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<https://doi.org/10.18297/etd/1693>

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UNIVERSITY OF LOUISVILLE
A STUDY OF MANUALS FOR TEACHERS

A DISSERTATION
SUBMITTED TO THE FACULTY
OF THE GRADUATE SCHOOL OF THE UNIVERSITY OF LOUISVILLE
IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS

DEPARTMENT OF EDUCATION

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A L I C E C O R W I N

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ACKNOWLEDGEMENTS

11 July 34
Acknowledgement is due to Dr. J. J. Oppenheimer,
Department of Education, University of Louisville, for
guidance in the preparation of this thesis.

Dr. Raymond A. Kent, president of the University of
Louisville, and Dr. Edward Blom, Assistant Superintendent
in Charge of Research of the Louisville Public Schools, and
Miss Hilda Threlkeld, Dean of Women of the University of
Louisville, Schools gave valuable suggestions in this study
for which the writer is sincerely grateful.

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A STUDY OF MANUALS FOR TEACHERS

INTRODUCTION

Purposes of the Study

This study of manuals for teachers was undertaken for the purposes (1) of determining the practices of boards of education as they are reflected in handbooks, in order to learn how far they conform with modern educational philosophy and good administrative practices; (2) and of discovering just what material should be embodied in a booklet of rules and regulations for teachers of a city school system and writing such a manual based chiefly upon the minutes of a board of education.

The Nature of the Study

The investigation was essentially an analysis and evaluation of current handbooks for teachers and a careful study of the minutes recorded during the past twenty years by a board of education.

The materials used were the following:

1. Manuals from eighteen school systems.
2. The records of the Secretary of the Board of Education.
3. A check list of items presented to representative principals and teachers.

The techniques employed were as follows:

1. A study of the literature on the subject.
2. The formulation and use of a check list.
3. Interviews with representative educators in order to find

out what the teachers wanted to know in regard to their school system and its policies.

Justification of the Study

The important role of a manual can hardly be questioned. If carefully prepared, it may play a large part in creating that kind of atmosphere in which all the board of education employees work together more happily, enthusiastically, and harmoniously than they otherwise would. The handbook seeks to adjust the teacher readily to the material resources of the system and to the extracurricular and routine business life of the school.

It has certain advantages that can be secured by no other means. It serves as a ready reference and guide, easily available when needed. Printed matter can be taken home by the teacher and studied at leisure. Oral directions and suggestions are soon forgotten or confused and so result in embarrassment and in serious loss of efficiency. Often a letter reminding teachers of a duty or a policy is sent out by the administrator's office as a result of some teacher's mistake, which a wise use of a manual might have avoided.

1

A little research into the prevalence of handbooks reveals they have been prepared for every class of workers - all the way from army bakers to United States' immigrants. They have appeared in practically all fields where there is a demand for information, because they provide a method whereby information

1 "Handbook" and "Manual" are used synonymously to refer to a booklet of policies, principles, or rules and regulations.

may be organized and disseminated; consequently, they are a convenient means by which teachers may understand the principles and policies of the administrators.

Teachers when cognizant of the philosophy of the board of education are much more intelligent workers. "As is the teachers, so is the school" has become an educational maxim. The personality, vision, and skill of classroom teachers are powerful factors in the school organization, for they condition educational progress. Any means or agency that makes for better vision, greater enthusiasm, and a clearer understanding in the teaching corps contributes abundantly to the realization of the ends for which the school exists.

Rules are necessary for the proper maintenance of any school system. Too many detailed regulations are impractical, but the absence of all written rules for guidance is even more unwise. The necessary rules and regulations formulated by the administrators give to a school system both unity and stability - important factors in any organization.

A handbook of regulations enables each teacher to know his own functions, and it definitely places responsibility. Friction, which reduces the work of the board of education just as it does the movement of a machine, is lessened; while the practice of blaming some one else in the system - a pastime usually called "passing the buck" - is checked. The availability of these rules and regulations established traditions and habits which make for prompt action and result in a degree of coordination of activities, otherwise impossible.

Such rules are especially helpful to new teachers and to those who have recently entered the organization from other communities. They immediately inform such employees of their power and duties and prevent their groping in the dark. Moreover they facilitate the training of inexperienced workers, for, when presented to beginning employees, these written instructions result in greater satisfaction to the teachers and in less loss to the school system itself. If thoughtfully prepared and humanely enforced, they create a desirable atmosphere and frequently prevent misunderstandings.

Capable followers must have an intelligent appreciation of the purposes, plans, and programs advocated by the leaders. A handbook may become one of the factors tending to make teaching both an art and a science, if that handbook rather clearly reflects the philosophy supported by the board of education and policies which are outgrowths of that philosophy.

Manuals are often useful also in comparative studies. They furnish a convenient means whereby one city may learn the procedure of other school systems.

Sources of the Data

1. Manuals from various school systems were analyzed. Three of these manuals came from New England cities, three from the Middle Atlantic section, eight from the Central, three from the Southern, and one from the Western. Three were issued by states, not cities, but their recent date and the fact that city manuals must not conflict with any state handbooks made them valuable in the study.

2. The minutes of a board of education supplied the policies that determine the rulings of that particular board.

3. Educational literature furnished the ideals of school administration and philosophy as supported by authorities.

4. Interviews with teachers gave material that teachers need in handbook.

Methods Used

From the sources used and the type of the problem, it followed that the methods used were chiefly descriptive and analytical, although synthesis was employed in the construction of the manual.

Procedure

1. Previous studies in the field were reviewed.
2. Acceptable educational philosophy and administration were discovered from the writings of authorities upon the subject.
3. All the available manuals for teachers were analyzed.
4. Teachers were interviewed in regard to the subject matter they desired in a handbook.
5. The minutes of a board of education were read.
6. Policies and rulings for teachers were formulated from the minutes read.

CHAPTER I

SUMMARY OF OTHER INVESTIGATIONS UPON THE PROBLEM

Many administrators have studied the content and have investigated the usefulness of manuals for school people.

As early as 1920 J. Boggs published the results of his study in an article entitled "School Board Regulations Concern-
1
ing the Elementary School Principal".

He found that many cities were completely revising their rules and supplementing them with bulletins, handbooks, etc. He decided, from a study of the rules of thirty cities, that the weaknesses of the regulations were due the following characteristics:

1. Inconsistent with present day theory.
2. Too detailed on points which should be discretionary.
3. So vague as to be meaningless.
4. Not coordinated with state rules and laws.

Even before that time William W. Theisen² made an investigation based on a study of the school board rules in a hundred cities. He discovered that the first publications considered the school board and superintendent; then handbooks for principals were provided; and later those for teachers were deemed advisable.

- 1 "School Board Regulations Concerning the Elementary School Principal", The Elementary Sc. Journal, Vol. XX, No. 10, June, 1920, p. 730-742.
- 2 The City Superintendent and the Board of Education, Contributions to Education, No. 84, Teachers College, Columbia Univ., New York City, 1917, p. 127-32.

The Seventh Yearbook, the Bulletin of the Department of Elementary School Principals, The Elementary School Principalship, lists the duties prescribed for elementary principals in 25 cities of over 100,000 population. "Make sure that the teachers are acquainted with the Board rules" is one of the duties mentioned; obviously these cities had rules for teachers.

In an article, entitled "A Critical Analysis of Rules and Regulations", E. O. Melby³ published his findings after a study of manuals. He canvassed 416 city school systems, including all cities having a population of 20,000 and more, or, employing more than 100 teachers. Three hundred thirty-nine replies were received with 141 sets of rules and regulations which were in operation during 1925-26. Of these, 111 were printed in separate booklets; while the others were mimeographed or incorporated in the annual report or other publications. The average number of printed pages in these booklets was 33. In another article, "A Check List for the Preparation of Rules, Regulations, and Written Instructions",⁴ Melby discussed the guiding principles for rules and regulations and presents a detailed check list. He suggests that the techniques developed by industry in job analysis might be helpful. He emphasized the necessity for constant study and revision in order that the written rules may harmonize with changing practices.

3 "A Critical Analysis of Rules and Regulations", American School Board Journal, No. 72, March 1907.

4 American School Board Journal, No. 74, May, 1927, p 43-45.

W. N. Anderson⁵ studies manuals for school officers and pointed out the advantages of carefully worked-out rules and regulations and formulated a suggested list of rules for teachers and principals. He stresses the necessary perquisites of good judgment and a thorough understanding of the problems involved before the making of regulations is attempted.

N. L. Enghelhardt and Fred Engelhardt in their work, Public School Business Administration⁶, present guiding principles for the preparation of rules; outline major topics to be covered; quote Melby's Checking list for rules; and give suggestions for preparing written instructions. They distinguish between (a) rules which deal with authority, responsibility, and relationships, and (b) written instructions, which are administrative devices.

A. L. Heer⁷ in an article, entitled "A Neglected Principle of Organization in the Administration of Our Public Schools", discusses the need for definiteness in assigning duties in school organization and deplures the fact that only 83 of 206 cities above 25,000 in population owned printed rules and regulations in 1927.

Edgar Mendenhall⁸, in a study of the city school board's task, gives reasons for school rules and suggests the characteristics of a good set of rules. He finds that regulations do not

5 Anderson, W. N., A Manual for School Officers, The Century Co., New York, 1925, Chapter 9, "Rules and Regulations," p 134-151.

6 Engelhardt, N. L. and Engelhardt, Fred, Public School Business Administration, Bureau of Publications, Teachers College, Columbia University, New York City, 1927, p 150-162.

7 Heer, A. L., "A Neglected Principal of Organization of our Public Schools", Educational Research Bulletin 6, March, 1927, p 101-4.

8 Mendenhall, Edgar, The City School Board Member and His Task, College Inn Book Store, Pittsburg, Kansas, 1929, p 31-32.

check initiative, and he thinks that rules should be definitely stated in order to avoid misunderstandings and should be detailed enough to define duties and to place responsibility.

J. C. Morrison⁹, in an article upon the subject, reports his study of school board rules in twenty Illinois cities. He gives the frequency of appearance of certain topics, and, in answer to the criticism that rules and regulations are too inflexible, suggests that they be printed in loose leaf form, so that revision can be entered conveniently. In his principles of guidance in the preparation of rules he gives the following ones:

- "1. Rules and regulations should be formulated from an analysis of the service to be rendered.
2. Rules and regulations should definitely fix responsibility.
3. Rules and regulations should eliminate the overlapping of authority.
4. Rules and regulations should grow out of the experience of the men and women performing the service, subject to the approval of the representatives of the people who are to be served.
5. Rules and regulations should be constantly subject to revision under such conditions as would insure due consideration for the public good".

Mr. Morrison adds, "When one examines rules and regulations now in force, one is not surprised that some superintendents look upon them as being 'too mechanical' or 'too flexible'. When

9 Morrison, J. C., "The Value of Carefully Defined Rules and Regulations Covering the Work of the School Board and the Superintendent", American School Board Journal, No. 73, February, 1926, p 48-50.

they deal with petty details rather than broad administrative principles when they have been made by the scissors and paste method rather than from a thorough knowledge of the service rendered...they are...to be condemned". However, he feels that regulations properly formulated may be exceedingly helpful.

W. G. Reeder in his work, The Business Administration of a School System,¹⁰, lists the chief standards which the rules of a school organization should meet. He emphasizes the point that rules and regulations should state in unequivocal language the functions of the various employees. He insists that they should not be so rigid as to make it impossible for workers to express their individuality, when to do so would result in greater efficiency. The importance of amending archaic and useless rules and of following existing ones is also stressed.

The Department of Superintendence and Research Division of the National Education Association received so many requests for the names of cities that had recently published rules that in 1929 that department collected copies of the rules and regulations governing schools of over 30,000 in population. 95 cities furnished copies of rules, 36 replied that they were revising theirs at that time. A circular¹¹ published as a result of the study of those 95 handbooks, shows that an examination of the format and content of the manuals revealed, in regard to the characteristics of a well-organized set of rules and regulations, the facts which are summarized in the paragraphs that follow.

10 Reeder, W. G., The Business Administration of a School System, Ginn & Co., Boston, 1929, p. 227-232, 276-282, 389-402.

11 Circular No. 4, March, 1930, Educational Research Service, Department of Superintendence and Research Division, N. E. A., Washington, D. C.

In 83 of the cities the by-laws, rules, and regulations are published separately; while in 10, they are printed in annual reports, directories, or handbooks. A few cities have handbooks in addition to their regular publications of rules and regulations.

In 1931 George D. Talbot¹², who made an intensive study of fifteen handbooks, found that there was little similarity in their content. The question at once arose as to the reason of the dissimilarity. Was it due to the different environments served, or were the handbooks providing needed information or just information? In order to find out Mr. Talbot presented a check list of 170 items to 302 teachers, who were asked to check all items which they felt should be discussed in a handbook for their system, if such a book were to be of maximum value. Provision was made for the writing in of essential items not mentioned in the check list. The responses showed that teachers, wherever located, need practically the same information, and the variations in subject matter that did occur were due to the differences in the size of the school system. Mr. Talbot concluded that in many cases the handbook may prove an efficient means of putting information into the hands of the teachers, and that his check list, accepted by the 302 teachers, might provide an objective basis for the organization of new handbooks.

The authorities agree that the major requisites of manuals include the following:

1. They should contain guiding principles as well as detailed rules.

11 Talbot, George D., "The Content of Teachers' Handbooks," Educational Research Bulletin, Vol. X, No. 10, 1931, p 255-262.

2. They should be consistent with existing school laws and with actual school practice.
3. They should clearly set forth lines of authority and other relationships.
4. They should be sufficiently detailed to allocate duties and to fix responsibility without destroying initiative.

There is a wide difference in the size of the books; the variation extending from 3" x 5 $\frac{1}{2}$ " printed booklets to 8 $\frac{1}{2}$ " x 14" mimeographed sheets. Thirty-three systems use the 6" x 9" size, while that many others use pocket size editions measuring 4" x 6" or 3 $\frac{1}{2}$ " x 6".

The largest manual is Boston's 367 page volume. Only 12 have more than 100 pages, and 29 have 25 or fewer pages. The number of pages is not always a measure of the amount of reading matter because there is a wide variation in the size of the type used. A few manuals employ type too small to be readable. 10-point seems to make the most legible booklet.

Most of the specific rules or regulations are numbered. More than half have a complete numbering of main divisions and subdivisions which makes for convenience in finding a specific item. In the paragraphy are numbered consecutively throughout; 14 have independent sections which are not numbered but which have numbered sub-headings.

About a third are without index or a table of contents; while not quite that proportion contain both. The others have one of the two. When both are supplied, the book is much more usable.

Five are undated. 82 percent of the others bear a date of publication later than 1924.

Thirteen include provision for being kept up-to-date. Three are in loose leaf form. The others include blank pages for changes.

There is a wide variation of titles, including Rules and Regulations, By-laws and Rules, Administrative Code, Manual, and Handbook.

All of the booklets mention the following items: (1) board of education, (2) secretary to the board, (3) treasurer to the board, (4) attorney to the board, (5) superintendent of school, (6) assistant or associate superintendents, (7) business manager, (8) superintendent of buildings, and grounds, (9) supervisors, (10) directors, (11) director of research, (12) heads of departments (13) attendance officers, (14) clerks, (15) principals, (16) assistant principals, (17) teachers, (18) substitute teachers, (19) pupils, (20) superintendent of engineers and janitors, (21) engineers and janitors, (22) director of health, (23) physicians and medical inspector, (24) nurses, (25) dentists, (26) health and medical regulations, (27) school calendar, (28) community use of buildings, and (29) inter-school relationships.

Combining what seem to be the best of desirable characteristics listed by Mendenhall, Morrison, and Reeder, the following group should form a reliable criteria for manuals:

I. Content

- A. Rules should be in harmony with present day theory and existing school laws.
- B. They should be guiding principles rather than detailed instructions. Petty details should be omitted.
- C. They should very definitely fix responsibility and define duties without killing initiative and individuality.

- D. They should be clear as to meaning. Vague and general rules are ineffective. They should be clearly stated; so misunderstandings as to their meanings will not arise.
- E. They should be reduced to writing, for, when crystallized in written language, they project themselves into reality and are less apt to be forgotten both by those who make them and by those for whose guidance they are made.
- F. They should be constantly subject to revision. A rule that is no longer needed should be repealed and not be allowed to become a dead letter.

New rules should be adopted to keep pace with the growing school system and the changing times.
- G. They should be simple, clear, and just.
- H. They should be developed on the assumption that professional attitudes toward work will be the guides of all the workers in the system.

2. Form

- A. They should be well organized under proper heads and sections.
- B. They should contain a table of contents.
- C. They should have readable type.
- D. They should be of a convenient size.
- E. They should have space for changes and additions.

CHAPTER II

ANALYSES OF REPRESENTATIVE MANUALS

All the manuals that could be secured from various school systems were analyzed in detail. The manuals studied were obtained in response to letters written to the city superintendents of schools. Many did not reply; some wrote that they had no manual; while still others said theirs was being revised. One book sold for one dollar thirty cents. Two superintendents asked that theirs be returned. Although but eighteen were received, these represent cities of various size in sixteen different states from every section of the Union. Such a chance sampling ought to be representative.

Three state manuals, which in addition to the others, were received have more relation to the subject than the casual observer would realize. City handbooks must be consistent with those issued by the state, and the two possess many elements in common. The state manuals of Kentucky and of Indiana are of recent date and more nearly approach the criteria established by authorities than do some of the others.

A study of representative manuals brings out the fact that the rules and regulations of a city board of education embody to a considerable degree the policies of those in charge of the schools. They also reveal much that is current in educational practice. They show that twenty-eight percent of the boards of education represented by manuals indicate that it is the function of the school to guide the pupil's instinct for self-expression; to provide for freedom of individual response, and to supply community-life stimuli and guidance.

In one handbook¹ the ideas are expressed thus: "Activities based on life situations should be selected in accordance with the interests, needs, and abilities of individual pupils", and one of the purposes of the school is given in the following words, "To develop a spirit of good will, friendliness, and understanding on the part of every individual toward his fellow beings in his own community, in his nation, and in other nations".

From the regulations that apply specifically to teachers and pupils, it can be seen that out of 18 of the boards of education studied, 10 take cognizance of the facts that education is through purposive activity, that everything that boys and girls do with zest is educative, provided the activities have leading-on qualities, and that the aim of education is continuous growth, physical, mental, emotional and social. To quote the Administrative Handbook for Indiana Schools, "the development of attitudes is the most lasting of all the experiences that one realizes in school and the most potent in shaping one's future career and activity". The Manual of Organization and Administration for High Schools of Kentucky says that the school should make an earnest endeavor to explore the pupils' abilities, likes, and dislikes.

In the sections devoted particularly to teachers - their duties, rating, and salary schedules, it is seen that teachers are expected to be students of educational problems, and that they are to make reasonable effort to improve themselves in their profession, although professional preparation above the minimum requirement

1 Directory and By-Laws of the Board of Education of Detroit, Mich., p 90.

has no value to the school unless it results in better service in the system.² It may also be deduced that boards of education believe that, when high professional ideals are held, and when the worker is imbued with an ambition and a professional pride to reach these ideals, then the best, the most exacting, and the most helpful supervision is self-supervision. The best service is not that which is demanded at the point of rules and regulations, but is that which is given freely by the employee who assumes marginal duties and goes the second mile in performing his obligations³. One does not have to read far between the lines to find that the establishment of happy, helpful relations between the teacher and the learner, as well as between the administrator and the teacher, is the supreme test of any school system.

The better handbooks do not try to go very far into detail but rather outline the policies and principles of the board of education and the superintendent. Their rules are not too rigid and mechanical, but are based on good common sense and an understanding of human nature. A careful examination of the manuals shows that there is wide variation in their content. Note analysis of handbooks p . . . Many of the books contain salary schedules and articles upon the efficiency and rating of teachers with comments upon such points as the following: (1) Preparation, (2) Success with pupils, (3) Attitude toward work, (4) Professional spirit, (5) Technical skill in teaching, (6) Health, energy, and personality. Pupils' tuition rates, state school laws, city

2 Rules and Regulations of Spokane, Wash., p .8.

3 Rules and Regulations of Kansas City, Mo., p 23.

ordinances, and state codes of ethics also appear in some of the booklets.

A few of the handbooks contain irrelevant matter. Occasionally there occur such statements as the following: "No problem in arithmetic is considered solved, nor is any computation finished, until it has been proved"⁴. This, it is self-evident, should appear in the curriculum, instead of in the manual.

The necessity of keeping the regulations up-to-date is readily seen in such provisions as these: "Carrying fire-arms or deadly weapons in or about the school buildings or grounds shall be punished with instant dismissal,"⁵ and "Visiting each other's rooms" (meaning the teachers' visiting) "except on business of the school which cannot be postponed, and all writing and reading not immediately connected with the schools, also sewing, knitting, and all work not tending directly to the advancement of their pupils, are positively forbidden"⁶. Rules, like these, which are out-of-date, should be repealed and will, no doubt, disappear from the revised booklets. The most practical provisions for changes in the manuals seem to be blank pages upon which may be written or pasted revisions.

Some of the handbooks list all the schools of the system with their locations and principals; this appears unwise because the use of names, like the use of dates, makes the booklet go out of date sooner than it otherwise would.

4 Rules and Regulations of the Public Schools of Evansville, Ind., p 17.

5 Manual of the Board of Education of Louisville, Ky., p 33.

6 Rules and Regulations of Evansville, Ind., p 45.

Several of the manuals reveal the danger of going too much into detail. For example, a statement that the teachers must hold faculty meeting every week may lead to many useless, routine meetings to the injury of teacher morale. The emphasis should be rather upon the positive, professional concept. Minor details ought to be avoided.

No one manual contains all the desirable characteristics; but there is constant improvement, because the later the date of booklet, the more nearly it approaches these criteria. In-as-far as the manuals possess the criteria mentioned in the previous chapter, they are adhering to the standards set up by authorities in the field⁷.

The handbooks may profitably contain the national or state code of ethics for teachers. As it is now, some of the teachers do not know that their state has a professional code. Adherence to a code helps to make any group professional. When easily available, it acquaints the teachers with acceptable practices. Such acquaintance is desirable, since many engage in unethical practices simply because they do not know better. This is particularly true of those persons who have only recently entered the organization.

A chart of the administrative organization is another helpful item which manuals may contain. All official business should be transacted through the proper channels, and often teachers without a diagram of the set-up, do not definitely understand how to proceed with appeals or other communications.

7 Van Dyke, G. E., "The Business Administration of City School Systems as Shown by Rules and Regulations", The American School Board Journal, Nov. 1930, p 47.

Appeal must first be made to the official under whose immediate direction the teacher serves; if this official fails to satisfy the appellant, the latter should take the matter to the official next higher up, and so on. The ^{chart}~~plan~~ should show the proper line of communication⁷.

The sources from which the boards of education may derive their information upon which policies are based are as follows: (1) annual reports of superintendents; (2) books and magazines that deal with school administration; (3) regular publications of state education associations and state departments of education; (4) the research bulletins of the National Education Association and (5) the yearbooks, research bulletins, and other publications of the U. S. Office of Education.⁸ A policy should be determined only after the board of education has studied all the pertinent facts. In some cases the boards evidently have not yet been able to obtain all the facts which bear upon a particular problem, for often they have not outlined a course of action upon some particular point. Consequently, the manuals are not fully adequate when such is the case, but they do serve somewhat as compasses to the teachers.

7 Van Dyke, G. E., "The Business Administration of City School Systems as shown by Rules and Regulations", The American School Board Journal, Nov. 1930, p 47.

8 Adapted from The School Board Member, Research Bulletin, Vol. XI, No. I, National Education Association, Washington, D. C., Jan. 1933, p 25.

Results of the Analyses

Table I p presents a list of manuals analyzed with the dates of their publication and the size of the cities represented. Especially important in determining the significance of the data are the dates of the publication of the rules. These range from 1916 to 1934; in every case the booklets with the more recent dates more nearly approach the standards set up by the authorities than do the books that were published some time ago.

The systems whose rules and regulations were studied vary in population from 45,155 to 1,573,985. Although only eleven percent approximate Louisville in size, this does not affect the study to any marked extent because one of Talbot's findings was that teachers, wherever located, need substantially the same information regardless of the size of the school system with which they are connected. His list of items suggested for inclusion in a manual shows but little difference in the type of information serviceable to teachers in localities varying in size from the crossroads village employing seven teachers to a city employing three hundred⁹.

As the manuals were studied, it was noticed that their terms vary greatly; for instance, the Board of Education is given, besides that title, the following ones: Board of School Directors, School Committee, and School Commissioners. The nomenclature of the various departments of the school system differs likewise.

9 Talbot, G. D. "The Content of Teachers' Handbooks," Educational Research Bulletin, Vol. I, Nov. 10, 1931.

TABLE I "RULES AND REGULATIONS" STUDIED

CITY	POPULATION 1930 CENSUS	TITLE	DATE
1. Atlanta, Ga.	266,559	Rules and Regulations of the Board of Education	1927
2. Baltimore, Md.	801,741	Rules of the Board of School Commissioners	1929
3. Cleveland, Ohio	900,430	Administrative Code of the Board of Education	1925
4. Detroit, Mich.	1,573,985	Directory and By-Laws of the Board of Education	1933
5. Erie, Pa.	115,922	Rules, Regulations, and Resolutions of the Board of School Directors	1929
6. Evansville, Ind.	102,151	Rules and Regulations of the Public Schools	1930
7. Hamtramck, Mich.	56,283	Public School Code	1928
8. Indianapolis, Ind.	364,073	Rules of the Board of School Commissioners	1931
9. Jamestown, N. Y.	45,155	Rules and Regulations of the Public Schools	1929
10. Kansas City, Mo.	392,751	Rules and Regulations of the School District	1925
11. Louisville, Ky.	307,808	Rules Governing the Board of Education	1916
12. New Bedford, Mass.	112,836	Rules and Regulations of the Public Schools	1922
13. New Orleans, La.	455,792	Rules and Regulations of the Orleans Parish School Board	1930
14. Providence, R. I.	252,243	By-Laws and Regulations	1929
15. Richmond, Va.	182,883	Rules and Regulations	1931
16. Spokane, Wash.	116,010	Rules and Regulations of the Public Schools	1927
16. St. Louis, Mo.	822,032	Rules and Charter of the Board of Education	1926
18. Washington, D. C.	486,869	Manual for Teachers	1932
Indiana	State	Administrative Handbook	1930
Kentucky	State	Manual of Organization and Administration for High Schools	1933
Kentucky	State	School Code (of the Commonwealth of Kentucky Submitted to and accepted by the Ky. Gen- Assembly, 1934)	1934

One city has, in addition to its booklet of rules and regulations, a separate one relating to the examination, certification, employment, and salaries of teachers. One manual contains blank pages for revisions; another has sections where new material may be pasted; while still another has a loose-leaf binder form which provides means for revision.

Often much valuable information should be more logically arranged. The four most usable booklets have both tables of contents and ^{indices} ~~indices~~ 52 percent contain a table of contents and 48 percent have an index. The small print of one manual renders it almost useless.

Eighty-three percent contain no policies but have merely rules. By far the most imposing of the manuals, the one from Hamtramck, Mich. devotes pages to the Board of Education's philosophy and policies and also includes trends in education and present-day thought. It contains diagrams of the organization of many departments, like the executive, the administrative, and child-accounting - thirty-two in all. It is divided into two divisions: Part I, The Plan and Part II, Means of Procedure. Part II repeats some of the good material of Part I. The great length of the book - 278 pages 6 in. by 9½ in. - probably renders it less serviceable than it would be, were it shorter. Often the small booklets contain much valuable, definite information, carefully selected and concisely stated. Twenty-two percent of the booklets are as serviceable to a janitor as they are to a teacher, and, in those cases his duties are described with too much detail, even were the handbook written especially for him. Fifty percent of the manuals are more serviceable to a member of the Board of Education than to a teacher because more pages are

devoted to the order of procedure of board meetings than to the duties of the teacher. Two handbooks contain Robert's rules of order in a condensed form. Half of them devote an undue amount of space to charters of the boards of education and state school laws, to use of the buildings and grounds by outside agencies, and to the regulations regarding janitors. Booklets for teachers should contain only pertinent material that will make them more efficient classroom leaders and more intelligent members of the school system.

Table II p shows the topics included in the manuals which were analyzed. The personnel groups and other items are listed.

The personnel groups listed in Table II receive attention from nearly all of the manuals. Richmond, Virginia is the only system that does not have rules relative to the board of education. Clerks and the business manager are discussed less frequently than are any other groups. The topics that occur least frequently are the calendar and school boundaries.

Some examples of rules that are too detailed are as follows:

"Handrails, door knobs, and door-pulls shall be washed with cleaning and disinfecting solution at least once a week and oftener if circumstances require.....Daily, at the close of school and on Saturday, Sunday, and holidays, all window shades throughout the building are to be drawn halfway; i. e., to the meeting rail of sash.¹⁰ "The windows must be washed in each of the months of September, December, and April, and at other times when directed by the Superintendent of Maintenance. The janitor shall during

10 Rules, Regulations, and Resolutions of the Board of School Directors of Erie, Pa., p 53

Board of Education Organization	Atlanta, Ga. Baltimore, Md.	Cleveland, Ohio.	Detroit, Mich.	Erie, Pa.	Evansville, Ind.	Hamtramck, Mich.	Indianapolis Ind.	Jamestown, N. Y.	Kansas City, Mo.	Louisville, Ky.	New Bedford, Mass.	New Orleans, La.	Providence, R. I.	Richmond, Va.	St. Louis, Mo.	Spokane, Wash.	Washington, D. C.	Total Frequen
Officers	x x	x	x	x x	x x	x x	x	x	x	x	x	x	x	x	x	x	x	17
Functions	x x	x	x	x x	x x	x x	x	x	x	x x	x	x	x	x	x	x	x	17
Superintendent- duties	x x	x	x	x x	x x	x x	x	x	x	x x	x	x	x	x	x	x	x	17
Ass't. Superin- tendents	x x	x	x	x x	x	x	x	x	x	x		x					x	12
Business manager	x x		x	x		x x	x	x		x x	x			x	x			11
Supervisors	x		x	x		x x	x	x	x x				x x	x x	x	x		13
Principals	x x	x	x	x x	x x	x x	x	x	x x	x x	x	x x	x x	x x	x	x		18
teachers	x x	x	x	x x	x x	x x	x	x	x x	x x	x	x x	x x	x x	x	x		18
Pupils	x x	x	x	x x	x x	x x	x	x	x x	x x	x	x x	x x	x x	x	x		18
Clerks	x x		x	x			x					x	x x					8
Attendance Dep't.	x x	x	x	x x	x x	x x	x	x	x x	x x	x	x x	x x	x x	x	x		18
Health Dep't.	x		x	x						x x	x	x	x x					9
Janitors	x x	x	x	x x	x x	x x	x	x	x x	x x	x	x	x x	x x	x	x		18
Use of School building	x x		x	x x	x x	x x	x	x	x x	x x	x	x	x x	x x	x	x		16
Special Schools and Classes	x x	x	x				x	x	x x	x x	x	x	x	x	x	x		13
Salary Schedule	x		x	x			x		x x	x x	x	x x		x x		x		10
Calendar		x	x									x						3
Inter-school Re- lationships	x			x x	x												x	5
Organization Chart					x					x x	x	x			x			5
Public Relations	x x	x	x	x x	x x x	x x	x	x	x x	x	x	x x	x	x x	x	x		18
Miscellaneous	x x	x	x	x x	x x x	x x	x	x	x x	x	x	x	x	x x	x	x		18
School laws	x		x	x x	x			x	x	x	x	x	x	x				10
School boundaries		x		x	x													3
Tuition Rates	x x	x	x	x	x		x	x	x	x						x		7
Philosophy of Education																		6
Rules of Order				x			x	x				x	x					5

these months inspect all electric light globes and remove any dust that may have accumulated"¹¹. If these details are necessary for janitors, they should be incorporated into a book for custodians and should not be included in a handbook for teachers.

A similar criticism may be made in regard to rules of order, charters, and lengthy laws which are found in fifty-six percent of the booklets. Talbot's list¹² of the data that 302 teachers want included in a handbook does not contain items referring to laws and charters. Again it may be said that if such material is to be printed for teachers, it, at least, should not be embodied in a manual whose chief purpose is to serve as a quick reference booklet in regard to the duties of the classroom teacher. If the handbook is to be convenient and usable, it must not be bulky, nor must it contain extraneous matter.

While the regulations must not be too detailed, neither must they go to the other extreme and become too general and vague. For instance, the following ruling is not definite enough:—"As an incentive to broader preparation for their work and as a means of stabilizing the teaching stall, the board of education has established rules whereby financial recognition in the way of increased salary is granted to teachers who complete courses of study at approved institutions or under approved instructors in classes organized and conducted locally".¹³ Whatever the rules are, they

11 Rules and Regulations of New Orleans, La., p 73

12 Talbot, George D., "The Content of Teachers' Handbooks," Educational Research Bulletin, Vol. X, No. 10, p258, 1931.

13 Rules and Regulations of Jamestown, N. Y., p 19.

are not included here. The reader does not know what the increased salary is, nor which courses are acceptable.

The handbooks of Hamtramck, Michigan and of Washington City are recent and more nearly approximate the criteria of the specialists in the field than do any of the others. A regulation from the manual of the latter city illustrates a guiding principle instead of a rule with set hours; "All teachers will understand that their duties are not confined to the four walls of the classroom. Teachers will be assigned by the principal from time to time to various duties pertaining to playgrounds, lunch periods, assemblies, and many other building activities. This means that the daily hours of duty for the teacher must be more or less irregular, depending on the extracurricula duties that must be assigned by the principal". Such a statement is better than one that says, "The teacher must remain in the building till three thirty or a half hour after the pupils leave" or something similar.

The general criticism that could be made is that there are too many detailed rules and not enough guiding principles. A careful analysis forces one to conclude that, although the existing handbooks are helpful to teachers, most of the booklets fall short of maximum usefulness. Revision of many would bring them up to the standard, set by Talbot and other authorities.

CHAPTER III

THE BOARD OF EDUCATION'S POLICIES TOWARD THE PUPILS

The board of education establishes the policies of the school system; therefore, in order for the teachers to carry out intelligently these plans, they should understand the educational philosophy which motivates the policies.¹ The necessity of cooperation on the part of the entire teaching staff is so obvious that it is likely to be underestimated. Oneness of purpose, realized through the cooperation of all the staff, not only increases the joy of the work of the system but also prevents educational loss. A few workers out of harmony with the common aims of the organization mar the entire spirit and decrease the efficiency.

Education is no longer looked upon as an accumulation of knowledge. The mastery of facts is not considered one of the main objectives of present-day schooling. While teachers have outgrown the concepts that education is preparation or formal discipline; many are not clear as to its chief aims. If questioned, some could give only intangible generalities which could not, in any way, serve as guiding policies in their teaching. Many teachers have not pursued courses in administration and in the philosophy of education. Some have not read deeply enough to have formulated their own philosophies; nor do they know the philosophy that prompts the action of the board of education and the superintendent. Consequently many teachers cannot carry out the policies of the board of education as wisely as they otherwise could.

1 The Public School Code of Hamtramck, Mich., p 22.

A study of the policies of these boards of education whose manuals are listed in Table I, shows that twenty percent of them explicitly state that they are guided by the principles of applied psychology as regards their purposes, scope, and procedure. First of all, they recognize the human element in all relationships throughout the teaching profession. Pupils, teachers, and supervisors are all individuals to them, and are considered more important than curricula, methods, and even budgets. Washington City and Hamtramck, Mich., are especially clear in the statement of their attitudes. Some of the other cities studied leave one to read between the lines of their manuals.

The teachers' methods and emphasis, in fact, their attitude and professional spirit will be shaped largely by the policies of the board of education. For instance, the curriculum of a system that has for its guiding principles such ideas as that activities used on life situations should be selected according to the interests, needs and abilities of the individual pupils and that the subject matter taught should have for its core an understanding of the problems of present day life will differ largely from the course of study used in schools that do not emphasize such principles.

The teachers' outlook will be broader if their board of education believes that the schools should foster a spirit of goodwill and friendliness on the part of every pupil, not only toward the members of his own community, but also toward those of other nations. In short, the teachers must understand the administration's principles and practices, if they are to serve intelligently.

First the attitude of the board of education toward the pupils should be noticed. Up-to-date administrators accept the four main principles underlying the Dewey philosophy, namely:

1. The school should be child-centered, that is, attention is focussed on the nature and needs of the child.
2. Education is considered a process of experiencing; it is an active and a continuous reconstruction of experiences. Since education is a process of experiencing, and one learns by doing, then things must be arranged in the school so that the child may learn through experiences. The work of the school must be judged by the growth of the pupils in their power to meet new situations and in the variety of their interests¹.
3. The doctrine of interest and effort is upheld. Emphasis should be placed upon the fact that the theory of interest includes a theory of effort. The school should remove those obstructions which would discourage effort, but should leave enough others to make the adventure interesting. In the game of study, as in any other game, the pupil should encounter difficulties with the will to win. Thus education will be raised from boredom to an exciting adventure.
4. The school is "inherently a part of the total social process ---an embryonic community life, active with types of occupation that reflect the life of the larger society and permeated throughout with the spirit of art, history, and science".²

1 Adapted from Manual for Teachers of Washington, D. C., p 28

2 Condensed from Hamtramck Public School Code, p 14.

The school seeks to place children in possession of their social inheritance and to develop their creative powers.

In the present-day school the development of proper habits, attitudes, and interests is considered of utmost importance. The underlying philosophy is that every child should be given an opportunity to live richly and happily as a child, that each one should be brought to desire the better things of life, not only for himself, but for the group of which he is a part. In other words, the school is expected to teach the pupils to build up health, to value the fine art of living together, to learn citizenship by practicing it in the school, to desire to keep on learning, to employ the higher uses of leisure, and, above all, to develop fine character. Wise boards of education believe that education is that development of the individual which fits him to live well in a social environment, and thus to contribute to that environment by doing efficiently the things which he needs to do now and will most likely need to do later³.

Another one of the chief objectives of education is to enable the individual through reflective thinking to direct his own life into socially useful channels. Again this education comes through experiencing. It is largely useless to teach about morals or ethics. The school must present opportunities for each child to make choices in his conduct, and it must encourage the good choices and discourage the bad ones. Fifty percent of the boards of education, recognizing this need, emphasize the value of clubs and pupil-controlled activities, wherein the child learns good social

conduct in life-like situations. The term citizenship is frequently used in schools to denote work in character development. Pupils are marked "satisfactory" or "unsatisfactory" in such qualities as courtesy, cooperation, self-control, reliability, and helpful initiative. The tendency is to eliminate exact marks. "Satisfactory" means that the child is doing as well as could be reasonably expected, taking into consideration his mentality, his health, and his emotional poise.

Corporal punishment is restricted by all the school systems studied. Public opinion holds that it should seldom be employed by the teacher, at least not without consultation with the principal, and its use is to be avoided whenever possible. The old formal, arbitrary type of discipline disappears when the school is regarded as an embryonic community. The good citizen is not one for whose every step a chart must be provided by some authority, but he is the one who, self-directed and self-controlled, meets each life situation, expected or unusual, with cheerful common sense and the use of constructive thinking. Hence the pupil must be given the opportunity to become self-controlled and self-disciplined. That the boards of education feel self-discipline on the part of pupils to be desirable may be seen from their rules in regard to arbitrary discipline on the part of teachers. Nearly all the manuals contain a ruling similar to this: "Corporal punishment may be used only in cases of great urgency. Each teacher shall make out a full and complete statement in writing of each case in which corporal punishment has been administered by him upon any pupil, specifying the name, age and grade of the pupil punished, the offense charged, and the kind and degree of punishment inflicted and the name of every person who witnessed such punishment, which statement shall be given to the principal to

be forwarded by him immediately to the Superintendent of Schools"⁴. Eighty-nine percent of the manuals say that corporal punishment may be given only with the written consent of the parent or guardian. Ninety-five percent limit it to administration by the principal. The idea, of course, is to train citizens who will not have to be controlled by outside forces but who can govern themselves.

Both curriculum and method should be such that the pupil learns how to think rather than what to think. The school subjects are woven about a theme vitalized by a real interest. The subject matter is not learned or memorized because the teacher requires it, or because the pupils want to be promoted, or in order that they may get good marks, but the curriculum should be lived, experienced, pursued for the joy of the pursuit, and the learner spurred on by the curiosity inherent in every child. The curriculum should be stimulated by interest, and vitalized by reality. The child's interests which have leading-on qualities that are desirable should make up the curriculum. Harap, Hopkins, Briggs, and other curriculum experts agree that "the objectives of education are all the activities which ought to make the totality of human life from birth to death"⁵.

A modern school system provides, first of all, an extensive health program which includes free medical examination, free clinical treatment when necessary, training in health habits and attitudes and the breaking down of superstitions and false ideas established through commercialism. Safety education must also

4 Rules and Regulations of the Board of Education of Atlanta, Ga., p 33.

5 Briggs, Thomas H., "Curriculum Construction in the High School", School Review, Vol. XXXI, January, 1923, p 110.

permeate the life of the child. Boards formerly stated their principles rather negatively. For instance, Louisville's out-of-date manual says, "No pupil shall be detained ~~at~~ any regular recess, and no pupil shall be confined in the school room for more than two consecutive hours without exercise in the open air, except on account of the inclemency of the weather"⁶. Now the bulletins from the superintendent's office are stated positively in regard to the child's health and care. The school must consider the whole child: it must be interested in his mental as well as in his physical health, for the central task of the school is to develop fine humanized individuals. The emotions count as deeply as do intellects; they determine whether individuals are to be happy within themselves and within their environment with the native equipment with which they have entered life. The attitudes of facing problems squarely, of accepting or adapting what cannot be changed, and of considering the other person, must come from a healthy training of the emotions.

Learning belongs to every stage of life, and each stage should be given the education that it needs for its own profit and full enjoyment. Children should be taught to live rightly, intelligently, and happily as children, because living fully in the present is the best preparation for living adequately in the future. Pupils need to be happy and to have a sense of security. Education should be a joyous process, because joy is the only soil out of which fine personality can flower. To quote Angelo Patri,

6 Rules Governing the Board of Education of Louisville, p 49

"School must be the kind of place that permits full, brave, daring living"-----the kind of living that enables pupils to have faith in themselves and in each other.

The school should give the pupil training in the needed social traits. It should provide him with social situations which he may learn to handle successfully. Failure breeds more failure and inferiority complexes, while success leads on to success. Each pupil must be helped to succeed with his school duties and with his extra school obligations to his family, to the traffic officer, to the librarian, and to all the rest.⁷

Intelligent boards of education feel that few normal pupils should be allowed to fail in a grade and so be compelled to repeat the work. Such pupils may form the habit of failing or of considering themselves failures. The repetition of a grade is the remedy for poor work; the cure is greater stress on the fundamental principles of instruction, and more individual work upon these unusual cases. Aside from the discouragement that may arise from non-promotion, repeating a lower grade often results in the pupil's sacrificing the opportunity to experience one of the high grades. According to the ideas of 20 percent of the boards of education, non-promotion is an indictment of one of the following:

1. The school system and its philosophy.
2. The particular school and its organization or administration.
3. The curriculum of the grade or the ability of the teacher.

7 Directory and By-Laws of the Board of Education of Detroit, Mich., p .2.

One of the booklets expresses the idea of the majority of the analyzed manuals in this way: "Promotions should be made from grade to grade at any time; gradual promotions, in which a pupil works gradually from one grade to the next, by taking in the high grade such subjects as he is able to carry, are to be encouraged. Especial attention is to be paid to the progress through the grades of backward and over-age pupils to see that they do not become discouraged through repeated failures of promotion and finally come to a mere waste of time in the formality of repeating grades; no less attention is to be paid to the progress of especially gifted pupils to see that they are not encouraged to form habits of indifferent effort and idleness through retention in grades in which the work is below their capacity."⁸

As Dr. Strayer says, "Education is for success". Needless to add, Dr. Strayer means real achievement, not sentimental approval of poor accomplishment. The only measure that can be reasonably applied to the work of any individual is that which asks that he do the best he can. In an American school, failure and repetition are becoming abnormal. A child can not experience a feeling of success if he is kept working half-heartedly at the same old, half-mastered tasks. An enriched program for the superior child, rather than the skipping of grades and early graduation, is advisable, because acceleration of the gifted child usually leads to social mal-adjustment.

The ideals of a democracy require that the school adjust its standards to the pupils' abilities, interests, and environmental conditions. This policy results in a marked variation in curriculum content and even in different types of schools, especially

8 Administrative Code of the Board of Education of Cleveland, p 42.

high schools. Equality, not identity, of educational opportunity for each child is sought. Adaptability of subject-matter content is vastly more important than is mastery of routine⁹.

Since the school program should be individual¹⁰, so that each child will experience a sense of achievement, satisfaction, and security, the teacher must discover the pupils' abilities and their individual differences. A testing program consisting of tests of mental ability modern boards of education. The mental tests provide for ability grouping in order to improve the service of the school to the individual pupils through adjustment in the time spent on a given unit of subject matter, through adjustment of subject matter itself, and through adjustment in the pupil's programs. Homogeneous grouping encourages each child to work to his maximal ability. When arranging groups, in addition to intelligence and previous achievement, other pertinent factors, such as interests, attitudes, and health of the individual, should be considered. Even homogenous classification does not do away with the need for individual teaching, because nature has seen to it that no two children are alike¹¹.

Realizing that we live in a dynamic, not a static society, progressive boards of education promote a guidance program. They feel that the school must endeavor to keep square pegs out of round holes, and that it must accordingly give pupils the chance to develop their real inclinations, interests, and abilities. A child

9 Adapted from Bulletin to Parents of High School Pupils of Louisville, Ky., May 1931.

10 Waits, H. E., Practical Problems of the School, Benj. H. Sanborn, Chicago, 1922, p 3.

11 Mort, Paul R., The Individual Pupil, American Book Co., Cincinnati, 1928, p 17-371.

should be so trained in his power of adaptation that he will not become subject to a fate imposed upon him but will be enabled to help shape his own career. He should not have ideas forced upon him but should be taught to develop his own opinions, which, even when formed, are to be held tentatively. For this reason, fifty percent of the boards of education have ruled in their manuals that the Bible must be read without comment. ¹²"All teachers shall carefully guard against the introduction of questions of sectarian or partisan political nature" is one handbook's way of expressing the thought that is found in every one that was studied. If the boards could feel sure that teachers would present both sides of controversial questions, they would not have rulings against such problems. No doubt, they fear that some teachers would forcibly present but one side of a question and would try to prejudice the pupils. The ideal situation would be to have both sides of controversial questions clearly presented and then to allow the pupil to form his own opinion. In this matter, philosophy has outrun practice.

The school needs to cooperate with agencies like the library, museum, press, and other educational assets of the community.

"The cooperation of all the other local educational agencies --home, church, press, social centers, theatre, etc.,---should be encouraged and secured as far as possible."¹³ Some cities, as, for example, Louisville, have arranged with the city library for the loan of a large number of books to be exchanged periodically; while often teachers have a definite schedule for accompanying their classes

12 Rules and Regulations of Spokane Public Schools, p 23.

13 Eginton, Daniel P., "American School Board Journal", Mar. 1934, p 10.

during school hours to the city library for study or for free reading. On the other hand, however, the school must avoid being used by propagandists or commercial agents.¹⁴ Nor should the school attempt to teach what other agencies can teach better.

Extracurricular activities form another phase of the augmented program of the school. Clubs, orchestras, and other school organizations are used as a means of broadening the horizon, of stimulating new interests, and of promoting teamwork throughout the entire system. The use of the radio has proved of inestimable value in giving breadth of outlook. The radio has been described as the "fourth R". It gives the child viewpoints other than those of his teacher; it develops new life; it gets hold of that ethereal element known as the imagination. It enables the pupils to have subjects like music or science, for instance, taught by experts.

Exploratory courses in the junior high school reveal to the pupil his interests and, in a general way, his aptitudes. As Goodwin Watson aptly said, they are "a sort of cafeteria of desirable experiences", and they allow the pupil to do well that sort of thing which he would otherwise do in an inferior way. These courses widen and deepen the pupil's experiences; they also implant the idea of the glory of work and a wholesome respect for all types of labor.

The new economic order has brought the challenge of the use of leisure time. The school must help so that leisure may be spent with pleasure and with profit. The modern movie must be considered; the current magazine cannot be ignored; games for

14 Rules and Regulations of Spokane - Washington, p 23.

informal groups must be taught. Commercialized recreations have been taking up too much of the leisure time of the American people. Intelligent boards of education have decided that many former athletic programs have entirely overlooked the real needs of physical education and have provided games where a few participated; while most of the students have been merely spectators. These boards feel now that presentday education needs to offer activities of many wholesome kinds at the school, but it also needs to provide for a continuance of high-grade activity on the part of the individual during all the hours when he is outside the school. Consequently, group games are superseding organized athletics, and discussion clubs are taking the place of formal debates, for recreational provision must be made for the participation of the entire group instead of for the few. An analysis of the handbooks of typical schools shows that thirty-three percent of the systems allow the department of recreation to use the school buildings and grounds; although in many cases, as in Louisville, there could be a still closer relationship between the educational and recreational departments.

From the principles that the pupil learns through purposeful participation in experience and that he can learn only by his own activities, it follows that he should be afforded numerous motivated situations and self-directed activities. The successful boards of education desire these ends because they think the true purpose of education to be the development of each pupil in all his potentialities as a happy, contributing member of society. These ideas are in harmony with the tenets of educational philosophy. To use W. A. McCall's words, "The pupil is the center of gravity or sum of the educational system...All the paraphernalia of education exist for

just one purpose, to make desirable changes in pupils".¹⁵

It may be said, in conclusion, that what the boards do not say about pupils is probably as significant as many of the statements that are recorded in the booklets of regulations. The very absence of rules often implies a large degree of freedom. Even then, the boards of education in their attitude toward the pupils lag far behind present-day philosophy of education.

15 McCall, W. A., How to Measure in Education, Macmillan Co., 1923, p 6.

CHAPTER IV

THE BOARD'S ATTITUDE TOWARD TEACHERS

Most handbooks for teachers do, and all should, reflect the boards of education's attitude toward teachers. Do they believe in allowing teachers to participate in the administration of the school as far as is practical, or must all the plans come from above? Is the teacher considered a thinking personality or a mere cog in the wheel?

The tendency toward the wider diffusion of administrative rights and responsibilities has been under way in education as well as in other walks of life for a half a century; however, there are still various types of Administrative systems, ranging from the highly centralized, autocratic kind where there is no voluntary cooperation, to the diffused type. Many schools have an intermediate type wherein a little field of authority is reserved to every one in the system; and within his own field each is supreme but is responsible to some one else. This decentralized plan stimulates the teachers to greater originality and exertion. Even in the most highly centralized systems there is some degree of teacher participation in the administration of the school. Such participation has usually been by means of the informal discussion.¹

This attitude is in keeping with educational literature which says that sound school administration must give major attention to the nature and needs of the teaching staff. It cannot treat its teachers as if they were unskilled laborers working by the hour

1 Clark, M. G., "The Part the Teachers Should Play in School Administration", American School Board Journal, Aug., 1920, p 40.

in a wholly impersonal relationship with their employers². Nothing has yet replaced the human touch in personnel administration as an effective builder and conserver of high moral among workers.³

Professor Sears⁴, in a thorough study of the work of a hundred councils for teachers, found that almost every problem of school administration has been touched upon by them. Their contributions have been worthy and have met with official approval. Their work included the following: making courses of study, adopting teacher-rating plans, getting a teacher's pension law adopted, selecting textbooks, arranging for extension courses, assisting in issuing bulletins on many educational subject, helping to raise special taxes for school purposes, and formulating or revising manuals for teachers. The report is general that improvement has resulted from these activities. The morale of the staff is increased; the central authorities and the teachers understand each other better, because each group has gained something from the view point of the other.

As a democracy signifies that the individual shall have a share in determining the aims and conditions of his own work, so it demands that teachers share in the planning and directing of education. The right to plan, necessarily, carries with it corresponding responsibilities, like the obligations to criticize constructively rather than destructively and to cooperate fully in carrying out the will of the majority.

2 "Administrative Practices Affecting Classroom Teachers", Part I: "The Selection and Appointment of Teachers", Research Bulletin, National Education Association, Vol. X, No. 1, Jan. 1932, p 3.

3 "Administrative Practices Affecting Classroom Teachers", Part II: The Retention, Promotion, and Improvement of Teachers, Research Bulletin, National Education Association, Vol. X, No. 1, Mar. 1932, p 61

4 Sears, J. B., "Teachers' Councils", American School Board Journal, Jan., 1924, p 52.

Participation in the administration of the school increases the educational knowledge of the teachers. Teacher activity in the profession is as imperative as pupil activity in the school-room. Learning by doing is a well-recognized principle in the school system. An understanding of the educational program is necessary in order for the teacher to cooperate most successfully in its realization. The classroom teacher also needs the broad outlook in education that is gained through helping to plan and carry out the whole general program.

Another advantage is the added satisfaction which teachers find in their work. They are no longer mechanical automatons but are directing forces in the system. There is a feeling of freedom of good will toward others, and a sense of creative endeavor.

The teachers' added knowledge with their practical point of view helps to make the schools more efficient. Their close touch with the needs of the pupils prevents the launching of impractical plans and programs that are not feasible. It goes without saying that teachers are more cooperative in carrying out programs which they have helped to form. The administrative staff of Louisville, for example, says that the teachers are using the courses of study, which were formulated by groups of their own members, much enthusiastically and intelligently than they have ever used any other courses.

A study of the principles of boards of education proves that the majority of them feel that teachers are, after all, the indispensable and most essential factors in an educational system. The success or failure of any unit of the organization depends ultimately upon them, for several reasons. First, there is the influence of their personalities. Secondly, they are responsible

for the life of the school which, in turn, affects the individual pupils. Thirdly, it depends largely upon them whether or not desirable ideals, attitudes, and habits are acquired by the pupils as by-products of their studies.

A survey of teachers' qualifications, certification, and salary schedules, as approved by school boards, shows that a paramount problem in public education is to secure for every classroom a competent leader who can create worthy ideals, right attitudes, and permanent life interests. With a dynamic conception of education, school boards and superintendents expect the teachers themselves to continue to grow and develop, because the teacher so largely determines the character of the school. To quote one manual, "The teacher is the most important single factor contributing to the success of the school".⁵

To be well prepared, the teacher must know the principles of human behavior, must understand child psychology and mental hygiene, and must apply case-work methods. As one system describes her, "A superior teacher is one who renders superior service to the child whom she teaches, to the school in which she works, and to the community which she serves. A superior teacher is one who possesses broad scholarship; who is thoroughly familiar with present day educational theory and practice in the line of work which she teaches; who is doing constructive educational work where she is employed; who is actively promoting the educational welfare of the community in the vicinity of her school"⁶.

Accordingly, a staff of supervisors is maintained whose sole purpose is to increase the teacher's efficiency. Rating scales

5 Rules and Regulations of Richmond, Va., p 11

6 Manual for Teachers of Washington, D. C., p 20.

and salary schedules in most of the progressive systems recognize the value to the teacher of travel and of continual professional study. While the teachers are expected to give attention to their professional improvement, most systems, however, warn them not to undertake so much study that their classroom efficiency will be in any way impaired. The teacher is also provided other means of improvement in service besides study, for example, faculty meetings, conferences, demonstration lessons, visiting schools, conventions, reading pedagogical books and magazines, and curriculum revision.

Many cities have adopted the policy of leave-of-absence for study or travel. It is generally understood that a sound preparation will carry over for the first six or seven years of professional activity, since a teacher fresh from normal school or university can teach that long without becoming too stale. This fact has caused leaves-of-absence to be known as sabbatical leaves, and the rule generally is that no leave-of-absence shall be granted to any teacher who has been in the service less than seven years. The developments in the science of education and the changing conditions of civilization make in-service education very important. Since so much is expected of the teachers, their training must be continuous. They should make systematic attempts to keep abreast of the times and endeavor to increase their understanding of the world in which they live. The Evansville, Indiana system gives bonuses for credits earned each year by the teachers; for "self-improvement", Kansas City, Missouri increases the salary, as do the majority of the cities.

School boards that control training of normal schools for teachers have, in general, a program of study with the following functions:

1. To assist in the formulation of a philosophy of education.
2. To provide an understanding of child nature.
3. To give mastery of subject matter.
4. To develop powers of evaluation in curriculum and in methods.
5. To train in professional ethics.
6. To educate for life outside of the classroom⁷.

The Cleveland and Detroit manuals list specific courses required by their Teachers' Colleges, but the curricula of all normal schools are rather similar. The last objective in the list, namely to educate for life outside the schoolroom, is important, although it has not been mentioned earlier in this study. By leadership and suggestion, teachers want to do better. The right kind of leadership can come only from those individuals who are themselves living full, rich lives. They must have new thought each day and express themselves in new ways. They must value truth above doctrines and dogmas and have convictions that are subject to change in the light of new facts.

While this subtle leadership constitutes the essence of art in teaching, a knowledge of skillful technique makes the work scientific. All boards of education in large cities believe in a testing program, whereby every child is better understood; instruction is improved; and the teacher's work is judged objectively. This plan helps to prevent the superior pupil from loafing, keeps the slow one from becoming discouraged, since he can be given

⁷ Directory and By-Laws of Detroit, Mich., p 92.

suitable assignments, and enables the teachers to have each pupil work to his limit. It is the teacher's duty to watch for various personalities and not to expect them all to travel at the same rate or even along the same road. Mental tests yield intelligence quotients; achievement tests, given after the mental ones, reveal educational quotients; then intelligence quotients divided by educational quotients show the achievement quotients which rank the teacher's work. The teachers are not doing their full duty, if the achievement quotient is below par. "Every teacher should become familiar with the recently developed tests and psychological aids for training the children in proper mental habits, and she should use that knowledge in her classroom daily"⁸.

Thirty-nine percent of the boards of education represented by handbooks require candidates for teaching to pass physical examinations. This practice is in agreement with good educational practice. Sears says, "The tendency among cities is to insist upon a health certificate, based upon a thorough physical examination, as a part of every application for a teaching position"⁹.

Physical fitness is desirable; scholarship is admirable; but attractive personality or bigness of spirit is even more necessary. Some Boards of Education consider voice, appearance, tact, enthusiasm, and self-reliance important factors of personality¹⁰. Such an attitude corresponds with the ideas of Frank Clapp, Thomas Risk, and others who feel that the character of the teaching voice greatly affects the emotional responses of the pupils, that the teacher's general appearance, especially in matters of dress,

8 Rules and Regulations of Evansville, Ind., p 18.

9 Sears, J. B., Classroom Organization and Control, Houghton Mifflin Co., Chicago, 1928, p 334.

10 Rules and Regulations of Evansville, Ind., p 15

should make a positive appeal to the esthetic sense of the child, and that tact is a measure of one's social intelligence.¹¹ These points are written in rating scales, rather than in rulings for teachers, although one city says, "Teachers are required to be neatly and modestly attired".¹²

From the principles that the pupil learns through purposeful participation in experiences, and that he can learn only by his own activities, it follows that the teachers' primary function is to stimulate, guide, and direct the self-activity of the pupil. All administrators agree that the teachers must, therefore, furnish favorable conditions for learning¹³. It becomes their duty to provide the proper physical conditions of the room. The temperature must be regular, the lighting sufficient, and the ventilation adequate.¹⁴ Among the duties of teachers mentioned in every handbook, one finds that they are to see that the room temperature is maintained near 68° or 70°; while they are also responsible for the care of all the room equipment. Order must be maintained. Equipment, like charts, globes, reference matter, and other material for instructional purposes, should be in its appointed place and be handled intelligently.

It is fundamental in a democracy that all children receive a fair chance; therefore, every child of school age should be easily accounted for and should receive his share of the offerings of the school; hence a careful keeping of records is required of teachers.

11 Clapp, Frank L. and Risk, Thomas M., Better Teaching, Silver, Burdett and Co., p. 24-28.

12 Rules and Regulations of New Orleans, La., p 48.

13 Waits, H. E., Practical Problems of the School, Benj. H. Sanborn & Co., Chicago, 1922, p 64-66.

14 Strebel, R. F., and Morehart, G. C., The Nature and Meaning of Teaching, p 78-82.

All but a few boards of education realize the fact that between what the law requires as a minimum from teachers and what it is possible to do, there is a wide margin. Within this broad area, they are glad for the teacher to use initiative and to work out new and better ways of teaching¹⁵. Half of the manuals studied reveal their Boards' tendency to give teachers a place in the educational sun and to help them have a highly professional attitude toward their work. The sections upon requirements, rating, and professional advancement show that boards of education in line with good educational practice, consider the minimum essentials of a teacher to be character, cultural background, and the spirit of professional advancement. The teacher must study constantly to keep abreast of the times and to keep in touch with educational developments¹⁶; hence increments of salary are indicated for improvement by a fourth of the manuals.¹⁷

In granting the superintendent the power to change the teacher's position, if he thinks fit, the school board recognizes the principle that teachers are individuals with different abilities and interests which may change with time. Forty-four percent of the boards have regulations regarding promotion and transfer of teachers and make an effort to place them where they can work most effectively. In fact, that proportion of the boards seem to recognize

15 Adapted from Talbot, George, D., "The Content of Teachers' Handbooks". Educational Research Bulletin, Vol. X, No. 10, 1931.

16 Strobil, R. F. and Morehart, G. C., The Nature and Meaning of Teaching, McGraw-Hill Co., New York, 1929, p 252-262.

17 Rules and Regulations of Atlanta, Ga., p 26.

the human element and have borrowed from business a technique of personnel administration and supervision. This is revealed clearly in their regulations relative to the functions of supervisors.¹⁸

The manuals of Hamtramck, Mich., Evansville, Ind., and Washington City show that their boards of education consider teachers as personalities, not merely paid employees. The other cities reveal this tendency also but in a small degree. Boards of education do not approach modern educational philosophy as closely in regard to their teachers as they do in the case of pupils. However, when the eighteen manuals studied are arranged chronologically, a decided contrast is seen to exist between the older ones and those of recent date, inasmuch as their attitude toward the teacher is concerned. In the agent that turns the wheel, not just a mere cog in the wheel.

18 Rules and Regulations of New Orleans, La., P 41.

CHAPTER V

THE BOARD'S RELATIONS WITH THE PUBLIC

The people declare their faith in public education as a means of safe-guarding the public welfare and of promoting human progress. They put their responsibility for its organization in the hands of the boards of education whose duty it is to carry out the educational plan within the community. The board of education, in turn, selects the superintendent who is its executive agent and the advisory officer of the school system. It also adopts rules and regulations designed to guide the superintendent in the discharge of his duties. The superintendent is directly accountable to the board, who is likewise responsible to the public. Since the board's authority comes from the people, it is the members' duty to carry out the plan of the people faithfully and consistently.¹

There is only one sound justification for the provision of free education at public expense, and this is that it may make each individual better able to contribute to the improvement of society². As long as there is general taxation for schools, the boards of education feel that they must give to each child what will enable him to become a better citizen. The real mission of the school is, in its final purpose, not alone increased intelligence and a wider diffusion of knowledge, but the making of better men and women, and the development of higher standards

1 Reeder, Ward G., The Fundamentals of Public School Administration, Macmillan Co., New York, 1930, p 15-19

2 Administrative Code of the Board of Education, Cleveland, Ohio, p 89.

of the social and civic order, or, in other words, the chief function of the school is to enable the child to live a normally satisfactory life for himself and to contribute his full share toward social progress.³

Education has become more vital to social progress as society has become more complex; since man's chief problem now is control, not of nature, but of man himself, education must become increasingly social. The public demands that the child be taught the social attitudes and ideals necessary for society's progressive continuance as well as the knowledge and skills essential for the individual's functioning successfully. It asks the school to develop pupils into cooperative and useful citizens of their community and of the world, to fit them to live happily in the present order and at the same time to be able to improve that order.

So that social integration may be attained, the school must strive to enable pupils to think through matters, to base their opinions upon unprejudiced ideas, and to hold them tentatively. Tolerance and hope should be encouraged, and fear cast out. The school must help the individual fight the danger of being overwhelmed by industry or by city life with its political bosses. Each person should feel that he, though he is but one, does count. The school must give the pupils a sense of power as individuals and must train them in self-criticism, in initiative, and in adaptability, if they are to become worthy members of society.

3 Engelhardt, Fred, Public School Organization and Administration, Ginn & Co., Boston, 1931, p 18-23.

Although democracy requires that pupils should think for themselves; there the individualistic aim stops, because they must learn to act with others. They must be trained in cooperation and organization in order to combat disease, poverty, low ideals, and other ills that threaten democracy.

Boards of education owe it to taxpayers that they turn a deaf ear to all forms of propaganda. Schools must not be used by advertisers. The system is to do only those things that cannot more successfully be done on the outside. "Outside organizations should not regard the public schools as places for spreading propaganda" is the thought expressed in all the handbooks.

The public school should be non-political and non-sectarian; accordingly the boards must be alert to keep out of the classrooms all political and sectarian matters. When the Boards say, "Controversial subjects have no place in the schools"⁴, they are in practice a step behind the philosophy of authorities. Here is a specific spot wherein the public needs educating.

The public has a right to ask the school administrators to keep the school in touch with the present, and to reflect the rapid changes that are taking place in the world. Since learning accompanies only successful experiences, situations must be set that give pupils a sense of satisfactory achievement, and since the school must be sensitive to the ever changing conditions of society, the curriculum must be in a state of continuous revision.

The public looks upon the school as a potent agency of change. A better tomorrow demands that the school be concerned with the moral issues of making a life. No amount of knowledge will make a

⁴ Rules and Regulations of the Public Schools of Evansville, Indiana, p 48,

desirable citizen unless he makes wise use of his learning. What he does with his knowledge is largely a matter of emotional control; consequently the school must provide situations for emotional growth. Character development becomes a goal, not simply a by-product. The public is also asking the school, in addition to training the pupils for successful home and community membership, for education that will make them world-minded and appreciative of the contributions of all nations.

Because all classes contribute to the school's finances, and "because the supreme function of public schools is the education of all individuals so that they may live successfully in a democracy"⁵, it is the duty of the board of education to insist that every employee secure the cooperation of all patrons, and that they show no partiality on account of the high social standing of some parents, or want of sympathy because of the low social rating of others.

The board of education must no longer be interested merely in the education of children, for it owes a duty to adults as well. Continuation, evening schools, and other provisions for those who want further education are due the people, whenever the finances are sufficient.⁶

Boards of education must interpret the schools to the community and explain the meaning and significance of the larger policies that the administrators are trying to put in force for the city as a whole. They must give the public some idea of the activities and educational possibilities of the system and must acquaint it with

5 The Public School Code of Hamtramck, Michigan, p 68

6 Cubberley, E. P., State School Administration, Houghton, Mifflin Co., 1927, p 158-161.

the needs of the school and the use to which the funds are put. "Parents and other adult members will be kept informed of the purpose, conditions, and needs of their public schools through every available agent and agency". The agents participating in this task will be members of the board of education, the superintendent, the executive staff, principals, and teachers, custodians other operating employees, and the school children. The agencies involved are: the newspapers, printed bulletins to parents, the parent-teacher associations, school programs, commencement, visiting days, home contacts by visiting teacher and school nurse, the school building, social contacts and other visual, oral, and written means"⁷.

This is done by publicity in the newspapers, by means of radio programs, exhibits, and visitation days, as well as through parent-teacher organizations and workief visiting teachers. The public should be informed of the school's building program, the necessity for frequent changes of textbooks, and statistics which compare the cost of education with that of commodities and luxuries.

As the school must allow the child to do what he finds interesting, but at the same time must refine those interests; so must the board do for the school what the public desires, and yet all the while, it must influence and probably improve these desires."⁸

According to Nicholas Murray Butler: "The proper function for a board of education is not to administer the school in detail, but to represent in board, catholic, and generous spirit the public opinion of the community, to select the experts to fill the

7 The Public School Code of Hamtramck, Mich., p 269

8 The School Board Member, Research Bulletin, Vol. XI, No. I, National Education Association, Washington, D. C., Jan. 1933, p 27.

chief posts in the school system, and to sit in judgment upon their recommendations; to check those experts when in their exuberance and enthusiasm they make proposals which public opinion will not sustain, or of which the public treasury cannot bear the cost, and to spur them on whenever they seem to lag or to lack wisdom or zeal".⁹

The board members, according to their practices and rulings, seem to agree rather well with educational leaders in regard to the school's obligation to society. They endeavor to keep the schools social and democratic. Evening schools in 50 percent of the systems studied reflect the effort to provide some form of education for adults. Rulings relative to public relations indicate that 100 percent of these same cities feel that they must help to mold public opinion in regard to the schools.

9 Quoted by John Yates, Member Board of Education, in an address at the University of Pennsylvania, March 24, 1934.

CHAPTER VI

MANUAL FOR TEACHERS BASED UPON MINUTES OF A BOARD OF EDUCATION

(Booklet 6" x 9" in size is suggested, provided with occasional blank pages whereon revisions may be made when necessary).

Selection of the Material

The subject matter content of every item included in the manual was either mentioned in many of the other handbooks which were analyzed or was considered important by the authorities in the field, and was embraced in a check list approved by representative teachers of the system.

The idea was not to produce a model manual, but to write one based upon the minutes of a board of education and any rulings which that group or the Superintendent has issued. Only those principles and regulations were incorporated which the teachers had indicated as desirable for inclusion in a booklet.

Source of the Material

The policies and rulings in this manual were derived from the minutes of the Louisville Board of Education, covering a period of twenty-four years from 1910, the date of the act of the General Assembly of the Commonwealth of Kentucky, which created boards of education in cities of the first class. An analysis of the Superintendent's bulletins and letters to the teachers was also made. Previous rulings, published in the 1916 handbook, issued by the Board of Education, were incorporated when they were found to be still in force.

This method of formulating rules is sanctioned by the authorities in the field. Daniel Eginton, supervisor in research of the

Connecticut State Board of Education, says, "The minutes of the board may profitably be studied as well as rules and regulations used in towns and cities having educational systems of recognized merit. Previous votes of the board should be studied and incorporated where desirable".¹

The individual interview was used to discover what representative teachers want to know about the policies and rulings of their Board of Education. The sampling was made with great care to include those teachers who were most able to determine what types of information would be useful. Teachers who were rather new in the system were usually chosen because they had not taught long enough to forget the items which they had with difficulty learned incidentally and which they thought ought to be in a handbook. Twenty-eight teachers with little local experience were consulted from schools of various levels and neighborhoods. Faculty members from two senior high schools--a girls' and a boys'--a trade school, a junior high, and elementary schools from both residential and industrial localities were included. One school, in particular, was represented because, since it has a very efficient principal, a large proportion of its teachers are inexperienced.

An explanatory letter from Dr. E. C. Blom, Assistant Superintendent in charge of Research of the Louisville City Schools, aroused the interests of the teachers, who talked freely about the suggested items on a check list relative to a teacher's manual. They were asked to indicate any items not considered

1 Eginton, Daniel P., "Rules and Regulations of the Board of Education". The American School Board Journal, March 1934, p 10.

serviceable and to mention any essential ones not included in the check list. The list must have been valid, since no teacher wanted to discard an item, and only one item was added. Ten percent of the individuals interviewed suggested the addition of a code of ethics--either the National Education Association's code or Kentucky's.

The check list was formulated after a study of Talbot's² list, the literature on the subject and manuals from eighteen cities. The writer started the list with the items which she felt she herself had needed to know when she had entered the system as an experienced teacher, but one unfamiliar with the local regulations. Her contacts with cadets in three types of day school, as well as in evening and summer school, had impressed upon her many topics, which, if reduced to writing, would save both confusion and embarrassment and would increase teaching efficiency.

Following are some of the teachers' comments made during the interviews: "I have always wanted to have a copy of our rating scale so that I might grade myself frequently".

"Had a certain teacher I know possessed a copy of regulations, she never should have written to the board in regard to a reduction of her salary because she was tardy one day".

"I could have avoided difficulty had I understood the board of education's attitude toward corporal punishment. I certainly should not have slapped that boy".

"How embarrassed I was when I could not answer the question, How many board members has Louisville?"

2 Talbot, George D., "The Content of Teachers' Handbooks", Educational Research Bulletin, Vol. X, No. 10, 1931, p 258-260.

"If I had owned a manual of regulations, my principal would not have found it necessary to tell me to remove a calendar which displayed some advertising matter". These and similar remarks reveal the fact that teachers feel the need of a handbook whose information answers such questions as those just mentioned.

Purpose of the Manual

The purpose of this manual is to help especially the newly appointed teachers to obtain a broader understanding of their duties and responsibilities, and to help them orientate themselves promptly. It seeks to adjust the teacher easily to the material resources of the system and to the extra-curricular and routine business life of the school. Its objective is also to make all all teachers feel that they are important factors in a great system and to increase their realization that teaching must always be upon a professional basis. It strives to interpret to the teachers their city's educational system and to give them, in convenient form, the information regarding the school system which they need to have for ready reference.

I THE BOARD OF EDUCATION

1. Title

The Board of Education of the City of Louisville, hereinafter referred to as "the Board".

2. Eligibility of Members

No person shall be eligible to the office of member of the Board who has not attained the age of thirty years and who is not an owner of real estate in the city, a citizen and a bona fide resident of Kentucky and of Louisville for three years next preceding his election. No one is eligible who holds or discharges any office, deputy-ship, or agency, under the city, or any district or county, or under the state of Kentucky. No person shall be eligible to this office, who, at the time of his election, is directly or indirectly interested in any contract with the Board, or who holds any office of trust or agency of or draws a salary from any corporation which holds any contract with the Board or whose father, son, brother, wife, daughter, or sister is employed as teacher or any other capacity by such Board, or who is, directly or indirectly interested in the sale to the Board of books, stationery, or other property. If he shall, after election, become a candidate for any office or agency or for the nomination thereto, the holding and discharging of which would have rendered him ineligible before election, or if he should move out of the city, or if he shall do or incur anything which would make him ineligible for election, or if any of the relatives above specified be employed by the Board, his office shall without further action, be vacant and his successor shall be chosen by the other members of the Board until the time of the next election.

3. Number of Members

There shall be five members of the Board.

4. Compensation of Members

No compensation shall be paid to the members of the Board, but they shall be exempt from jury duty and from service as election officers during their term of office.

5. Election of Members

The members of the Board shall be elected for the term of four years by the qualified voters of the city. They shall be elected from the city at large by secret ballot. The non-partisan ballot shall be on a sheet separate from all other ballots.

6. Vacancies - How Filled

Any vacancy in the Board, from whatever cause occurring, shall be temporarily filled by the other members as soon as practicable after such vacancy occurs. The member so chosen shall hold office until his successor is elected and qualified.

7. Meetings

- A. Regular Meetings - The regular meetings of the Board shall be held on the first Tuesday of each month at 8:00 P. M.
- B. Special Meetings - Special meetings of the Board may be called by the President whenever he may deem it necessary or whenever he is requested to do so by two other members of the Board. No business shall be transacted at a special meeting except that for which the meeting was called and which was stated in the call.

8. Functions of the Board

It shall be the duty of the Board to appoint a Superintendent of Schools, a Business Director, and Secretary and Treasurer, and such other officers, employees, and agents as it may deem proper, provided that no such officer, employee, or agent shall be a member of the Board. It shall adopt policies; provide for the means of carrying them out, and provide for the financing of adopted policies and means.

9. Organization

A. Officers

At its first regular meeting after the first day of January the Board shall reorganize by selecting one of its members, President, and another Vice-president. The other officers shall be a Secretary and Treasurer, a Superintendent of Schools, and a Business Director.

B. Committees

There shall be standing committees, consisting of three members each to be appointed annually by the President, as follows:

- 1-The Committee of Finance
- 2-The Committee on Instruction
- 3-The Committee on Buildings
- 4-The Committee on Supplies
- 5-The Committee on Grievances and Rules
- 6-The Committee on Insurance

C. Secretary - Treasurer of the Board

The Secretary-Treasurer shall keep an accurate journal of the Board's proceedings, receive all funds belonging to the school district and pay out the same on orders approved by the Board.

D. Business Manager of the Board

The Business Manager of the Board shall have general supervision of all school buildings, their equipment, and repairs. He shall have direct charge of all buildings employees. He shall be responsible for furnishing supplies on all requisitions made by the principals and supervisors.

II SUPERINTENDENT OF SCHOOLS

Under the general direction of the Board the Superintendent shall exercise a general supervision over all the schools and shall see that its policies are faithfully observed in all departments. He has the following powers and duties:

- A. He shall be the administrative head of the school system. His functions are to formulate, for the consideration and action of the Board, policies and general rules of procedure; to put into effect such policies as the Board approves; and to formulate necessary directions for the guidance of teachers.
- B. He shall have a seat in the Board and the right to speak on all matters before the Board, but he cannot vote at the meetings.
- C. He shall have power to suspend any teacher for cause deemed by him sufficient, and the board shall take such action upon the restoration or removal of the teacher as it may consider proper.
- D. He shall have power to close the schools or any department thereof temporarily; or grant temporary leave of absence from school to any teacher when necessary; to make such

other temporary arrangements relative to the schools as he may consider proper and report to the Board at its subsequent meeting.

- E. He shall provide principals with blanks and forms necessary for the efficient and economical handling of all books and supplies and also forms for keeping and submitting records.
- F. Unless absent by the consent of the Board, he shall be present at his office at stated hours.
- G. He shall nominate, subject to the approval or rejection of the Board, all teachers. He shall make all assignments of teachers throughout the city.
- H. He shall perform such other duties in the interests of the schools.

III ASSISTANT SUPERINTENDENTS

There shall be four assistant superintendents as follows:

- 1. Assistant Superintendent of Research
- 2. Assistant Superintendent of Secondary Schools.
- 3. Assistant Superintendent of Elementary Schools.
- 4. Assistant Superintendent of Practical Arts and Industrial Education.

They have authority over all matters pertaining to the various departments indicated in their respective titles.

IV SUPERVISORS

There shall be supervisors of kindergarten; primary grades 1 to 3; intermediate grades 4 to 6; art; music; health; and attendance. The supervisors shall instruct all teachers, both in private and in teachers' meetings, in regard to their special

subject. They shall be counselors and guides to the teachers and shall endeavor to work with and through the principals, maintaining cordial and sympathetic relationships.

V GENERAL POLICIES OF THE BOARD OF EDUCATION

It is the policy of the Board of Education to give to the teachers such freedom as to enable them to exercise initiative in the use of sound principles and correct methods in securing results and to permit them to develop their own individual powers. The ultimate purpose is that all who are engaged in educational work may reach the highest plane in their own personal powers and may render the maximal service to the system.

The best service is not that which is prescribed and governed by rules and regulations, but it is that service which is given because of the joy of serving and because of pride in doing a professional task well. All true professional workers are their own best and severest critics, and, no matter how well they may be doing their work, they are always earnestly and enthusiastically seeking to improve the quality of their service.

Between what the law requires as a minimum and what it is possible to do, there is a wide margin. Within this area, the successful teacher exercises initiative and works out new and better ways of teaching.

The underlying philosophy that determines the policies of the Board of Education is that idea that every child shall be given an opportunity to live richly and happily as a child, that each one shall be given the chance to develop fully his individuality, and that he shall be brought to desire the better things of life, not only for himself, but for the group of which he is a part. The

ADMINISTRATION ORGANIZATION CHART
(SENT FROM THE SUPERINTENDENT'S OFFICE TO THE SCHOOLS)

school is expected to enable the pupils to build up health, to value the fine art of living together, to learn citizenship by practicing it in the school, to desire to keep on learning, to employ the higher uses of leisure, and, above all, to develop fine character. The needs of society determine the aims of education, consequently the school must become a laboratory for democracy, wherein every individual is at the same time a citizen, a worker, able to pull his own load, and a distinct personality. The school's chief function is to enable the child to live a normally satisfactory life for himself and to contribute his full share toward social progress.

The school must consider the whole child; it must be interested in his mental as well as in his physical health, in his emotional as well as in his intellectual growth. The school must give the pupils a sense of his power as an individual and must train him in self-criticism, in initiative, and in adaptability. As a member of a democracy, the pupil must learn to think for himself but to act with others. He must be trained in cooperation, organization, and other social attitudes and ideals necessary for society's progress.

The testing program is an outgrowth of the principle that the school must consider each pupil individually, for this plan discovers the superior child and keeps him from loafing and prevents the slow one from becoming discouraged; since the assignments may then be made suitable for the individual, and each pupil may work to his limit.

The guidance program depends upon the principle that society, being dynamic and not static, demands that the pupils be trained to fit into their proper niches, that they not become subject to fates imposed upon them from the outside, but that they help to shape their own careers. They should not be indoctrinated but should be taught to develop their own opinions, which, even when formed, are to be held tentatively.

The board of education feels that few normal pupils should be allowed to fail in a grade and so be compelled to repeat the work. The repetition of a grade is not the remedy for poor work; the cure is greater stress on the fundamental principles of instruction, and more work upon these individual cases. Failure breeds more failure and inferiority complexes. The only measure that can be reasonably applied to the work of any individual is the one which asks that, considering his ability, health, and home environment, he do the best he can.

The principles that one learns by doing and through satisfying experiences compel the school to emphasize the value of pupil-controlled activities. Clubs and other school organizations are used as a means of broadening the horizon, of stimulating new interests, and of promoting teamwork throughout the entire system. Numerous motivated situations and self-directed activities should be afforded for purposeful pupil participation.

The public school, supported by taxes from all, should be non-political and non-sectarian; consequently all employees must be alert to keep out of the school all political and sectarian matters. All forms of propaganda and advertising must also be excluded.

From the principle that the pupils learn through purposeful participation in experiences, it follows that teachers must set a variety of pupil activities and must regulate the physical conditions of these activities. The temperature must be regular, the lighting sufficient, and the ventilation adequate. Order must be maintained. Equipment must be in its appointed place and be handled intelligently. Most important of all, the atmosphere must be peaceful and joyous.

The teachers are expected to exercise their right as citizens but to keep political, religious, and personal propaganda out of the classroom.

VI TEACHERS

1. Appointment of Teachers

Teachers¹ shall be appointed annually in June for the term of one school year. They shall be recommended for appointment by the Superintendent and approved by the Board of Education.

2. Basis of Selection

All teachers employed by the Board of Education must be at least eighteen years old and shall be chosen with reference to educational, moral, and physical fitness, and, after having been once employed, shall be subject to re-appointment during good behavior and efficient service.

3. Physical Fitness

No teacher shall be appointed or re-appointed who is deaf, consumptive, or affected with any contagious disease. The superintendent may authorize a physical examination in any case where he considers it necessary.

1 The term "Teacher" shall be construed to include both sexes.

4. Certification

No person shall be eligible to appointment to any position as teacher who does not hold a Kentucky teacher's certificate of state-wide validity or a certificate of local validity issued before June, 1933.

5. Appointment of Normal School Graduates

Normal graduates are ranked in two lists, namely: (1) teachers of primary grades and (2) teachers of intermediate grades - in order of their general average; so that as each new class is graduated, the graduates will be ranked with the preceeding ones on the same basis, and all appointments to the elementary grades are made on the basis of these lists and in the order of the ranking.

6. Educational Requirements

No teacher shall be employed in the elementary school who has not had two years of acceptable training of college level above high school graduation.

No teacher shall be employed in the junior and senior high school who does not hold a baccalaureate degree from a standard college.

7. Experience

A teacher with a Master's degree from a college may be appointed to a high school position without having had experience in the grades.

8. Married Women as Teachers

No married woman may be appointed as a teacher in the public schools. The marriage of a woman after her appointment automatically constitutes a resignation of her position to take effect

immediately. Any student of the Normal school shall be automatically withdrawn upon her marriage. Those married women already in the service may be retained subject to re-appointment by the superintendent.

9. Signing Contracts

All teachers who shall be appointed or re-appointed are required to sign and return their contracts within twenty days after receiving them. Failure to do so will be considered a declination.

10. Dismissal of Teachers

Teachers or other employees may, after two weeks' notice, be dismissed by the Board of Education for wilfully violating any of the regulations of the schools, for not faithfully discharging their duties to the pupils, for immoral character, or for any other sufficient cause.

11. Promotions

Promotions of teachers from one type of position to another shall be made on the basis of training, experience, and merit.

12. Change of Salary

The salary of teachers may not be changed during the term for which they are elected, for they are public officials, and no public official may have his salary changed during the term for which he has been elected.

13. Absence

No teacher may be allowed to be absent from school without permission from the Superintendent except on a account of illness of self or death in the family.

A. Due to Death in Family

In case of death in the immediate family of an employee of the Board, three days' absence may be granted without loss of pay.

B. Due to Illness of Self

When absent because of illness of self, teachers shall be paid one-fourth of their salary unless the absence is longer than a school term.

C. During Quarantine

In all cases of teachers' being quarantined on account of a contagious disease, no deduction is made from their salaries unless the absence is longer than a month. If the quarantine is in excess of a month, teachers will be paid for excess time at the rate prescribed for illness of self.

D. Notification to Principal

Teachers should notify the principal of impending absence as soon as they are aware of the fact themselves and should also signify in advance the date of their return.

14. Leave of Absence

A. On Account of Illness

Formal leave because of ill health may be obtained for a semester with one-fourth of salary on presentation of a physician's certificate. This leave may be extended another semester without any salary.

B. For Study

Educational leave for a semester's or a year's work at a college may be obtained with no salary.

C. Reinstatement After Leave

When teachers desire reinstatement after a leave of absence, they should apply by letter to the Superintendent. The former position cannot be assured.

15. Resignation

Any teacher may resign, provided four weeks notice of such intention is given to the Superintendent. A teacher who withdraws without giving such notice may forfeit one month's pay or such part as the Board of Education may direct.

16. Annuity Fund

Every teacher pays into the annuity fund ten dollars annually for the first fifteen years of her teaching career and twenty dollars each year thereafter. This amount is deducted in equal amounts from the October and February checks. If a teacher withdraws from service before retirement, one half the sum paid is returned without interest.

17. Retirement

Teachers are not retired at any specific age but whenever the Superintendent is convinced that they are no longer efficient.

18. Scale for Rating Teachers

(Rate teachers K, 2, 3, 4, or 5)

1. The Classroom

A. The Child

1. Interest
2. Participation
3. Experience of success
4. Growth

B. The Work

1. Worthwhileness
2. Aim apparent
3. Organization
4. Use and richness of illustrative material
5. Profitable expenditure of time
6. Proportion of teacher and pupil activity
7. Leading-on qualities
8. Check-up results
9. Habit of building on previous experiences
10. Command of English
11. Alertness to the big objectives of education -
 - (a) Health
 - (b) Command of fundamental processes
 - (c) worthy home membership
 - (d) Worthy use of leisure
 - (e) Ethical character
 - (f) Citizenship
 - (g) Vocation

2. The School

A. Attitude toward School,

Professional and Community Obligations

1. Willingness
2. Cheerfulness
3. Untiring loyalty

B. Projects - School,

Community, Pupil-Activity

1. Cooperation
2. Zeal
3. Initiative
4. Leadership

Adopted by the Board of Education through the Principals Club,
Jan. 1930.

19. Explanation of Rating

The rating "1" should be given only to excellent teachers who do unusually superior work.

The teacher rated "2" is considered above the average.

The 333 teacher is average.

The one with a rating of "4" should be given stimulation and special help by the principal and supervisors. If there is no improvement after a year, such a teacher should not be re-employed. The chief purpose of rating is the improvement of teachers.

The principals are to rate the teachers each spring by this scale, whereupon a report of the ranking is sent to the Superintendent. The grade, however, may be changed by the principal any time during the year. The teachers have the privilege of discussing their grades with the principal, or they may have access to their ratings in the Superintendent's office. (Superintendent's Bulletin, Jan., 1930).

20. Recorded, Rating

At least once each year the Superintendent shall file and keep as a permanent record the rating of each teacher as submitted by the principal.

Whenever a principal or supervisor is aware of any matter which might lower a teacher's rating, it becomes the duty of the former to give prompt notice to the teacher concerned, in order that he may have an opportunity to correct the matter before it lowers his grade.

21. Observance of Rules and Regulations

Teachers are required to familiarize themselves with policies and regulations of the Board of Education, especially such as

relate to their own duties and to the instruction and discipline of their own rooms, and shall be held responsible for their observance. They shall also observe and carry into effect all the supplementary directions of the Superintendent and of all others who direct their work.

22. Visiting Schools

The Superintendent may grant permission to teachers to visit other schools, without loss of pay, one day a year, whenever, in his opinion, the best interests of the school will be advanced thereby. This should be done at a time convenient to the principal, so that he may arrange the schedule in order to release the teacher. In such cases the visiting teachers shall, if requested, send to the Superintendent a written report of their observations.

23. Affiliation with Educational Groups

Teachers are expected to become members of their local Parent-Teachers Association, the Louisville Educational Association, the Fifth District Association, and the Kentucky Educational Association. Membership in the National Educational Association is commendable.

24. Professional Attitude and Improvement

A. Since the education of youth is so largely dependent upon the efficiency and success of the teacher, it is expected that teachers shall devote all their time and energy while at school unreservedly to the preparation for and the prosecution of their work.

The success of any school system is determined in the classroom at the point of contact between teacher and pupil. The

point of contact between teacher and pupil. The establishment of happy, helpful relations between teacher and learner is the supreme test of any school administration.

B. Teachers are expected to improve themselves professionally through conferences, meetings, lectures, university courses, and summer school work, which will give them greater skill in teaching; however, they are warned not to undertake so much study for professional advancement that their classroom efficiency will be impaired - three semester hours should be the limit of work taken during a school semester.

C. Every good teacher should read the state school journal and other educational magazines, as well as good professional books.

25. Hours of Duty

A. Tardiness

Teachers are required to report themselves to the principal and be present in their respective room fifteen minutes before the time for opening school in the morning. All tardy teachers shall be subjected to a deduction of one-fourth of a day's salary, except in cases of sickness, or such other reasons as may be approved by the Superintendent upon a written statement of the principal and teacher.

B. Hour of Dismissal

Teachers should remain in the school buildings in the afternoon until such time as the last grade is dismissed, and not later than one hour after such dismissal, unless for some special purpose, such as a meeting of the Parent-Teacher Association. Teachers whose classes are dismissed somewhat earlier than others should place themselves at the disposal of the principal and help in many ways to carry

on the work of the school. The early leaving of a few teachers has a tendency to weaken the morale of the school. All teachers should remain in the school building after the dismissal of classes long enough to give special encouragement or help to any pupil in need of either.

C. Saturday Morning Meetings

Teachers should hold themselves at the disposal of school officials on Saturday mornings for conference and assignments, should the necessity arise. They should attend all meetings after the regular school session to which they are called by the Superintendents or Supervisors.

D. Extra Curricular Activities

All teachers will understand that their duties are not confined to their classrooms. They will be assigned from time to time various duties pertaining to playgrounds, lunch rooms, assemblies, and other activities.

E. Attendance at Meetings

Teachers should attend all meetings to which they are called by the Superintendents or supervisors.

F. Faculty Meeting

The teachers should hold themselves in readiness Tuesday afternoons for a faculty meeting. Other short meetings may be called at the discretion of the principal.

26. Use and Care of Course of Study

Teachers' programs of instruction in the classroom should be guided by the courses of study that have been provided for all

subjects and grades. These bulletins should be carefully preserved and should be returned to the principal at the end of the school year.

27. Pupil Accounting

A. Records

The keeping of accurate and complete records is imperative. Current records are necessary for the making of reports; while permanent ones are needed for reference. Teachers shall keep daily a record of the attendance and punctuality of the pupils. The school attendance law stipulates that teachers be very accurate in daily records of attendance. It is important that teachers preserve records of the pupils' achievements in order to give just marks at the end of each report period.

B. Pupils' Reports

Pupils' reports showing attendance and achievements shall be issued on regular report forms at stated intervals as determined by the Superintendent.

C. Report of Truancy and Absence

Teachers shall report promptly truants or suspected truants, if absent, and shall send a card to the home upon the second day's absence of those pupils whose absence is unexplained.

D. Promotion of Supernormal Pupils

Teachers should notify the principal when, in their judgment, any pupil is capable of advancement; so that such a one may be examined and transferred, if found competent, to a higher grade.

E. Requisitions for Supplies

Requisitions for books and supplies are prepared on regular forms periodically under the direction of the principal.

28. Use of Books and Equipment

A. Reading the Bible

The schools shall be opened daily by the reading of a portion of the Bible without comment.

B. ~~Text~~ Text Books

No text book shall be used regularly in the schools until approved by the Board of Education.

C. Inventory

An accurate annual inventory of all equipment and supplies shall be sent through the principals to the business manager each spring.

D. Property Responsibility

Teachers shall take care that their respective rooms, as well as their furniture, apparatus, supplementary books, and other school property belonging to their rooms, be not defaced and damaged. They shall report any injury to the principal. Proper care and economy should be exercised in the use of all supplies furnished by the Board of Education.

29. Regulations of Physical Conditions of Room

A. Heat

Teachers should maintain, as far as possible, an even ~~uniform~~ temperature of 68 degrees or 70 degrees in their rooms.

B. Ventilation

Teachers should give vigilant attention to the ventilation of their rooms. Every room not provided with forced ventilation should frequently be flushed with fresh air, and the best provision possible should be made for continuous ventilation.

C. Lighting

Although it is expected that teachers will make proper use of artificial light on dark days, it is also expected that they will exercise economy and not use electricity unnecessarily. By raising window shades to within a few inches of the top of windows, often artificial lighting may be avoided. Lights should be turned off when the teacher leaves the room. Teachers should exercise care for the eyes of the pupils in regard to excessive light or glare.

30. Fire Drills

Fire drills shall be held frequently and at irregular intervals. Every precaution must be used to allow free egress from the building, and one or more pupils must be instructed to open, upon a given signal, all outside doors. When the specified fire alarm is given, all pupils shall form as determined by the teacher or principal and remain in position until ordered out of the building or sent back into the rooms. One stroke of the gong will notify pupils to pass out of the building immediately in lines without waiting for wraps. The fire signals must be distinct from all others and must be used only for fire drill purposes. The signals and drills must be as nearly uniform in all buildings as their construction will permit. As the building is emptied, the

teachers should see that no pupils are left behind. Ordinarily the teachers should stand at the door to be used, until their pupils have passed out of the door, then they should follow at the rear of the line.

Teachers and several pupils in every building should be taught the use of the fire extinguishers.

31. Attitude of Teachers Toward Principal

The proper professional relationship that should exist between teachers and principals is shown in the following list of requisites which was formulated by the Principals' Club and approved by the administrative staff:

1. Establishment of a working agreement as to the aims and objectives of the school, based on a commonly accepted philosophy of education.
2. Establishment of a feeling on the part of the teachers that the principal is a professional leader to whom the teachers may turn for help and support.
3. Establishment of a feeling that the principal welcomes suggestions and joint action in determining the school policies and in carrying them out.
4. Establishment of a feeling of mutual friendship, confidence, sympathy, and respect between the teacher and principal.
5. Establishment of a hearty cooperation between all members of the school to facilitate the work of the whole school.
6. Appreciation by the principal of the work of the teacher and by the teachers of the work of the principal.
7. Establishment of a feeling that the principal may delegate to teachers authority with responsibility, and a feeling by teachers that the principal will support them in their actions.
8. Establishment of a feeling that a teacher may develop her initiative, so long as her efforts do not conflict with the established aims of the school.

32. Teachers' Relations to Pupils

Teachers should consider the individual differences of pupils, should remember that education is for the whole child, and that it is a matter not so much of instruction as of guidance and growth through purposive activity.

A. Health of Pupils

Teachers are expected to maintain a careful daily oversight of the health of their pupils and should report immediately to the principal any situation that requires attention.

B. Supervision of Pupils Outside the Schoolroom

Teachers are expected to maintain a general supervision over the conduct of pupils, not only in the schoolrooms but also at lunch time and on the way to and from school. Teachers should exert their influence to maintain proper behavior among the pupils at all times and to prevent quarrels, rudeness, and boisterous conduct.

C. Discipline

Teachers shall strive to administer such discipline as is exercised by a wise and judicious parent in his home, always firm and vigilant but, at the same time, kind, prudent, and sympathetic.

Corporal punishment should be resorted to only after other means of discipline fail. This punishment can be administered only by a principal in his office or by a teacher in the presence of the principal in the office. The principal report to the Superintendent each case of corporal punishment at the time it is inflicted or as soon thereafter as possible.

In no case shall resort be made to confinement in closet or wardrobe, or to other cruel or unusual punishment as a mode of discipline. Pupils should not be required to any part of a text book, to write any word or sentence a great number of times, or to perform any school task as a punishment.

33. Subscriptions and Sales

A. Soliciting Funds from Pupils

No collection of money, subscription, or contribution for any purpose whatsoever shall be taken up in any school unless such action is authorized by the Superintendent.

B. Ticket Sales

There shall be no ticket sales in the schools except for school activities.

C. Sale of Candy, Tablets, etc.

Candy, tablets, books, etc., may not be sold to the pupils without the consent of the Superintendent.

D. Seasonal Gifts to Teachers

There shall be no collection of money for Christmas or other seasonal gifts in any school, and there shall be no delivery of gifts at the school building.

Showers and parties of all kinds arranged by pupils in honor of teachers are prohibited in school buildings or during school hours.

Teachers shall not make presents to their principals or other supervisory officers.

E. Subscriptions from Parents

Teachers must not solicit subscriptions from the parents of their pupils.

34. Tutoring

No teacher shall tutor for pay any pupil in his classes at any time within the school year, nor shall any teacher give private lessons for pay during the school year unless such action is sanctioned by the Board of Education.

35. Relations with the Public

A. Advertising Matter Displayed

All teachers shall decline to display or circulate any advertisement of any kind whatsoever in the schoolroom.

B. Agents and Handbills

No person shall be permitted to visit any school as agent of any entertainment of any kind, nor to distribute hand-bills among the pupils on the school premises without permission of the Superintendent.

C. Names Given

Teachers shall not furnish nor permit to be copied from their rolls any lists of pupils or other data for any purpose other than for requirements of the schools.

D. Propaganda

Outside organizations should not regard the schools as places for spreading propaganda. If they wish to send a speaker into the schools, they should place their requests before the Superintendent. In order to keep propaganda and controversial matters out of the classroom, teachers should examine carefully every issue of all leaflets, papers, etc. before placing it in the hands of pupils.

E. Sectarian and Partisan Matters

Teachers should guard against the introduction of questions of a sectarian or partisan character.

F. Outside Speakers

No person shall be permitted to address the schools on any subject without the permission of the Superintendent. No speakers whose subjects are either sectarian or controversial will be allowed in the school.

G. Interviews with Agents

Teachers are not to permit interviews in school time or at the school buildings with persons whose object is to have the teachers make purchases or investments. Any other form of solicitation is to be permitted only when permission therefor has been given by the Superintendent.

H. Interviews with Parents

Teachers shall not allow prolonged interviews with parents or others to interrupt their classroom work. Parents or guardians aggrieved with the conduct of any teacher shall be entitled to private interviews with the principal or teacher, or both. Teachers should show interest, sympathy, and courtesy in dealing with parents. The character and behavior of the teachers should be such as to inspire confidence on the part of the patrons.

I. Visits of Parents

Through the pupil, the parents should learn that at any time they will be welcome in the schoolroom. When parents are dissatisfied with the school in any respect, a visit is often one of the best means of removing the dissatisfaction.

J. Visiting Homes

Teachers are encouraged to visit, whenever feasible, the homes of their pupils in order to build up a better rapport between the home and school.

K. Intra-and Inter-School Activities

Intra-school activities should be encouraged as a substitute for inter-school activities; inter-school activities should be cooperative rather than competitive.

L. Freedom from Partisanship

No teacher shall electioneer or otherwise take part in any election during school hours or while on duty, under penalty of suspension for the first offense and dismissal for the second offense at the discretion of the Board of Education.

36. General Regulations

A. Employment of Time

Teachers may not employ time outside of school hours in any manner which will interfere with their efficiency as teachers.

B. Discreetness in Financial Affairs

Although the salary of no teacher or other employee of the public schools shall be subject to attachment or garnishment, the Board is of the opinion that it is contrary to the best interests of the schools that there should be in its employ anyone who refuses to pay honest debts.

C. Teachers as Good Citizens

The Board expects teachers to build up and promote a feeling of law and order in the community and of good will among all people.

37. Channels of Communication

A. With the Board

All reports and communications to school officers or to the Board of Education should be sent through regular official channels. The diagram of the organization of the school system page___will help teachers to understand, in general, the official channels of communication.

All records and communications of an official nature should come to the Superintendent through the principal.

B. With Parents

All important communications addressed to parents are to be brought to the attention of the principal, who should cooperate with teachers in the proper handling of misunderstandings and other difficulties that arise with parents.

C. With the Janitor

All requests involving the service of the janitor should be reported to the principal of the school who has the direction within the school building of all duties of janitors; therefore the teacher is not expected to deal directly with the janitor for any kind of service to be rendered in her classroom.

VII PUPILS

1. Admission of Pupils

Children between the ages of four to six may be admitted to the kindergarten.

2. Vaccination Certificate

No child may be newly admitted to the public schools unless he has a certificate of vaccination showing the date of successful vaccination.

3. Ages of Pupils

No pupil shall be continued in the public schools under the age of six years, except in the kindergarten. No person over twenty years of age shall be permitted to attend school, unless he pays tuition in advance for each semester.

4. Admission to Normal School

Graduates of high school may be admitted to the Normal School. When the enrollment of the school is large, entries will be taken from the high school graduates who have ranked in the highest third of their class.

5. Courses Pursued

Pupils shall be classified by the principal and shall pursue all studies prescribed for the grade, unless excused by the Superintendent or principal for some adequate reason. Mere dislike or caprice does not justify the omission of a school subject.

6. Change of Residence

A pupil who changes his residence during the school year may, if his parents so desire, complete the year in the school that he has been attending.

7. Transfer of Pupils

Pupils may be transferred from one elementary school to another only upon the approval of the Superintendent.

High school students may not be transferred from one building to another except at the beginning of a semester.

No pupil suspended or expelled from one school shall be admitted to another without a special permit of the Superintendent.

8. Entering and Loitering on School Premises

Pupils shall not enter the school grounds or buildings before the appointed time, nor remain after school, without permission of the principal.

9. Explanation of Absence or Tardiness

Pupils who are absent or tardy for any reason must bring to the principal or teacher a written excuse signed by the parent or guardian.

10. Absence During Religious Holidays

Absence during days held sacred by parents will be excused if the parents notify the school that their children were absent with their consent on account of the holiday.

11. Excusing Pupils

No pupil after entering school in the morning shall leave the grounds without the consent of the principal, nor shall any pupil be dismissed except on the written consent of parent or guardian. All such requests, however, should be discouraged by the principal as much as possible. This rule does not conflict with the teacher's or principal's duty to excuse pupils who are ill.

12. Detaining Pupils

No pupil shall be detained at any regular recess. Teachers may detain pupils (except those of the first and second grades) not exceeding thirty minutes after the regular hour of dismissing school, either for the purpose of discipline or to make-up imperfect lessons, but no pupil shall be detained except for his own fault or neglect.

13. Sending Pupils on Errands

No pupil shall be sent on errands outside of school buildings, except by the principal and then only on urgent school business, and an official record must be kept of each case.

14. Exclusion for Contagion

Teachers must be very watchful for symptoms of communicable diseases. Pupils, excluded because of communicable disease or exposure to such a disease, may re-enter school only upon the authority of the Board of Health.

15. Withdrawal of Pupils

Pupils who withdraw prior to the close of the term shall take an examination before being promoted the following term unless their withdrawal was due to a contagious disease.

16. Home Study

Pupils' interest in their studies should carry over into their home life, but none, especially the elementary pupil, is expected to have to do excessive studying in the evenings.

17. Accidents at School

The Board of Education is not legally responsible for injuries pupils receive at the schools and cannot pay damages, hospital, nor medical bills.

18. Use of Telephones

Telephones shall be used strictly for business. The home should not call the pupil at school except in cases of emergency. Pupils must have the principal's permission to use the telephone.

19. Entertainments

The Board must be notified regarding the proposed disposal of the proceeds from any entertainment given by the pupils.

20. Simplicity of Closing Exercises

The closing exercises of school should be marked by simplicity as regards dress, flowers, etc.

21. Non-Resident Tuition Fees

Non-resident pupils must pay tuition every two months in advance. The Board of Education shall from time to time establish a scale of tuition fees. The following rates are now in effect:

Male High	\$165.00
duPont Manual Training High	165.00
Atherton High	165.00
Shawnee High	165.00
Ahrens Trade	150.00
Central Colored High	105.00
All Junior High Schools	115.00
Normal	115.00
Colored Normal	135.00
Elementary Schools	75.00
Open Air	67.50
Over-age pupils at High Schools	10.00 per subject

22. Credits From Other High Schools

Pupils may offer, as substitutes for subjects within a given curriculum in the high schools, credits made in other accredited schools, which courses are not offered in the curricula of the local schools but which are related. The number of such substitutions allowable is not to be in excess of six semester units; these substitutions to count toward graduation from the high school wherein such substitutions are made.

23. Employment Certificate

A permit to work may, when the issuing officer is convinced that the need is sufficient, be issued a youth who is under the age of sixteen but who has passed his fourteenth birthday and has completed the eighth grade, or to one who has passed his fifteenth birthday and has completed the seventh grade.

VIII SUMMER SCHOOLS AND CALENDAR

1. Summer schools for high school students shall be held for a term of six weeks. There shall be as far as is practical, a rotation of teachers from year to year, so that the school system may derive the benefit from the assignment of as large a number of efficient persons as possible in this branch of the service.

Students may pursue two courses at a fee of six dollars a course.

2. Vacations

Vacations shall be in conformity with the scholastic calendar adopted before the beginning of each school year and shall include Thanksgiving and the following Friday, the days from Christmas to the day after New Year's Day, and the twenty-second of February.

2. Observance of Special Days and Weeks

A. Days

Columbus Day	Oct. 12
Temperance Day	Oct. 23
Armistice Day	Nov. 11
Kentucky Day	Dec. 11
Lee's Birthday	Jan. 19
Lincoln's Birthday	Feb. 12
Washington's Birthday	Feb. 22
Pan-American Day	Apr. 14
Health Day	May 1
Arbor Day	May 5
World Goodwill Day	May 18
Memorial Day	May 30

B. Weeks

American Education Week	Oct. 3rd week
Book Week	Nov. 3rd week
Kindness to Animals Week	Apr. 2nd week
Fire Prevention Week	Oct. 2nd week
Community Chest Week	Jan. 2nd week
Music Week	May 2nd week
Better Speech Week	Oct. 1st week

The days and weeks above and such others as may be designated by the Superintendent are to be observed with appropriate exercises, and the pupils should be acquainted with the qualities of the great Americans honored and with the significance of the events observed.

IX MISCELLANEOUS

1. Use of Building

Requests for the use of school buildings, accompanied by a statement of the purpose of the meeting and the nature of the program, must be made in writing to the Business Manager of the Board of Education.

No public school building may be used by a religious group. The Board of Education grants the use of a building if proceeds from entertainments held there are for educational purposes of a non-sectarian nature.

Card parties sponsored by Parent Teacher Association cannot be held in the school buildings.

2. Flag Displayed

The American flag shall be displayed from all school buildings during school hours, except in inclement weather.

3. Smoking

Smoking in school buildings and on school premises shall not be permitted.

CHAPTER VII

CONCLUSIONS DRAWN FROM THE STUDYGENERAL SUMMARY

After a careful reading of the literature upon the subject of teachers' handbooks, a detailed analysis of such booklets, interviews with teachers themselves, and a painstaking study of the minutes of a board of education in order to ascertain its guiding principles, the following conclusions were drawn:

1. Carefully prepared handbooks are useful means of acquainting the teachers with the policies of their administrators and are helpful in orientating them as intelligent members of their school system.
2. In content, manuals for teachers should be guiding principles rather than detailed rules.
3. In form, they should be simple, with space for changes.
4. They should contain the board of education's policies toward the pupil, the teacher, and the public.
5. Eighty-nine percent of the boards want curricula and method to consider the individual child. They feel that education means the physical, mental, social, and emotional growth of of the pupils.
6. Seventy-two percent of the boards look upon teachers as individuals and expect them to exercise their initiative.
7. Boards of education feel that they must give the public the type of learning that it demands and yet must often help the public to desire a higher form of education.

8. Teachers, as interviews with them indicated, want to know the executive and administrative organization of the school, and the rating scale, as well as the general duties required of them.
9. The handbooks studied do not measure up to maximum usefulness. Too much of their space is devoted to the use of school buildings and grounds, to the duties of the janitors, and to state laws and charters of the Boards of Education.

Evaluations of the "Manual"

(based chiefly on the Minutes of the local Board of Education)

The minutes of the local Board of Education show that, upon many matters pertinent to teachers, the said Board has not formulated policies. For instance, it has no policy in regard to traveling done by teachers. Many systems, at least in normal times, give bonuses for summer travel, but the local one does not even signify that it approves of the teacher's traveling.

The local Board is not abreast of all progressive trends of education; for instance, it bars controversial subjects from the classroom. It is not alone in this respect because half of the handbooks have ruling similar to this one: "Any matter, whether printed, written, or oral, designed to influence pupils as to a matter to be voted upon by the people shall not be permitted in the schools".¹

In analyzing manuals and establishing criteria for rules, it is found that a rule must not be inconsistent with any authority higher than the board of education and must not conflict with the state code. A regulation is reasonable if its motive is the maintenance of the morale of school administration. Although the

1 Administrative Code of Cleveland, p 31

rulings of the local Board of Education are in harmony with the state code, some of them are not in accord with the educational practices considered best by authorities in the field of public school administration and supervision. For example, the number of standing committees of the Board of Education - six - is not in agreement with the trend to have the Board work as a committee of the whole. The Committee system fosters a divided, rather than a centralized or coordinated form of organization and committee policy tends to become Board policy, since the Board, as a whole, does not know about the real work of each committee².

The organization chart on p___ shows that Louisville has a multiple type of organization wherein the superintendent is not made the chief executive officer of the board of education, inasmuch as the secretary of the board and the business manager are not made responsible to the superintendent. Such an organization could lead to all sorts of difficult conditions, should some of the executive officers happen not to possess an educational view point. Danger could easily result in a situation, for instance, where the superintendent has no authority whatever over janitors. One cannot help but marvel at such organizations that have apparently been managed peaceably and rather efficiently. Specialists in public school administration seem to be quite well agreed upon the advantages of a unit type of organization wherein one individual (the superintendent) directs the administration of the whole organization. According to Reeder, "Centralized control is considered to be, at least in all other fields of endeavor, a first principle of efficient management. Try to imagine

2 Theisen, W. W., The City Superintendent and the Board of Education. Teachers College Contributions to Education, No. 84, 1917, p 35.

a company of soldiers having more than one captain or an industry having more than one superintendent."³ The practice of operating a school system with a number of independent executives tends to give certain positions prominence that belies the purpose for which the public schools are established⁴.

The statement in regard to physical fitness of the teacher is inadequate. There should be a positive, rather than a negative standard, Louisville, however, is not alone in failing to require a health certificate from teachers, since only 49 percent of cities over 100,000 and but 9 percent in the smaller cities do require a physical examination⁵.

In refusing to employ married women the Louisville Board of Education is in accord with the trend of practice in recent years, for 63 percent of the cities require women to resign when they marry⁶. The local Board agrees with the leaders in school administration in its practice of employing non-residents and not limiting its selection of teachers to local applicants.⁷

The ruling in regard to teachers' absence with one-fourth pay for a term has two dangers. In the first place, the pupils are

3 Redder, Ward G., The Business Administration of a School System, Ginn & Co., Chicago, Ill., 1929, p 17.

4 Strayer, G. D., Report of the Survey of the Schools of Chicago, Ill., Vol. I, 1932, p 34.

5 "Administrative Practices Affecting Classroom Teachers", Part I: The Selection and Appointment of Teachers", Research Bulletin, National Education Association, Vol. X, No. 1, Jan, 1932, p 27

6 Ibid, p 20

7 Reeder, W. G. The Fundamentals of Public School Administration, Macmillan Co., New York City, 1930, p 70.

not protected from sick teachers who are unfit to do good work, while the long period for paying one-fourth of the salary may become very costly to the Board. Cleveland⁸ grants her teachers full pay for ten days' absence due to illness; as does Hamtramck, Michigan⁹, provided a doctor's certificate is filed covering the absence after the third day. Cleveland allows the time to become cumulative to the amount of sixty days.

The provision in regard to retirement of teachers is inadequate. It is difficult for a superintendent to know when teachers should be retired because of incompetency resulting from old age or from other causes. An objective measuring scheme is needed in determining when a teacher should be retired. The general practice of most systems to retire teachers at sixty or seventy years does not always result in justice to either the teacher or to the school¹⁰.

The rule relative to the control of propaganda and exploitation in the schools accords with the present trend in all systems. "To hand over the child, still lacking in self-reliance and having little choice as to what he shall do in school, to the unrestricted influence of outside agencies would be the height of educational folly and the violation of a sacred trust"¹¹

St. Louis has even more rigid rules than those of Louisville in regard to outside agents in the schools, advertising matter, and the giving of pupils names to commercial organizations.¹²

9 The Public School Code of Hamtramck, Mich., p 208

10 Reeder, W. G., The Fundamentals of Public School Administration, Macmillan Co., New York, 1930, p 154

11 "Report of the Committee on Propaganda in the Schools", National Education Association, 1929, p 5.

12 Rules and Charter of the Board of Education of St. Louis, Mo., p 93

The manual for Louisville teachers should have written into it something more explicit in regard to the school's relations with the public, for the teachers have their part to play in interpreting the school to the public. "If a public school were sufficiently endowed that it need not depend on the public for financial support, it still could not function properly without the good will of its constituency"¹³.

It may be said here that the local board, as well as some of the others, has suffered in its continuity from death and resignation. It requires some time for a newly elected member to become intelligently acquainted with his responsibilities and with the with the best practices in school administration¹⁴. Moreover, practice is always years behind philosophy.

However, in the light of previous studies, educational administration and philosophy, and the specific analysis of other manuals, the rulings of the local board are not adequate for the teachers' needs. The check list approved by local teachers contains many items that need to be written into the "manual" compiled from the Board's policies. No salary schedule is included because the present one, which is not enforced, is being revised. On some topics, probably because of the present economic period, the Board of Education has wisely refrained from reducing certain policies to writing. Its attitude may sometimes be sensed from what it does not say as well as from what it does express.

13 Kent, R. A., "The School and the Social Fabric", Elementary School Journal, Vo. 32, No. 10, June 1932, p 765.

14 ~~Kent, R. A., "The School and the Social Fabric",~~ Engelhardt, Fred, Op. Cit., p 63.

If certain topics included seem too trivial for inclusion in a handbook, it must be remembered that they are designed especially for beginning teachers and for those who enter the local service from some other city. Their inclusion depends, not upon their agreement with good administrative practice, but upon the fact that they are the board's regulations and, as such, need to be understood by the teachers.

LIMITATIONS OF THE STUDY

The existing manuals, because of their need of revision, often do not contain the actual presentday practices of the boards of education. Only twenty-six percent of those studied bear a date as late as 1930; while one is twelve years old. In order that the manuals of trade and industry may be kept usable, they are usually revised every two or three years. Educational practices have undergone decided changes recently; so that many of the manuals do not now reveal the policies of the board of education, and it is not possible to learn their guiding principles from their booklets of rules and regulations.

RESULTS OF THE STUDY

From interviews with teachers, one may conclude that there is a definite need for teachers' handbooks, because the Board of Education's policies chart the course which the schools will take, and these policies should be reflected in the printed regulations of the board.

The check list, included in this study, should be of some value as a guide in organizing manuals for teachers.

USE OF MATERIALS

The materials of this investigation, that is, the analyses of handbooks, the criteria set up for them, and the data in the incomplete manual for Louisville teachers should be of some value in providing an objective basis for the organization of new handbooks or the revision of old ones.

The check list approved by local teachers might help the Board of Education to realize that teachers want to understand the Board's attitudes on many matters in regard to which, from their absence in the minutes, one would have to conclude that the Board has not yet formulated policies.

FURTHER STUDY

The adequacy of a manual based upon the check list evolved by the writer could be tested by having teachers who had used that manual indicate any portions which they had found unnecessary, as well as those items which they would like to have added to the ones already in the handbook. This suggests another study.

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APPENDIX

CHECK LIST TO DETERMINE CONTENT OF MANUAL

The following letter and check list of items suggested for inclusion in a handbook for teachers were submitted to teachers who were asked to indicate any items not considered necessary or to add any essential ones not mentioned in the check list.

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LOUISVILLE PUBLIC SCHOOLS

BUREAU OF RESEARCH

ADMINISTRATION BUILDING

LOUISVILLE, KENTUCKY

May 19, 1932

Mr. W. S. Milburn, Principal
Louisville Male High School
Brook and Breckinridge Streets
Louisville, Kentucky

My dear Mr. Milburn:

For some time there has been a real need for a booklet or circular giving the rules and regulations which govern the working of our school system. It is hoped that when times get better we shall be able to publish such a booklet.

With this idea in mind, I am asking Miss Corwin to interview several principals and some of the teachers in their schools so as to determine just what types of information would be most interesting and useful to them.

I hope you will find time to go over Miss Corwin's check list with her and also direct her to several of the teachers in your school who might cooperate in supplying this information. With your aid I believe we can make the booklet decidedly worthwhile.

Very truly yours,

E. C. BLOM
Assistant Superintendent in
Charge of Research

ECB:DM

check List for Subject Matter Content of Manual for Teachers

Please cross out items you may consider unnecessary and add any others that you think should be included in a teacher's handbook.

Administrative Organization

Membership of the Board

Election-length of term-manner of election

Compensation

Functions

Officers

Committees

Schedule of meetings

Vacancies-how filled

Superintendent of Schools - Functions

Assistant Superintendents

Special Departments of the System

Health

Attendance

Evening Classes

Summer School

Continuation Classes

Graph, showing executive staff organization

Teachers

Appointment

Time

Length of term

Certification**Educational Requirements****Physical requirements****Tenure**

Regulations regarding discharge

Regulations regarding marriage

Regulations regarding transfers

Arranging for substitutes

Salaries**Schedule**

Deductions for pensions

Deductions for absence due to death in family

Death in family

Sickness

Quarantine

Other causes

Professional Growth

Plan of rating teachers

Professional reading expected of teachers

Membership in professional organizations

Attendance at teachers' meetings

Attendance at summer school, afternoon
classes, etc.

Visiting other schools

Duties

Managing room

Physical conditions

Materials and equipment

Instruction

Discipline and corporal punishment

Keeping of records

Daily reports

Monthly reports

Annual reports

Reports to parents

Relations with Public

Interviews with parents and patrons

Visiting pupil's homes

Discreetness in financial contacts

School Calendar (no definite dates because revision would be necessary too often)

Holidays

Legal

Religious (in regard to pupils' absence)

School Vacations

Dates report cards are issued

Dates annual requisitions are due

Textbooks and other Equipment

Inventory of equipment

Rules regarding the securing of new materials

Books given to indigents

General Regulations Governing School and Classroom**Organization and Administration**

Fire drills and fire-alarms

Flag display and salute

Reading of the Bible

Length of school day

Raising funds by sale of candy, etc.

Collecting funds from pupils

Accepting gifts from pupils

Agents and solicitors in the building

Regulations governing tutoring

Regulations concerning teachers and janitors

Pupils

Home study requirements

Detention after school hours

Use of school telephones

Smoking upon school premises

Regulations regarding withdrawal before the close
of the school term

Regulations regarding simplicity at Commencements.