch without them. And we do have to look after the physical welfare of our children. Candy and ice cream are demanded at basketball games but one can order his supplies from local merchants. Pictures of

children taken by a photographer who comes to school are appreciated by the parents.

The writer could never see any justification for the sale of magazine subscriptions. And he could never feel that advertisements in the school paper, annual, or basketball and play program brought any real return to merchants. Instead these seemed to be another contribution to an institution which the merchants were already helping to support.

That Washington Trip. This is also no friendly voice for a Washington trip. The trip itself, carefully arranged and chaperoned, has much educational worth. If it can only be financed though, by selling all sorts of things it might better be omitted, in the writer's opinion. If financing could be worked out on some other basis, say by the youngsters raising the money by individual work during vacations, he would feel differently.

The Country Club. So much depends on the type of community and the kind of country club that it is difficult to generalize on the advisability of belonging. If the town is largely composed of "country club folks" and the club itself does not have a reputation for staging drunken parties, then the outlet is a good one for making contacts. On the other hand, some people in the average community always think the superintendent is "snooty" if he belongs. And they may think that he is spending too much time playing golf if he is a member. One has to gauge his community and his club. Certainly, though, the superintendent cannot cut himself off from all pleasures in life just because a few people object.

Working Toward A Doctor's Degree. We now assume that all administrators have a master's degree. Not only is one required by many regional accrediting associations and state departments of education if the school is to receive recognition but it would seem to represent the minimum preparation which anyone should have to do administrative work. Some large cities now require this degree of candidates for teaching positions.

Young administrators are now faced with a decision as to whether or not to work toward a doctor's degree. This is not now required by statute anywhere but some Boards of Education of large and fairly large cities are beginning to list it as a required qualification. This trend as yet is far from universal but it seems to the writer to be fairly definite.

The only illustrations that the author can give are from personal observation in the Middle West. A number of Chicago suburbs have recently sought for and obtained superintendents with doctor's degrees. The same thing is true of such Detroit suburbs as Grosse Pointe, Highland Park and Birmingham. Several other cities in Michigan have em-

ployed superintendents with this degree. In some cases they have literally had to search the country to find candidates with such qualifications but find them they have.

The writer is not stating that men who have the doctor's degree are better school administrators than those who do not. Perhaps the former are better superintendents on the average but there are so many exceptions that one wonders about the validity of the original criterion. Certainly possession of a doctor's degree will do little for a person who does not have the basic qualities needed by an administrator. Certainly the man who has the basic qualities but does not have a doctor's degree will do better on the job than the man who has the degree but only part of the needed qualities. Perhaps the most that one could say is that, other things being equal, additional training should contribute somewhat to the efficiency of the administrator. It is not the purpose of the writer, though, to argue for or against but only to point out a trend as he sees it.

A doctor's degree will certainly not be common among small-town superintendents for years to come. If the beginning superintendent is convinced that he will never be able to rise to one of the larger positions in the nation, even if he has a doctor's degree, then there would seem to be no need for him to worry about getting one. He should continue to take more training, of course, but this could be done without the pressure of definite degree requirements. On the other hand, if the beginning superintendent feels that he has a good chance to be one of the elect, his chances of advancement to the superintendency of a larger school system may be enhanced if he secures his doctor's degree.

Two types of doctorates are now being quite commonly offered. The degree of Doctor of Philosophy is the old academic standard. To satisfy the requirements for this degree, one must universally pass reading examinations in German and French in addition to course work and examinations in education and a piece of original research. The Doctor of Education degree is of much more recent origin. Designed to give school administrators more leeway in securing training of value to them, the requirements for the Doctor of Education are more flexible but fully as exacting. While requirements for the degree vary from institution to institution, the foreign language requirements are usually cut to a reading knowledge of but one language and are sometimes omitted entirely. In the latter case, proficiency in statistics is substituted. Much more latitude in course work is permitted the Doctor of Education candidate. The doctoral dissertation universally may be of the survey type and need not necessarily embody entirely original research.

If one plans to continue in administrative work, the Doctor of Education degree would seem to fill the needs better than the Doctor of Philosophy degree because he can have more latitude in course work and his dissertation can be of a broad type which should be of more value than the narrow, concentrated type of research demanded of the Ph.D. candidate. For college teaching the Ph.D. is still somewhat preferred because it is supposedly a more scholarly degree. There are many college professors who hold the Ed.D. degree, however.

Officers In Educational Organizations. Most communities like the recognition that comes with having their superintendent hold important offices in the state teachers association and other educational organizations. On the other hand they will resent material neglect of official duties for this purpose.

When Should One Move? While generalization is difficult in respect to this topic perhaps some tentative conclusions should be drawn. The small-town superintendent should plan to remain in any position long enough to establish a reputation for himself and to leave the imprint of his stay upon the community and the school. It is hard to see how either can be done in less than from three to five years.

Sometimes it is possible to secure promotion in one's present position so that moving is unnecessary. This occurs when the community is growing very rapidly.

Sometimes one cannot move when he wishes. During depression days there were few openings because everyone was sitting tight. Try as he might, the writer could not make a move of any significance. This was true of many other young superintendents. We all just had to stay where we were.

On the other hand it is not wise to remain too long in a small town superintendency. The time comes when one has made about all the significant improvements that seem possible. The time comes when some people want to see a new face. The time comes when the enemies that one has made inevitably reach a number that can cause trouble if they can find a leader. When that time comes, one should move if he possibly can. Everything possible of a constructive nature has been accomplished and one is only courting personal trouble if he remains any longer. It is better to get out while one's general standing is good rather than to wait until one is forced to leave.

Finding A Suitable Community. It is commonly recognized in school circles that some superintendents will fit some communities while others will not. Each young superintendent should place his own strong and

weak points in comparison with the mores of the community to which he desires to move. Let us illustrate.

Some towns want a superintendent who is very active in church work and in such organizations as the boy scouts and girl scouts. It would be foolish for a superintendent who detests doing these things but prefers instead to play golf on Sunday morning and poker on week-nights to accept superintendentcy. On the other hand some communities, particularly suburban ones, desire a school executive of the so-called country club type. The man who does not care too much for golf and does not like to drink will not fit well into this sort of situation.

Some communities like their superintendent to have a late model car, to dress snappily and to entertain lavishly. To the people of other towns this sort of conduct would represent ostentatiousness.

Other examples could be given. The superintendent who accepts a position in a community in which he will not fit well is courting unhappiness and professional disaster.

In Conclusion. In this chapter the author has attempted to discuss some of the ways by which the beginning superintendent can get ahead in his profession. Social activities, associates, clubs and lodges and the church are of great importance in establishing good local contacts. One should remain sufficiently long in a position to establish a reputation for doing a good job. On the other hand he should not stay so long as to wear out his welcome. In attempting to secure a new position his own qualifications should be measured against what the community is likely to expect.

CHAPTER XXII

CONSTRUCTING A NEW BUILDING

Introduction. Building campaigns do not come every day or even every year in small towns. Instead, unless the community is expanding very rapidly, it is doubtful if they come much oftener than once in twenty or thirty years in the average small town. This being the case, the reader may wonder at the inclusion of a chapter devoted to a subject which will probably concern the average small-town administrator only one or twice in a life-time. The basic reason for writing the chapter was because, while a superintendent will probably only meet a new building situation once or twice, it is such a vital, high-pressure, "touchy" thing that one needs all of the help in solving it that he can possibly secure. New buildings serve many times as the mausoleums of superintendents' positions. Even old, experienced administrators often "give up the ghost" after a building campaign. It isn't often that the decapitation occurs during the campaign but instead it is usually about two years after when the supporters of the new building have become careless and do not vote at the annual election. By that time the foes have united all the disgruntled elements consisting of those who are opposed to higher taxes no matter what the need, of those who think that the youth of today are pampered and should put up with inconveniences, of the lumber dealer who supplied no materials, of the contractor and electrician who secured no contracts and of all those who are normally opposed to the existing order such as the parents whose children did not pass last year. Individually these groups are weak but by uniting they can often seize a favorable time to elect enough Board of Education members in an unguarded moment to take over the control of the schools. And then the fun starts!! The superintendent knows that he is under fire because there is criticism of everything that he does. Often he is first shorn of the power to purchase supplies, to hire teachers, and to arrange schedules for janitors. Gradually the authority that has always been his is taken away. Eventually the handwriting on the wall is plain enough so that he resigns or else, if he wants to be stubborn or if he is buoyed up by the support of friends, he can hang on until he is fired. Sometimes, of course, he can win over opposition but this is seldom the case. To the opposition members of the Board he is a symbol of all that is hateful. His presence has the same effect on them as does a red flag waved before a bull. He is the one who must be eliminated before the

school can be returned to those to whom it rightfully belongs—the people. With the dynamite that there is in a building campaign, the administrator needs every bit of help that he can get. In this chapter we hope to provide some hints which will help the small-town superintendent go through the erection of a building with all due efficiency and yet without losing his position.

JUSTIFYING THE NEW BUILDING

Lack of Space. The first thing that will be asked in any building campaign is whether or not present physical facilities are inadequate. If this question cannot be unequivocally answered in the affirmative, then a new building might as well be forgotten. In the wild twenties to have a new school building was a matter of community pride. Every sort of construction issue was approved if anywhere within the bounds of reason. This is not true today. The public is tax conscious and will not sanction projects involving additional governmental expenditures unless the need is reasonably apparent and unless a well-organized informational campaign is conducted. Costs of government have become so heavy due to the war; to the extension of such social measures as old-age pensions, unemployment insurance and health insurance; and to the general trend toward expecting more of government that people resist all additional expenditures unless convinced that they are of vital necessity.

Poor Facilities. As a supplementary argument to the above can be presented the lack of proper educational facilities. Insufficient space is a legitimate lack to present. Anything that might be regarded as a luxury, such as a swimming pool, is dangerous to include in the selling campaign. Perhaps luxuries are justified but they are not good talking points for anything which will raise taxes.

PRELIMINARY STEPS

Selling the Board of Education. Before any sort of building project can be presented to the public, the Board of Education must be convinced of its necessity. This means not merely a majority of the Board but probably every member because a single hostile voice speaking from the inside can do great harm to the campaign. It means, also, not just lip approval but an enthusiastic, aggressive backing from every member. Ways of conducting the campaign to convince the public will be described later on in this chapter.

Securing Community Advice. There is no use to go ahead with plans for a new building unless it is apparent that there will be plenty of support from the public. Probably the best way to find out is to arrange to have

the superintendent and different Board members appear before various community groups. This should be carried out in an humble, fact-presenting basis. At this stage the only purpose is to indicate the overcrowding and lack of proper facilities that exist. There should be no suggestion from the school authorities that a new building should be erected. Instead the members of the organization should be asked what solutions that they have to offer. If the evidence is valid and has been properly presented it is almost certain that the erection of a new building will be recommended. In this way the whole-hearted support of the organization will be secured because they have proposed the solution themselves. Of course the cooperative planning that occurs is also a valuable thing. All sorts of clubs and organizations should be visited in this way, in fact every group which will listen should be contacted. By the time these have all been carried out it should be clear as to the support that can be gained for a building campaign and much valuable advice will have been secured.

Selecting an Architect. Before the actual selling campaign to convince the public is undertaken, it is usually advisable to have tentative plans prepared. This means that an architect must be selected. To satisfy small-town Boards of Education, it seems usually to be necessary to have sample drawings prepared by candidates for the position. The practice is decidedly unfair to the architects, especially if any large number of them are competing for the job, because such preliminary sketches as may be presented can give but little real idea of a finished building and because considerable expense is involved in making even the somewhat limited initial plans. To be fair, if the Boards wished competition on the basis of sketches, they should pay for the work done by all unsuccessful applicants who are asked to submit plans. Seldom is this done, however. The customary procedure is to award the successful candidate a contract which binds the Board to pay a percentage of the cost of the building if the voters approve the project. Architectural costs usually run about five or six per cent of the total cost although they may be higher if extra building supervision or other service is to be furnished.

Undoubtedly too, the sketches that are submitted are of doubtful worth in respect to judging of the integrity and ability of an architect. It is well always to make investigations as to service rendered from Boards of Education who have employed the architect.

How to Investigate the Architect. Reputation as to ability and integrity counts more than anything else. The architect selected needs to be not only a competent technician but also the sort of man who is honest,

who will live up to his word, and who will protect the interests of the Board at all times. Shoddy school buildings have been constructed because the architect permitted the contractors to use sub-standard materials. Usually the architect has been merely careless in these cases but on some occasions there has been suspicion of bribery. Fortunately the latter is rare.

The best way to find out if an architect is the sort of man the Board wants is to go visiting to communities where he has done work. To be taken around by the architect is almost the same as going blindfolded because the excursion will go only where the technician is sure that a good word will be spoken. It is usually possible to secure from the State Superintendent of Public Instruction a list of buildings that the architect has built, or one can go to the State Fire Marshal's offiice or some other public control agency for information. As many of the communities as are in reasonable distance may be visited to look at the structures and to hold conferences with superintendents and Board members in respect to how well they were satisfied with the services that were rendered. In that way one can find out about what sort of individual, professionally and personally, the architect is.

Satisfying Local Architectural Needs. Another consideration in regard to hiring an architect should be mentioned. Local needs sometimes make special demands. Some architectural firms are excellent salesmen to the public and help materially in getting a bond issue passed. Others are particularly adept at fitting to a special type of site, and some specialize in such features as vocational facilities. Authorities must think through very carefully just what qualities are needed in an architect and then, before the final decision is made, decide who can best furnish the services expected. It is best by all means to employ an architect experienced in school buildings. One who has built only factory buildings or apartment houses will not have had the type of experience that is needed.

Selecting A Site. The site, of course, should be centrally located. In this connection a spot map of residences of children is of fundamental importance. It is also necessary to consider future growth of the community. Many other factors such as cost, size, expense of grading, suitability and room for expansion also need to receive thought.

The Type of Building. Every locality has special needs in respect to a building. Some towns stress vocational education, other academic features and still others music and art. Then there is the cost to consider. There is no use trying to include features which the community cannot afford or which they will not approve. The building should reflect the

current aims of education and endeavor to carry out existing educational procedures. Not least important consideration is the erection of a structure of which the community can be proud.

SELLING THE PROPOSITION TO THE PUBLIC

Laying the Ground Work. Usually before there can be any building, a bond issue must be voted upon by the citizens of the school district. Securing a favorable vote is perhaps the most difficult part of any building project. To secure the authorization by a large majority so that there will be less objections at the time and fewer "back-fires" afterward is a real task.

Like any other sort of publicity work, a request for money must not be made suddenly. Instead a ground work must be built up gradually over a period of months and probably over years. One simply cannot rush headlong into a bond campaign in most small communities and have any chance of success. Rather the public must be made to realize gradually by various devices that a new building is badly needed. Once convinced of this, there is usually not much question of the issue being passed upon favorably.

When the question is that of additional space, halfday sessions for some groups of children and the renting of churches or other temporary quarters for overflow groups are effective agencies for a new building. When people see that there is not room enough, they will usually be ready to vote funds. The writer would dislike to campaign for a new building unless it was obvious that more space was needed, or unless the old building was a fire-trap or about to fall down. It is very difficult to try to sell the need for a new building on the ground that the old gymnasium is too small, or because there is no space for Home Economics, Manual Training, etc. One can provide for these facilities in the new building and there should be space devoted to such purposes but it is just about impossible to sell a new building to the public solely on the basis of needs like these. There are still too many people who look upon everything but the three R's as being fads and frills for one to take the vote for a new building upon such issues.

An Effective Campaign. One of the most effective campaigns which the writer ever saw conducted consisted almost entirely of luncheon meetings. This has been partly described in a previous paragraph. The superintendent secured an invitation to speak at Rotary, Woman's Club, Maccabees, Odd Fellows, church suppers and every conceivable sort of meeting. He did not ask for a new building. He was simply there with

charts and diagrams showing school population growth, over-crowding of rooms, utilization of existing space, etc. At the end of the talk he presented a number of alternatives. One of these was to place pupils on half-day sessions, another was to rent dwellings in the neighborhood for additional space and a third was to build. The group was then asked what it thought should be done. Without exception, the groups demanded that a new building be constructed. Each organization was then asked to name a member to act upon a building committee to advise on plans for the building. So carefully was this campaign conducted that when the bond issue came up for a vote, it carried by about six to one.

Utilizing the Publicity Resources. Under the heading of public relations, the various agents and agencies for school publicity have been discussed. It is not necessary to repeat them here. All must be used to the fullest extent possible if the campaign is to be successful. In addition, there are special means which may be employed. Some of them are listed below:

1. A parade of school children the day of the election with children bearing placards labelled "Vote Yes for New School!!"
2. Pamphlets describing the proposed new building and presenting figures describing why it is needed and its cost. Two samples are listed.
3. Direct advertising.
4. Posters made by pupils.
5. Slogans by school children.
6. Three-minute men (speakers in theatres, etc.).
7. Slides at movies.
8. Automobile stickers.
9. Mass-meetings.
10. Newspaper articles.
11. Radio.
12. Mimeographed letters carried home by children.
13. P.T.A.
14. Endorsement by civic groups.
15. Handbills.

Probably not all of the agents and agencies which are listed can be used, but it should be borne in mind that an effective campaign calls for the utilization of many different sorts of publicity. The writer has found the most effective agents to be speakers at theatres and mass-meetings and newspaper advertising and articles. Local conditions determine the

agents to be employed so another superintendent might have a quite different experience as to the best agents and agencies to use. Probably the radio would be the most effective means of publicity that one could use but most small towns do not have a broadcasting station and the high rates of the city stations would prohibit their use.

Part Played by the Superintendent in the Campaign. The writer must again state his beliefs in regard to the part that the superintendent should play in a building campaign. A superintendent certainly should not go out upon the streets and argue with people. He should be available upon call to explain the needs to the community and to describe conditions in the school. All of his statements, whether written or oral, should be made upon a fact basis. After all, the superintendent probably will not live in the community until the building is paid for and it is likely that he will have to contribute but a small sum toward payment of the cost. The people of the community are the ones who must decide what they want. It is the superintendent's duty, as educational expert, to point out what is needed, according to best educational practice in the way of school facilities. The administrator should therefore keep as judicial an attitude as possible and by all means should avoid extreme statements not based upon ascertainable facts. It will reflect not only upon the cause but upon him personally should he become too one-sided in his words and actions.

The administrator cannot do all of the campaign work himself, nor should he attempt such an unwise procedure. He can and should help in the planning of the campaign and he can and should be available for speaking engagements. He may help prepare advertisements under the direction of the committee, he may write articles for papers, he may organize parades of pupils and he may send home mimeographed letters. All of these things, though, should be done as part of the campaign plans and not as an individual. Actually, the less that and administrator can do the better it is for him and for the cause. Citizens of the community should do most of the actual work and the superintendent should step into aggressive leadership only when it is absolutely necessary because there is no other effective leadership available. Even then there is some question about the advisability of doing this because, if there is no good leadership available locally, the vote will probably be adverse anyway.

The Local Committee. The local committee on building is very important. The writer's opinion is that its composition should be determined by the various organizations who have endorsed the building campaign. Usually one representative from each club, lodge or social group makes a committee which is large enough to the representative of the

community and yet which is not too large to do effective work. Usually the entire group will assume legislative functions with the actual work delegated to sub-committees. Thus there may be a sub-committee of three to take charge of the publicity concerned with the bond issue campaign although there will be plenty of work for the entire group in this connection. There should also be a sub-committee to assist with plans for the building, again, the whole committee should have a voice in the final arrangements. Other small sub-groups may be working with financial arrangements, investigation of possible contractors and architects and doing similar work.

Planning for the Building. With the architect selected and the bond issue passed, definite and detailed planning of the building is in order. To attempt to try to tell how a building should be planned is beyond the scope of this chapter and the writer does not have the technical knowledge necessary to write such an account. Most school superintendents would be wise to employ an educational expert in planning buildings if it is possible to do so. If this can't be done, then the architect should be left to work out most details after conferences have been held in which it is decided how much shop work, home economics, commercial studies, etc., there shall be, also what the needs will be a few years later. The architect will have to consult the superintendent if he is to do a good job. The administrator will only be able to judge of the work of the architect in its broader phases, such as whether or not that it fulfills the needs of the community, but he should not accept anything that seems wrong to him. After all, the executive is supposed to be something of an educational expert and as such should know if the building, considered broadly, answers the educational needs of the community. In the finer elements of planning, one must depend upon the architect or educational advisor. It would be foolish to attempt to plan by oneself as architecture is a very specialized profession which an amateur has no business to attempt.

Constructing the Building. Throughout the course of the erection of the building, it goes without saying that the superintendent should supervise, as well as he can, everything that goes on. There is a tremendous responsibility to see that the people get the most possible for their money and one should do his part in so far as he is able. Again, the superintendent must depend mostly upon the architect but that does not prevent him from the use of powers of observation and common sense.

The Dedication. The dedication exercises should be simple yet effective. It is no time for buffoonery or clowning, but instead is a time for dignity and earnestness. Usually some nationally known educator is

brought in for an address. Local representatives such as the president of the Board of Education, the architect, the general contractor, committee members who have worked for the building, etc., should also be on the program. Usually one night is enough although sometimes two are used. Also, pupils should not be forgotten. A band or glee club number or two is almost a necessity.

In Conclusion. Construction of a new building can bring a great deal of trouble to a small-town superintendent. This chapter has attempted to discuss some of details of planning, selling the bond issue and construction of new building. The writer hopes that the description may be of value to superintendents faced with this important problem.

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