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A survey of the extent of teacher participation in administration of secondary schools in Indiana

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A SURVEY OF THE EXTENT OF TEACHER PARTICIPATION IN
ADMINISTRATION OF SECONDARY SCHOOLS IN INDIANA

A Thesis

Presented to
the Faculty of the Department of Education
Indiana State Teachers College

In Partial Fulfillment
of the Requirements for the Degree
Master of Science

by

William A. Bennie

June 1949

The thesis of William A. Bennie,
Contribution of the Graduate School, Indiana State
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in Administration of Secondary Schools in
Indiana

is hereby approved as counting toward the completion
of the Master's degree in the amount of 8 hours'
credit.

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CHAPTER I

INTRODUCTION

With the growth and development of teaching as a profession has come a definite reform in the theory of public school administration. This reform has been away from the traditional autocratic rule of the headmaster, and later of the principal, toward a modern democratic concept of teacher participation in administrative policy-making. This trend has followed closely the philosophical change in pupil-teacher relationship and is another step in the direction of a more progressive educational program.

This democratic procedure has been endorsed by many leading educational authorities. Dewey feels that if democracy is to be taught in our institutions it must be a vital part of the schools' planning and practice. He draws the conclusion that:

. . . it must be said that the democratic principle requires that every teacher should have some regular and organic way in which he can, directly or through representatives democratically chosen, participate in the formation of the controlling aims, methods, and materials of the school of which he is a part. . . . What the argument for democracy implies is that the best way to produce initiative and constructive power is to exercise it.¹

¹ John Dewey, "Democracy and Educational Administration," School and Society, 45:460-461, April 3, 1937.

This process is to be followed, theoretically, in determining all school issues in which the teacher is concerned, whether it affects the classroom instruction or the teacher's social or economic situation. Thus both classroom and extra-classroom policies should be formulated only with the help of a representative voice of the teaching personnel.

Greene recognizes the need for teacher assistance in administration, for he declares:

The superintendent of schools must organize his program to meet the needs of a democratic society or social order by devising and executing plans for delegating to teachers the authority and giving them the responsibility that is rightly theirs. In a modern school system one of the chief responsibilities of the superintendent and his staff is to maintain a program allowing teachers to participate in and to furnish leadership for all types of activities that are carried on in the school system, including work in the classroom and to plan for the improvement of schools through the formation of policies for the administration for the entire system.²

He further divides the teacher's participation into two phases: ". . . first, that relating to the general policies which affect the entire school system, and second, that relating to the administration of the school in which the teacher works."³ It is easily understood why such

² Charles E. Greene, "Teacher Councils Contribute to Administration," Educational Record, 23:672, October, 1942.

³ Loc. cit.

problems as selection of text-books, schedule making, and curriculum revision should be referred to the teachers for solution or for helpful suggestions, for these elements are fundamental for adequate instruction. A question might be raised, however, concerning the forming of staff policies such as tenure plans, retirement, salary schedule, and budget planning, but Strayer⁴ believes that these policies are a vital part of the teacher's participation and that such participation is essential for the best instruction in the schools.

I. THE PROBLEM

Statement of the problem. It was the purpose of this study to survey the teachers in the secondary schools of the state of Indiana and to determine if the theory of democratic administration was actually being put into practice, and if so, to what extent it was being used. It was further planned to determine the effect of school enrollment upon the amount of teacher participation, as well as to discover the attitude of the teacher toward the administration in his respective school.

Limitations of the problem. Because of the nature of the problem and the method used in gathering data,

⁴ George D. Strayer, "Why Teacher Participation in School Administration," Teachers College Record, 38:457-464, March, 1937.

definite limitations of the problem were evident. It was limited to the answered questions of a questionnaire returned by 238 teachers. An effort was made to obtain results from teachers in all sizes of schools and from all sections of the state in order to get a representative cross-section of the teaching personnel. The distribution of replies by counties is shown in Table I.

Importance of the study. While democracy has made definite inroads into many school systems, there are still many administrators who prefer to dominate their staffs entirely. In other quarters there has been considerable "lip-service" in theory and sentiment concerning teacher participation with little contribution actually sought from the teaching staff. It was thought that the facts unearthed by this study might act as a stimulant for those administrators who have not been democratic in their administration to become aware of the reality of the trend and to improve their methods of administration.

II. DEFINITION OF TERMS USED

Democratic administration. As used in this study, the democratic concept of administration refers only to the participation of teachers in administering the schools and in the formulation of school policies. This participation

TABLE I

DISTRIBUTION OF RESPONDENTS BY COUNTIES

Allen17
Bartholomew	4
Benton	3
Boone	1
Cass10
Clay	3
Daviess	6
Delaware	6
Elkhart	6
Fulton	5
Gibson	2
Grant	3
Greene12
Hamilton	3
Harrison	4
Hendricks	1
Howard	2
Jasper	3
Jefferson	3
Knox10
Lake16
LaPorte	4
Lawrence	3
Madison	4
Marion17
Marshall	3
Miami	5
Monroe	7
Newton	2
Noble	1
Orange	2
Parke	2
Porter	3
Pulaski	6
Randolph	3
Saint Joseph	7
Scott	4
Sullivan	9
Switzerland	1
Tippecanoe	2
Vanderburgh	5
Vigo16
Wabash	4
Warren	3
White	4
Whitley	1
Total	238

as presented in this treatise is based entirely on the definite "yes" or "no" answers given by the teachers in answer to specific questions and does not allow for degrees of participation.

Classroom policy. In any school there are certain policies that must be adopted that are concerned primarily with the actual classroom instruction in that school. These policies are described in this study as "classroom policies." These refer to teaching policies only.

Staff policy. This term is interpreted to include all policies maintained by the school that are not definitely related to the classroom teaching situation but are concerned with the management of the teaching staff. These policies include a number of possible teacher-school relationships. The term "staff policy" was sometimes used synonymously with "extra-classroom policy" in this study.

Administration. Throughout this thesis, "administration" refers to the actual management of the school by the principal, superintendent, and board of education as it affects the teaching staff both in and out of the classroom situation.

III. METHOD OF PROCEDURE

A questionnaire was prepared consisting of several

general questions concerned with the size of the school, the teacher's tenure, and similarly related items. These were then supplemented with ten specific questions pertaining to both classroom policies and staff policies which the teacher was asked to answer, indicating whether he had or had not participated in determining such policies. An effort was made to keep the questionnaire short and simple, and as a result, most questions required only short "yes" or "no" answers. In order to ascertain the reactions of the teachers to the administration in their respective schools, a few lines were made available for remarks, supplementing the general questions concerned with the school's administration. A copy of this questionnaire was placed in the Appendix.

The questionnaires were mailed to 400 teachers located in secondary schools throughout the state of Indiana. The teachers were selected arbitrarily from county school directories selected at random from over the state, and no more than two questionnaires were sent to teachers in the same small high school and three to teachers in the same large high school. This was done to obtain a picture from as many different school systems as possible as well as from different teachers.

Specific instructions were enclosed concerning filling in the answers to the questionnaire, and the teachers were told that they need not sign their names to their papers.

The returns from the questionnaire were numerous, with a total of 238 teachers responding. This represented a return of 59.5 per cent. It was thought that this large return was indicative of mounting interest on the part of many teachers in their participation in the administration of the schools in which they were employed.

A. H. H. Gough and Charles F. Gough, 1911.
H. H. Gough and Charles F. Gough, 1911.
Gough, 1911, 1912, 1913.

CHAPTER II

REVIEW OF RELATED LITERATURE

The newness of the democratic concept of school administration assures the reader that nearly all noteworthy contributions of literature on the subject are of a contemporary nature. The argumentative nature of the topic lends itself to both pro and con arguments. It must be admitted, though, that very few critics have advanced serious objections to teacher participation and that the output of favorable comment has been prolific.

Books concerned with teacher participation. In keeping with the novelty of teacher participation, there is a dearth of outstanding books primarily concerned with this subject; however, many books on school administration contain chapters on teacher participation. One educator who has made several contributions of this nature is Harl R. Douglass, who has two books that give an excellent treatment of how extensive teacher participation should be. One,¹ in collaboration with Charles Boardman, is concerned entirely with supervision of schools and emphasizes the fact that

¹ Harl R. Douglass and Charles W. Boardman, Supervision in Secondary Schools, (Boston, Houghton Mifflin Company, 1934), 564 pp.

the principal must allow for teacher participation in determining school policies. In a second book Douglass devotes a chapter to staff relationships in which he gives the principles and philosophy of teacher participation in administration. He lists six principal points around which democratic procedure seems to center.

1. It is the teacher's right.
2. It makes for better relationships.
3. It better stimulates teacher growth.
4. It results in better administration and better teaching.
5. It relieves to some extent overburdened administrators.
6. In an institution educating for democracy, democracy must be lived by both teachers and pupils.²

An excellent contribution was made by George R. Koopman,³ who emphasizes teacher participation in all phases of school administration. He lists several principles governing democratic action and discusses the many aspects of such action. Analyzing the action needed for teacher participation in the school's administration, he outlined a plan for faculty organization and showed how it can be made to work satisfactorily. He pointed out that a satisfied teacher can do a much better job of instructing and that participation in administration makes for a more satisfied teacher.

² Harl R. Douglass, Organization and Administration of Secondary Schools, (Boston, Ginn and Co., 1945), pp. 572-573.

³ George R. Koopman, et al., Democracy in School Administration, (New York, D. Appleton-Century Co., 1943), 330 pp.

For an insight into the human side of teachers, Dennis H. Cooke devotes a chapter to the importance of considering teachers as human beings. He emphasizes that teachers must belong to the school and become a part of it. Following this line of thought, he states:

Before a teacher can lose himself in his work he must find himself in it. He must feel that the school is his own, that its successes are his successes, that its weaknesses are his weaknesses, and that the institution in which he is working is his in every sense of the word. His attitude must be, not that of the hired man working for pay, but of the owner working for himself.⁴

Samuel E. Weber⁵ devoted a section of his book to cooperation in school supervision and justified such cooperation by declaring that if the school is to have a dynamic, changing, up-to-date curriculum, it must permit the teachers to be instrumental in keeping it so. He pictured the superintendent as a leader in a cooperative enterprise with the teaching staff actually working in supervisory capacities and as participants in policy making.

The Eleventh Yearbook of the Department of Supervisors and Directors of Instruction, National Education

⁴ Dennis H. Cooke, Administering the Teaching Personnel, (Chicago, Benjamin H. Sandborn and Co., 1939), 348 pp.

⁵ Samuel E. Weber, Cooperative Administration and Supervision of the Teaching Personnel, (New York, Thomas Nelson and Sons, 1937), 383 pp.

Association, devoted considerable space to cooperation and democracy in school administration and emphasized the necessity of letting teachers have a voice in the administration of the schools. A section of this yearbook worthy of special mention was a chapter by Paul J. Misner⁶ in which he outlined the efficiencies developed through democratic processes and also how such democratic action can aid in strengthening school-community relationships.

George Melcher⁷ declared that the spirit that prevails in democratic administration is sometimes more important than the method used in conducting the participation. He said that the right attitude must be present on the part of both teachers and administrators. In speaking of the reasons for democratic participation, he further says:

If we are to have democracy in teaching in the school-room, we must have democracy in the administration and supervision of the school system. Therefore, our first reason for the participation of teachers in the formulation and execution of administrative policies is based upon the fundamental principles of democracy. A second reason equally valid is based upon the ability of teachers to make valuable and worthwhile suggestions to the administrator.⁸

⁶ Paul J. Misner, "Cooperation Principles and Practices," Eleventh Yearbook, Department of Supervision and Directors of Instruction, National Education Association, 1939, pp. 81-92.

⁷ George Melcher, "The Contribution of the Teaching Staff in the Formulation and Execution of Administrative Policies," Official Report, Department of Superintendence, National Education Association, February, 1935, pp. 212-215.

⁸ Ibid., pp. 212-213.

Periodical contributions. There have been so many articles which have appeared concerning teacher participation that it would be a near impossibility to review all of them. Some of the contributions were selected and were reviewed for this study. Frank W. Hubbard⁹ approaches the problem from the standpoint of the difficulties that had to be overcome if teacher participation were to become common. Some potential dangers of such participation are also listed, but he draws the conclusion that "without democratic teacher participation teaching will never attain a professional status, for the individual will not have tasted the joy and pain of responsibility."¹⁰

E. C. Bolmeier¹¹ said that teacher participation in appraising and developing the secondary school program is one of the significant trends in secondary education. He held the opinion that the participation by teachers should be made in the nature of recommendations, but that such recommendations should be the result of scientific procedure and investigation. The classroom is the teacher's laboratory and should be utilized to formulate the scientific findings used as bases for

⁹ Frank W. Hubbard, "Democratic Participation in Local Administration," Journal of National Education Association, 33:193-194, November, 1944.

¹⁰ Ibid., p. 194.

¹¹ E. C. Bolmeier, "Teacher Participation in Appraising and Developing the School Program," School Review, 54: 416-419, September, 1946.

recommendations. In this manner the weight of the recommendations can be increased by objective information.

In an article which was concerned with both classroom policies and staff policies, Brenton E. Reynolds¹² discussed what the teachers expect from the administrators so far as teacher participation in administration is concerned.

The arguments advanced by administrators against teacher participation in administration are listed by C. A. Weber.¹³ These arguments are met squarely with adequate solutions. He mourns the lack of attention given teacher participation by boards of education and discusses the manner of selection of administration heads. In summary he declares that these attitudes explain most objections:

1. Lack of faith in teachers as co-workers.
2. Fear of incompetency on the part of objectors.
3. Compensation mechanisms to preserve status.
4. Lack of understanding of the growth aspects of democratic controls.¹⁴

Findings of related researches. Wilbur E. Moser¹⁵ made a survey of schools in California to determine the extent

¹² Brenton E. Reynolds, "How to Apply Democracy," Nation's Schools, 27:76, June, 1941.

¹³ C. A. Weber, "Top-Heavy Leadership," Educational Leadership, 2:118-123, December, 1944.

¹⁴ Ibid., p. 122.

¹⁵ Wilbur E. Moser, Teacher Participation in School Administration: Its Nature, Extent, and Degree of Advocacy, Doctor's Dissertation, Leland Stanford University, California, 1938.

of teacher participation in administration. Utilizing a questionnaire he found that generally most participation was found in developing policies concerned with classroom procedure and subject matter content. This was followed by functions dealing with student control and supervision. Functions generally pertaining to business administration of the school were listed next, and finally, functions directly affecting the teacher as a member of his profession. He also unearthed the fact that teachers with the longest tenure in their respective schools exercised the most voice in their school's administration.

A survey of six school systems in large cities throughout the United States was made by O. S. Williams.¹⁶ He selected schools that were known to be pioneering in teacher participation in administration and tried to determine the attitudes of teachers, principals, and superintendents towards the teacher participation. He found that the consensus indicated that teachers were adequately prepared to help in determining much of the administrative policy and that there is a desire on their part to take part in the formulation of such policy. It was noted that only large high schools were used in this study.

¹⁶ O. S. Williams, "Teachers and Democratic Administration," Clearing House, 18:515-518, May, 1944.

Miller, in a study of democracy in administration,
set up some fundamental principles to be observed:

1. Democratic educational administration must seek to implement the principles of American democracy.
2. Democratic educational administration recognizes the place of authority in the realization of the purposes of education in our American democracy.
3. In democratic educational administration a willingness to assume responsibility must accompany an acceptance of authority.
4. Efficiency in educational administration requires that democratic practices facilitate the utilization of every available resource in the realization of the purposes of education in American democracy, and that each individual shall have opportunity to make the maximum contribution to this end of which he is capable.
5. Practice designed to provide cooperative administration should be adapted to local situations.
6. In educational administration continuous evaluation of democratic practices should determine their effectiveness in realizing the purposes for which they were established.¹⁷

¹⁷ Ward Ira Miller, Democracy in Educational Administration: An Analysis of Principles and Practices, Bureau of Publications, Teachers College, Columbia University, pp. 35-48.

CHAPTER III

PRESENTATION OF DATA

In the presentation of the data accumulated from the returns of the questionnaire, it was found that definite patterns of answers were set by the schools of various sizes. The answers were tabulated and presented in a composite table as well as in a break-down according to the sizes of the schools.

I. THE COMPOSITE PICTURE

The over-all picture of the extent of participation in administration by classroom teachers was considered first as it appeared in Table II. Here, it was noted that definite trends were indicated.

General opinion of administration. So far as the administration of the schools was concerned, slightly over one-half or 55.5 per cent of the teachers indicated that they were satisfied with the manner in which their schools were being administered. These same teachers, however, thought that their schools could be administered more democratically, since 58 per cent of them submitted affirmative answers to that query. The satisfaction expressed in the answers to the former question was surprising when it was

compared to the answers given by the teachers in the remaining questions on the questionnaire in which they indicated very little voice in many administrative functions.

Those teachers who were not satisfied with the administration in their schools expressed their reasons in remarks similar to the following:

"Our school is administered with the idea of pleasing the township trustee and the trustee is concerned with the idea of getting and keeping votes."

"Too many phases of administration are handled here by the trustee in a most dictatorial manner."

"There can be no democratic administration or effective teaching in small schools until they receive sufficient financial backing and the staff personnel have security of position."

"We need a new principle /principal/!"

Those who were satisfied with the status quo indicated little desire to participate in administration. Remarks as follow were found:

"Too much democracy in a school does the same thing that too many cooks do to the soup."

"Perhaps we do not wish authority. . . because our principal is fair and respects human dignity."

"The 'no' answered questions pertain to things that rightly belong to the administrator."

There was little discontentment indicated on the part of the teachers so far as the distribution of assigned duties in the schools was concerned. Seventy-two and seven-tenths per cent of the teachers who responded thought that the duties

were evenly assigned in their respective schools. It was noteworthy that when this figure was broken down into the different categories of schools, the approximate percentage of answers remained the same. It may be concluded, then, that the size of the school does not affect the assignment of duties, and that most principals make an effort to treat all teachers alike so far as appointed duties are concerned. It was noted, however, that there were many remarks concerned with the over-loading of teachers with too much extra-curricular work and excessive duties and teaching loads, but this seemed to be common among all of the teachers and was found in schools of all sizes.

Classroom policy. The problems of policy making that were concerned with classroom teaching showed a much larger extent of teacher participation than those concerned with staff policy formulation. The greatest extent of teacher participation dealt with the selection of text-books used by the teachers in their classes. Replies indicating some voice in the selection of such books were submitted by 70.6 per cent of the respondents, as compared with negative replies returned by 29.4 per cent. This showed comparative freedom of the teacher in the selection of text-books used.

The second largest percentage of answers indicating participation was in the field of guidance where 66.6 per cent of the teachers said that they have participated in

TABLE II

SUMMARY OF TEACHER PARTICIPATION IN ADMINISTRATION OF SCHOOLS

Question	No. Returns	No. Yes	Per Cent Yes	No. No	Per Cent No
Are the assigned duties in your school evenly distributed?	238	173	72.7	65	27.3
Do you feel that your school could be administered more democratically?	238	137	58.0	101	42.0
Are you satisfied with the way in which your school is administered?	238	132	55.5	106	44.5
Do you have a voice in constructing the curriculum?	238	110	46.2	128	53.8
Do you have a voice in student guidance or counseling?	238	159	66.6	79	33.4
Do you have a voice in constructing the teaching schedule?	238	90	37.8	148	62.2
Do you have a voice in determining the standards for the marking system?	238	123	51.7	115	48.3
Do you have a voice in selecting the textbooks in your class?	238	168	70.6	70	29.4
Do you have a voice in determining the salary schedule for your school?	238	51	21.4	187	78.6
Do you have a voice in the rating scale for teachers?	238	19	7.9	219	92.1
Do you have a voice in the retirement policy of your school?	238	18	7.5	220	92.5
Do you have a voice in the tenure policy of your school?	238	14	5.9	224	94.1
Do you have a voice in planning the school budget?	238	15	6.3	223	93.7

the counseling of youth. Many of them indicated that much of this was done individually, but such personal guidance is to be expected. Many of the 33.1 per cent negative answers included a remark that no guidance program of any kind existed in their schools or that "the teachers do not have time for counseling because none of them have a free period during the day." These remarks originated for the most part from teachers in the smaller high schools.

In determining the standards for the marking system, slightly over one-half of the teachers indicated an affirmative position as compared with 48.3 per cent who indicated that they had no voice in the determination of such standards. It was noticed that several comments were included stating that marking systems were very vague and that standards were variable.

The administrative function concerned with the classroom which had the smallest extent of teacher participation was that concerned with the construction of the teaching schedule. Only 90 teachers, 37.8 per cent, said that they had a voice in making such schedules. Most of the replies indicated that they had to teach what and when the principal decided. Some dissatisfaction was expressed with the administration of many principals on this point. There were several remarks included which called attention to the fact that most teachers were forced to teach too many classes.

The final problem concerned with classroom teaching was that of constructing or revising the curriculum. Here, only 46.2 per cent of the teachers said that they were called upon to give some assistance in this matter. The failure of the principals to take advantage of the experience and specialized knowledge of the classroom teachers was surprising.

Taking all of these various problems into consideration, it may be said that teacher participation in the formulation of classroom policies, while not extensive, is definitely present in the administration of many schools. This possibly indicated a growing respect by the principals and administrative officials for the opinions and experiences of the teachers. Some variations from the trends indicated in the composite picture were found in schools of various sizes. These variations will be noted later.

Staff policy. Teacher participation in the formulation of staff policies was practiced considerably less than in the making of classroom policies. In many cases the participation of the teacher in staff policy-making was not found at all.

Participation in the determination of the school salary schedule was practiced to a far greater extent than in the making of any other policy. The extent of this participation, however, was limited to a mere 21.4 per cent affirmative answer, given by only 51 teachers. It was evident

that teacher federations were largely responsible for the participation in salary making that was found, since many teachers indicated the importance of such organizations in their schools. As one teacher put it, "the 'yes' answer is credited to the diligent work of our teachers' union."

Many remarks from smaller high schools credited the school trustees with dictatorial power so far as the salary schedule planning was concerned. One teacher remarked, "I believe the administrator himself is too restricted by the dictates of the trustee's budget to allow the teachers much voice." An opinion voiced by another instructor declared, "the salary is determined between you and the trustee."

The other four questions listed on the questionnaire were given almost the same percentage of "yes" and "no" answers. Only 7.9 per cent of the replies indicated a voice in making the rating scale for teachers. Eighteen replies indicated a voice in setting the retirement policy for their schools, an extent of 7.5 per cent participation; 6.3 per cent of the teachers engaged in helping to plan the school budget; and 14 teachers, 5.9 per cent, said that they had a voice in determining the tenure policy in their schools.

It was surprising to find such a limited amount of teacher participation in the making of staff policies. Many teachers indicated that the administration in their respective schools felt that teacher participation in such policy

formulation was not desirable and that teachers had no business in assisting the administrator in such matters.

An even greater extent of variation in the answers returned by teachers in different size schools was found in the participation in staff policy-making than was found in making classroom policies.

Effect of tenure upon participation. To present objective information concerning the status of tenure and participation, the questionnaires were tabulated according to the length of each teacher's tenure and the answers he gave concerning his participation in both classroom and staff policies. An affirmative answer to at least three of the five questions associated with classroom policy-making was considered a sufficient extent of participation to give the teacher a voice in the formulation of such policies. In like manner, "yes" answers to at least three of the five questions concerned with making staff policies were considered sufficient participation to give him a voice in the formulation of staff policies.

An examination of Table III clearly shows a definite pattern of participation. Teachers having one to three years of service in the same school system reported a participation of 43.4 per cent in the formulation of classroom policies and 3.1 per cent in the making of staff policies. Those having four to five years of service showed a 54.3 per cent

TABLE III

EFFECT OF TENURE UPON TEACHERS' PARTICIPATION

Years of Service	Voice in Making Classroom Policies		Voice in Making Staff Policies	
	Number Reporting	Per Cent Participating	Number Reporting	Per Cent Participating
1 -- 3	97	43.4	97	3.1
4 -- 5	31	54.3	31	4.8
6 --10	37	59.5	37	5.4
Over 10	73	63.0	73	16.4

participation in classroom policies and 4.8 per cent in staff policies. Teachers with tenure from six to ten years indicated an extent of 59.5 per cent participation in classroom policy-making and an extent of 5.4 per cent participation in staff policy-making. Those teachers who have over ten years of service showed the largest amount of participation in both classroom and staff policy-making with an extent of 63.0 per cent and 16.4 per cent respectively.

These data clearly indicate that the longer the teacher has been associated with his school the more voice he is given in the formulation of its policies. Of particular interest was the extent found in the making of staff policies for teachers having over ten years of service. A large increase in the participation in this case was found.

II. ANALYSIS OF RETURNS BY SCHOOLS

In tabulating the data returned in the questionnaires it was found that definite patterns were set according to the size of the school in which the teacher was located. These were set down in three sizes of schools, those having an enrollment of less than 100 pupils; those with enrollments between 101 and 500 pupils; and those with enrollments of more than 500 students.

Although Table II indicated that the majority of teachers were satisfied with the way in which their schools

were administered, a break-down of the answers according to the enrollment of the schools showed that the teachers in schools having less than 100 students were not satisfied with the administration of their schools and that 62.0 per cent of them thought that their schools could be administered more democratically. This break-down is shown in Table IV.

Schools with enrollments between 101 and 500 pupils showed more satisfaction on the part of the teachers and followed the central tendency of Table II. Large high schools showed 66.4 per cent of the teachers to be satisfied with the administration of their schools, with only 47.1 per cent of them of the opinion that their schools could be administered more democratically. This was a possible indication that large schools were more democratically administered than were the smaller ones, in the opinion of the teachers, and that teachers in large high schools were more satisfied with their administration than those in small high schools.

Classroom policy. The tabulation of replies to questions concerned with classroom policy-making is shown in Table V. In the construction of the teaching schedule, it was found that the responses from the teachers in the small schools showed a larger percentage of participation than those from the other size schools. The affirmative answers were in the minority, however, since only 43.0 per

TABLE IV
TEACHER OPINIONS REGARDING SCHOOL ADMINISTRATION

Question	Enrollment 1 - 100			Enrollment 101 - 500			Enrollment 501 and over		
	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No
Are you satisfied with the way in which your school is administered?	80	49.3	50.7	104	53.9	46.1	54	66.4	33.6
Do you feel that your school could be admin- istered more democra- tically?	80	62.0	38.0	104	58.7	41.3	54	47.1	52.9

cent of the small school respondents answered "yes" to the questions. This was compared to 33.6 per cent for the middle-size schools and 36.3 per cent for the large high schools. It was noteworthy that this was the only question concerned with classroom policy in which the small school teachers had more voice than those in other schools.

So far as the construction of the school curriculum was concerned, only those teachers in the large high schools indicated a voice in its formulation to any great extent. Affirmative replies were given by 60.4 per cent of those teachers, as compared to 37.9 per cent in the small schools and 44.2 per cent in the middle-sized schools.

Student counseling and guidance was found to be a fundamental part of the teachers' participation in all schools. An unusually large "yes" response was given by those teachers in large schools. From the remarks on many of the papers, it was evident that the large schools had more planned guidance programs than did the smaller schools, which probably accounted for the 83.3 per cent affirmative replies from those teachers.

The schools with enrollments of over 100 indicated that their teachers had a voice in determining the standards for the marking system for those schools. The extent of this participation was not extensive, however, for slightly over one-half of the teachers in these schools answered with a

TABLE V

EXTENT OF TEACHER PARTICIPATION IN FORMING TEACHING POLICIES

Question	Enrollment 1 - 100			Enrollment 101 - 500			Enrollment 501 and over		
	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No
Do you have a voice in constructing the teaching schedule?	80	43.0	57.0	104	33.6	66.4	54	36.3	63.7
Do you have a voice in constructing the curriculum?	80	37.9	62.1	104	44.2	55.8	54	60.4	39.6
Do you have a voice in student guidance or counseling?	80	62.0	38.0	104	62.5	37.5	54	83.3	16.7
Do you have a voice in determining the standards for the marking system?	80	45.5	54.5	104	53.8	46.2	54	58.3	41.7
Do you select the textbooks used in your classes?	80	59.5	41.5	104	77.9	22.1	54	85.4	14.6

"yes" answer. A percentage of 54.5 per cent of the answers from teachers in small high schools indicated that they had no voice in their schools' marking standards.

Teacher participation in the selection of text-books was quite extensive in the large high schools and the middle-sized schools. Percentages of 85.4 and 77.9 "yes" replies indicated participation in this respect. The small high school again had much less voice in participation but reported a 59.4 per cent affirmative answer. Much of this participation for all schools was done in committees.

Staff policy. In determining staff policies, it was clearly evident that the large high schools permitted much more participation by the teachers than did the small schools. In nearly all cases the extent of participation in the schools increased proportionately with the enrollment in the schools.

The large high schools reported that 56.6 per cent of their teachers had a voice in setting the salary schedules for their respective schools. The middle-sized schools had a participation extent of 17.3 per cent, and the small schools permitted only 2.5 per cent of the teachers to help the administrator set up their salary schedules.

In making the teachers' rating scales, the large high schools once more had more participation than did the other schools. The small high schools returned a 3.9 per cent "yes" answer to this question as compared to returns of 5.8 per cent

for the middle-sized schools and 18.9 per cent for the large high schools.

In the third question concerned with staff policy-making, the determining of the school tenure policy, an unusual development was found. For the small and middle-sized high schools this policy was found to have the smallest extent of participation by the teachers; yet in the large high schools, it had one of the largest amounts of teacher participation. There was no indication as to the cause of this variation.

Teachers in large high schools indicated that they had the largest extent of participation in determining the retirement policies for their schools. Twenty-two and six-tenths per cent of those teachers submitted affirmative answers to this question. The middle-sized schools indicated a 3.8 per cent extent of participation and the small schools, 1.3 per cent.

The last question on the questionnaire was concerned with the planning of the school budget. Little participation was found in this respect. Two and five-tenths per cent of the teachers in the small schools helped plan their schools' budgets, and 8.7 per cent of the teachers in the middle-sized schools participated in the same manner. A slightly higher percentage of teachers in large high schools, 11.3 per cent, indicated assistance in this matter.

Table VI contains the data concerned with the extent of teacher participation in the formulation of staff policies.

TABLE VI

EXTENT OF TEACHER PARTICIPATION IN FORMING STAFF POLICIES

Question	Enrollment 1 - 100			Enrollment 101 - 500			Enrollment 501 and over		
	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No	No. returns	Per Cent Yes	Per Cent No
Do you have a voice in determining the salary schedule?	80	2.5	97.5	104	17.3	82.7	54	56.6	43.4
Do you have a voice in setting the rating scale for teachers?	80	3.9	96.2	104	5.8	94.2	54	18.9	81.1
Do you have a voice in determining the tenure policy?	80	1.3	98.7	104	2.9	97.1	54	18.9	81.1
Do you have a voice in determining the retirement policy?	80	1.3	98.7	104	3.8	96.2	54	22.6	77.4
Do you have a voice in planning the school budget?	80	2.5	97.5	104	8.7	91.3	54	11.3	88.7

CHAPTER IV

SUMMARY AND CONCLUSIONS

After carefully perusing the data reported in Chapter III, it was found that definite conclusions were evident from the summarization of facts presented. These summarizations and conclusions follow.

I. SUMMARY OF DATA

1. One hundred seventy-three teachers, 72.7 per cent, felt that the duties assigned to them by the administrative officials were evenly distributed among all teachers.

2. Over one-half of the teachers, 55.5 per cent, said that they were satisfied with the way in which their schools were administered; however, 58 per cent of the same teachers thought that their schools could be administered more democratically. An analysis of this response, however, showed that only 49.3 per cent of the teachers in small schools were satisfied with their school's administration as compared to 66.4 per cent of the teachers in the large schools. Sixty-two per cent of the teachers in the small schools thought that their schools could be administered more democratically as compared to 47.1 per cent of the teachers in the large high schools who believed more democracy in administration was possible.

3. It was found that the length of the teacher's tenure in his respective school was indicative of the voice he had in the school's administration. The amount of his participation was proportionately related to his length of service. This was particularly noticed in determining staff policies by teachers who had over ten years of service. Sixteen and four-tenths per cent of these teachers indicated a voice in determining such policies as compared to 3.1 per cent of the teachers who indicated that they had less than three years of service.

4. Some degree of teacher participation was found in nearly all schools. The percentage of affirmative replies indicating teacher participation ranged from 5.9 per cent in staff tenure policy-making to 70.6 per cent participation in the selection of text-books. Summarizing the results of the classroom policy answers, it was found that the mean extent of teacher participation in the formulation of such policies was 54.58 per cent. In like manner, the mean average of the extent of teacher participation in the forming of staff policies, determined from the five questions on the questionnaire based on such policies, was found to be 9.8 per cent. The extent of participation in all policies was shown in Table VII.

5. The break-down of the answers to the questions on the questionnaire into categories of schools based on the

enrollments showed teacher participation in administration to be more extensive in larger schools than in smaller schools. This trend was clearly indicated in every question with only one exception.

II. CONCLUSIONS

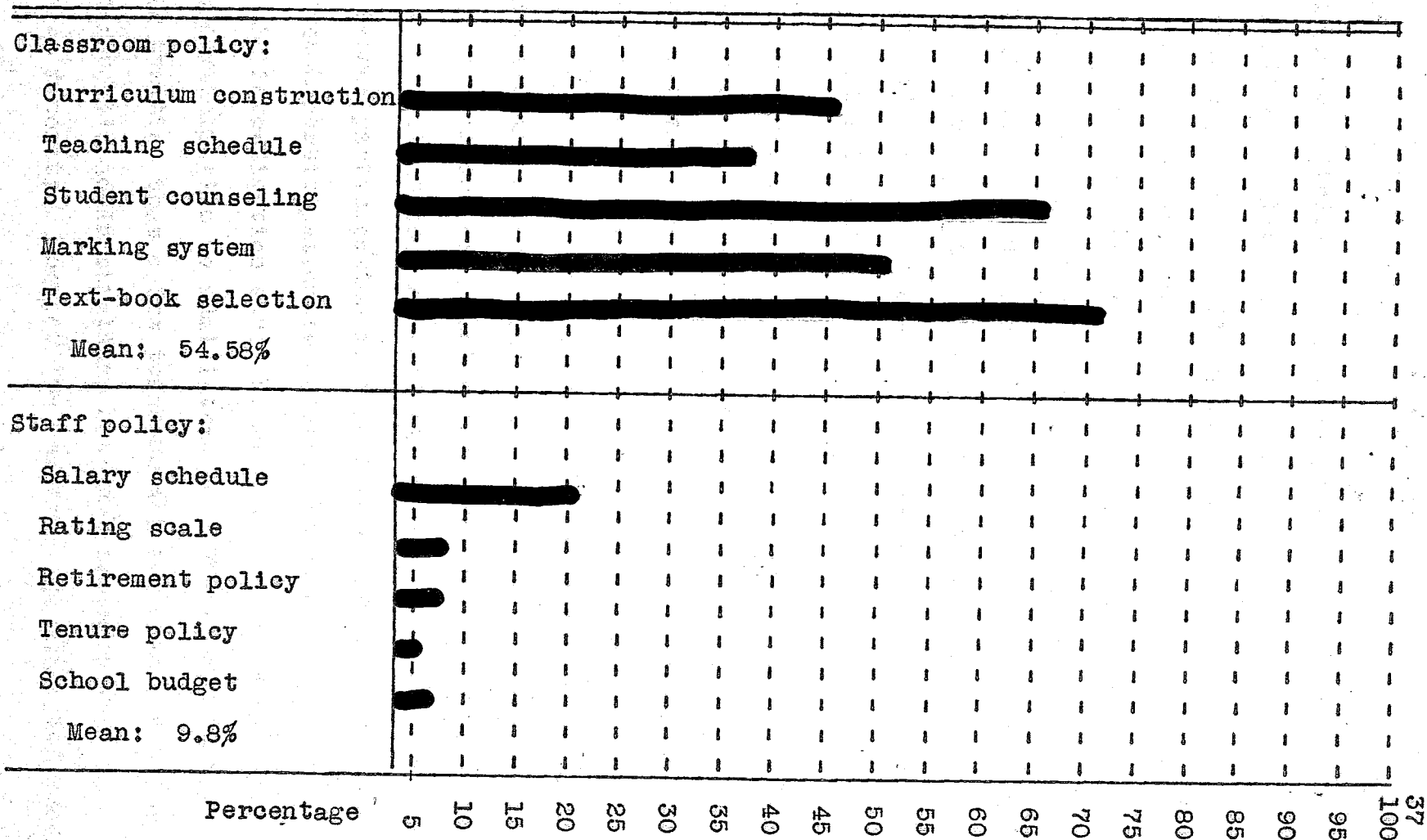
1. The data gathered by the questionnaire indicate that the equal distribution of assigned duties is not affected by the enrollment of the schools and that principals make an effort to treat all teachers alike so far as the assignment of duties to the teachers is concerned.

2. It was found that most of the teachers are satisfied with the administration of their respective schools, but most of them also think that the same schools can be administered more democratically. It was also found that teachers in large high schools are more satisfied with their schools' administration than are teachers in small high schools. It is possible that this satisfaction is due to the presence of more capable administrators in larger school systems.

3. The length of tenure in a school is an important factor in the teacher's participation in that school's policy making. In general, it was found that the longer the tenure, the more extensive is the teacher participation in administrative functions.

4. Considerably more participation in the formation

TABLE VII
SUMMARY OF TEACHER PARTICIPATION IN ADMINISTRATION



of classroom policies was found than in the formulation of staff policies. This was noticed particularly in small high schools where very little voice in staff policy making was given to the teachers.

5. It was found that large high schools were more democratic than small high schools in this study, since the amount of teacher participation was proportionately related to the enrollment of the school. This may be due to the existence of teacher federations in the larger school systems or to the administrative personnel.

Recommendations for further research. Various other avenues of research were observed which were directly related to this problem. The importance of teacher federations in giving the teachers a voice in administration could be ascertained by a study of such federations. A survey of boards of education and school superintendents could be made to obtain the opinions of school governing officials regarding teacher participation. An analysis of a school where extensive teacher participation is practiced would prove whether or not such participation is actually worthwhile.

An investigation could be made to determine if teachers desire participation in administration. There were indications in this treatise that a few teachers did not desire a voice in the school's administration, but such teachers were in the great minority. Most of the teachers who submitted remarks

on their returned questionnaires indicated a desire for participation and thought that the administrative heads in the schools should make an effort to let the teacher have a voice in many administrative functions. One teacher expressed the opinions of many when she said:

"Democracy is like christianity--if given a chance it will work."

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APPENDIX

- a. Establishing the national budget
- b. Establishing the national budget
- c. Establishing the national budget
- d. Establishing the national budget
- e. Establishing the national budget
- f. Establishing the national budget
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- z. Establishing the national budget

These are the main reasons for the establishment of the national budget, which is the basis for the national budget.

QUESTIONNAIRE

1. What is the enrollment of your school (grades 9-12)? _____
2. Are the assigned duties in your school evenly distributed?

3. Do you feel that your school could be administered more democratically? _____
4. Are you satisfied with the way in which your school is administered? _____
5. How long have you been teaching in the school system in which you are now employed? _____
6. Do you, as a teacher, have a voice in:
 - a. Constructing the teaching schedule? _____
 - b. Constructing or revising the curriculum? _____
 - c. Student guidance or counseling? _____
 - d. Determining the standards for the marking system?

 - e. Selecting the text-books used in your classes? _____
 - f. Determining the salary schedule for your school? _____
 - g. Establishing the tenure policy of your school? _____
 - h. Establishing the rating scale for teachers? _____
 - i. Establishing the retirement policy of your school? _____
 - j. Planning the school budget? _____

Have you any remarks concerning democratic administration in your school, or that may be helpful in interpreting any of your answers to the above questions? _____
