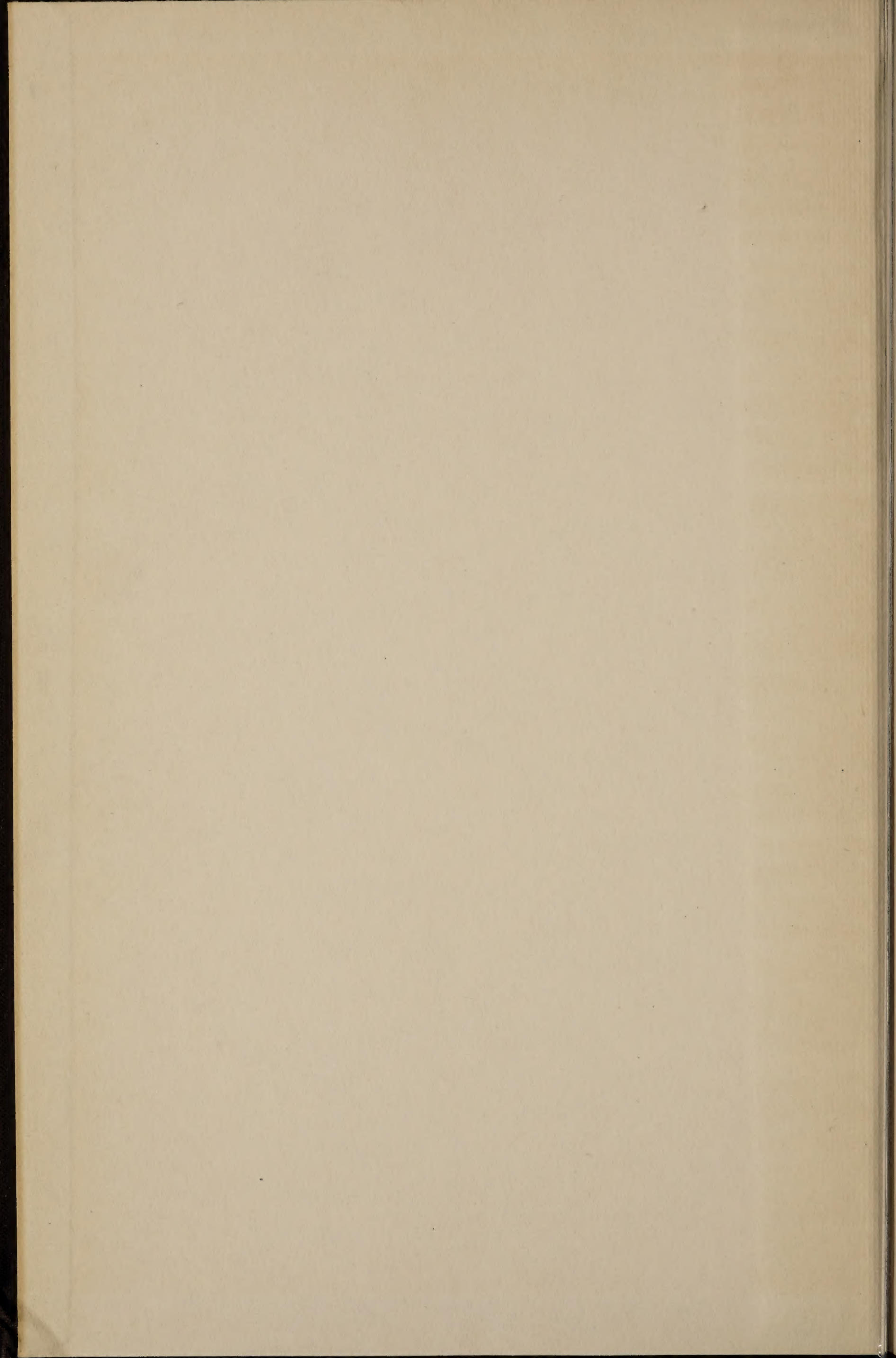
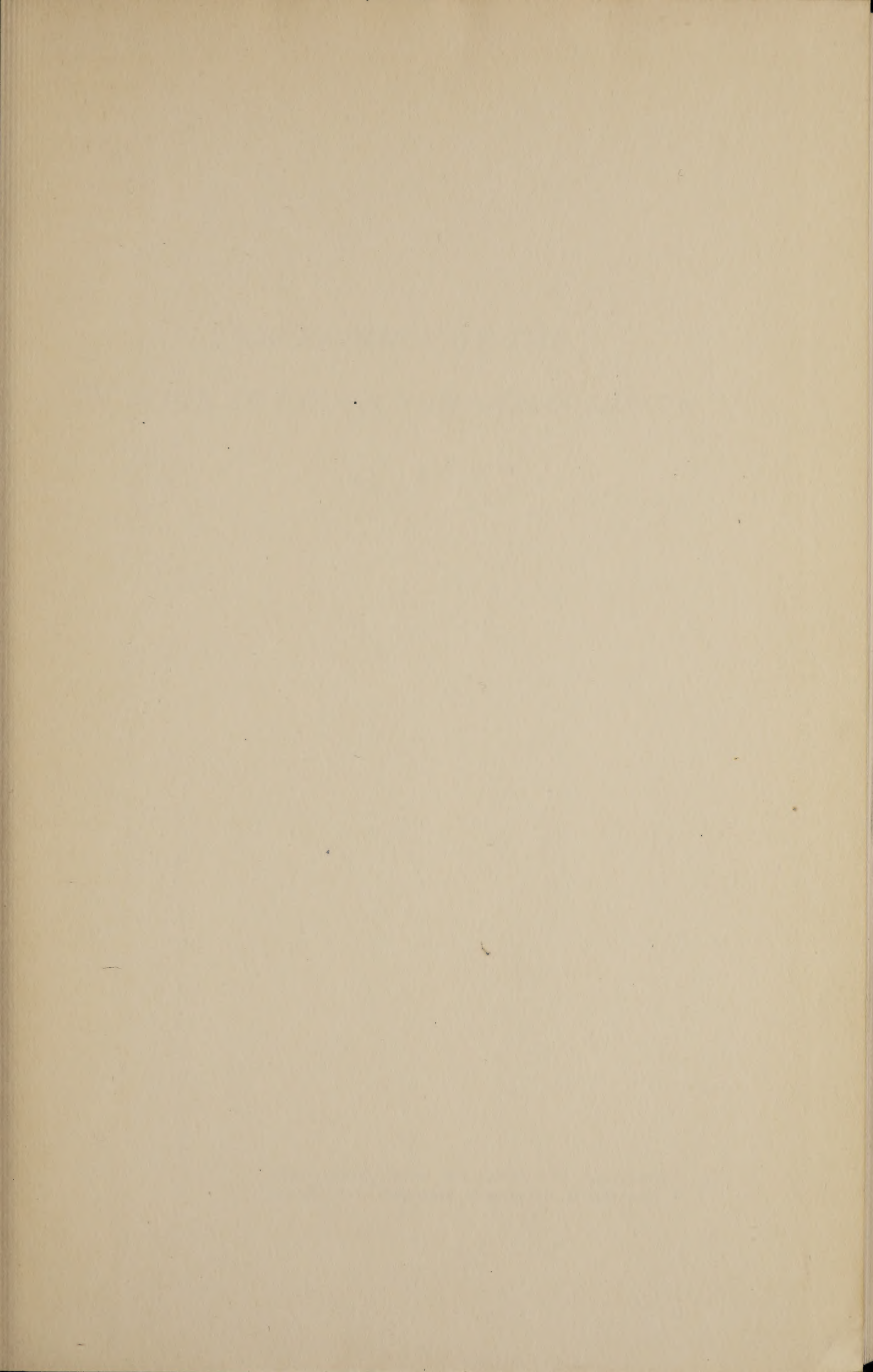
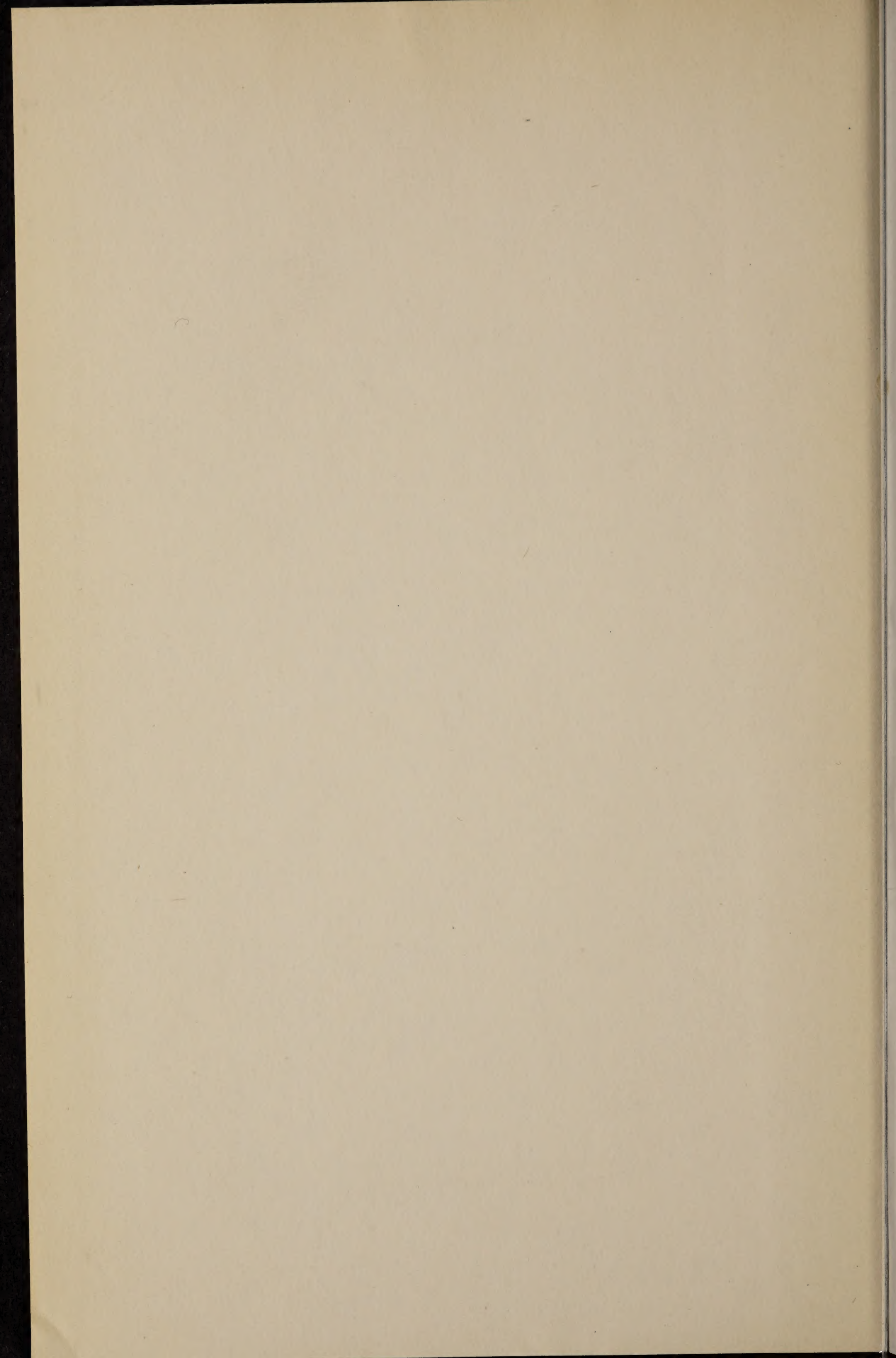








PROCEEDINGS OF THE
NATIONAL EDUCATION ASSOCIATION

1938

*Frontispiece shows the entrance to headquarters of
the National Education Association, Washington, D. C.*



NATIONAL EDUCATION ASSOCIATION
OF THE UNITED STATES

PROCEEDINGS

OF THE
SEVENTY-SIXTH ANNUAL MEETING
HELD IN NEW YORK CITY
JUNE 26-30

1938

VOLUME 76

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OF THE UNITED STATES
WASHINGTON, D. C.

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OF THE UNITED STATES

PROCEEDINGS

OF THE

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1938

VOLUME 26

NATIONAL EDUCATION ASSOCIATION

OF THE UNITED STATES

WASHINGTON, D.C.

FOREWORD

THIS BOOK comprises the seventy-sixth annual volume of Addresses and Proceedings of the National Education Association of the United States. It contains the papers delivered at the meetings of the Association and its departments in 1938 and the official records of the Association for the year 1937-38.

In the preparation of this volume it has been necessary to abstract many of the papers, particularly those delivered before departmental sessions, owing to the abundance of material and the limited space available. Wherever abstracting has been done every effort has been made to preserve the essential ideas the speaker conveyed in his complete address.

Where the material for a given department exceeded the space available for that department, the officers of the department were asked to indicate which addresses to include. In a few cases addresses were received too late for inclusion in the volume.

WILLARD E. GIVENS

Executive Secretary

FOREWORD

This book contains the reports and annual reports of the National Education Association of the United States. It contains the reports of the Association at the meetings of the Association and its branches in 1937 and the annual reports of the Association for the year 1937-38.

In the preparation of this volume it has been necessary to select from the reports of the papers presented at the meetings of the Association and the annual reports of the branches of the Association. It has been found that the reports of the papers presented at the meetings of the Association and the annual reports of the branches of the Association are the most valuable and interesting material available for the study of the work of the Association and its branches.

When the material for a given report was selected, the most available for that department, the reports of the departments were selected to include the most valuable and interesting material available for the study of the work of the Association and its branches.

WILLIAM F. HAYES

Executive Secretary

Contents of previous volumes of Proceedings of the National Education Association may be found by consulting the Education Index.

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ALLIED GROUP MEETINGS

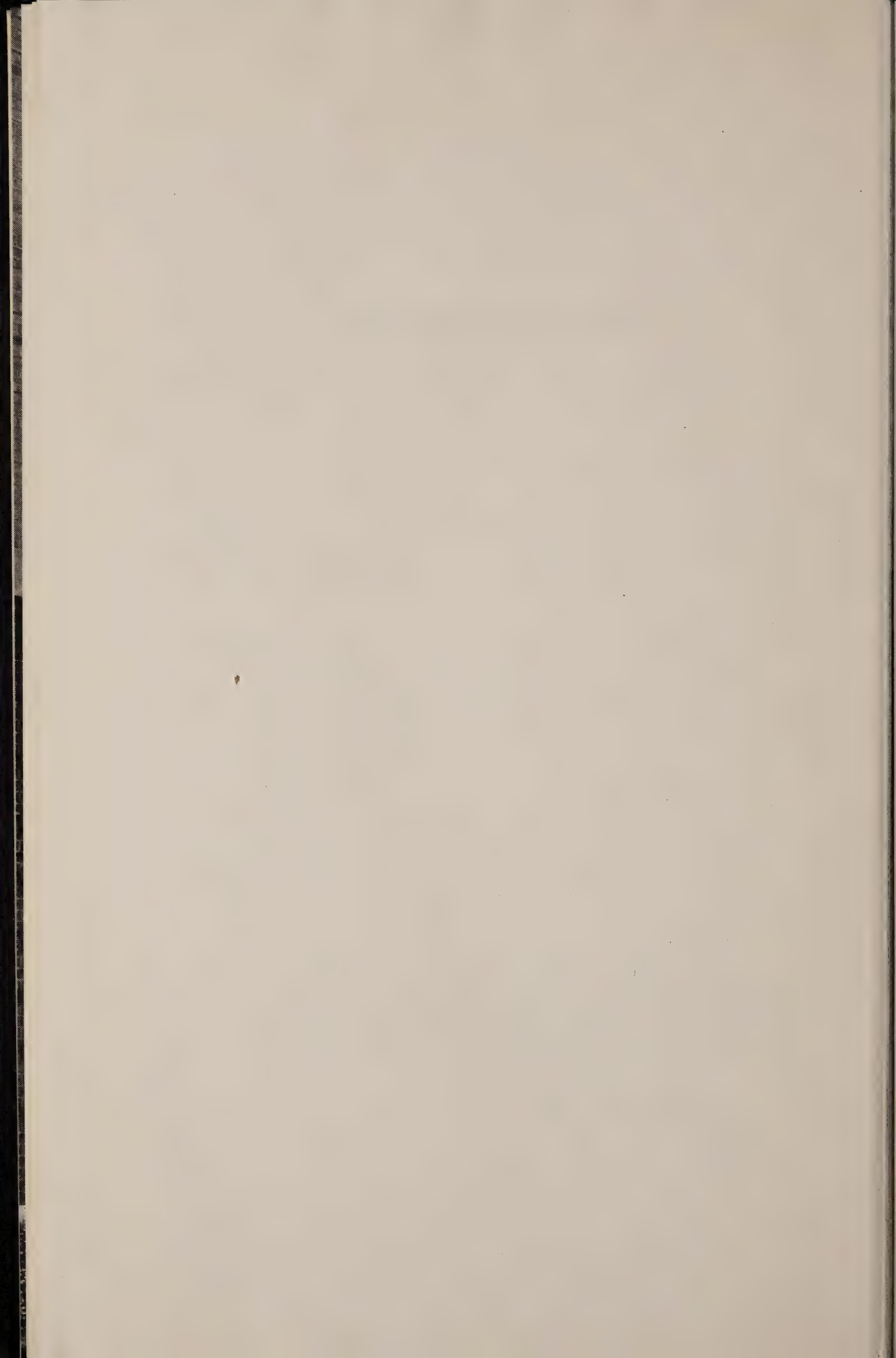
The following allied groups met during the time of the conventions of either the National Education Association at New York City or the American Association of School Administrators at Atlantic City:

AMERICAN ASSOCIATION OF VISITING TEACHERS
 AMERICAN CLASSICAL LEAGUE
 CONFERENCE OF CCC EDUCATIONAL ADVISERS
 CONFERENCE ON INDUSTRIAL ARTS
 NATIONAL ASSOCIATION OF HIGH SCHOOL SUPERVISORS AND DIRECTORS
 NATIONAL ASSOCIATION OF JOURNALISM DIRECTORS OF SECONDARY SCHOOLS
 NATIONAL ASSOCIATION OF SCHOOL SECRETARIES
 NATIONAL ASSOCIATION OF SECRETARIES OF STATE TEACHERS ASSOCIATIONS
 NATIONAL ASSOCIATION OF STUDENT OFFICERS
 NATIONAL CONFERENCE OF STUDENT PARTICIPATION IN SCHOOL ADMINISTRATION
 NATIONAL ASSOCIATION OF TEACHERS OF SPEECH—ELEMENTARY-SCHOOL COMMITTEE
 NATIONAL COUNCIL OF CHIEF STATE SCHOOL OFFICERS
 NATIONAL COUNCIL OF CHILDHOOD EDUCATION
 NATIONAL COUNCIL OF GEOGRAPHY TEACHERS
 NATIONAL COUNCIL OF TEACHERS OF ENGLISH
 NATIONAL COUNCIL OF TEACHERS OF MATHEMATICS
 NATIONAL LEAGUE OF TEACHERS' ASSOCIATIONS
 NATIONAL SOCIETY FOR THE STUDY OF EDUCATION
 NATIONAL SOCIETY OF COLLEGE TEACHERS OF EDUCATION
 NATIONAL VOCATIONAL GUIDANCE ASSOCIATION
 SCHOOL GARDEN ASSOCIATION OF AMERICA
 SCHOOL PUBLIC RELATIONS ASSOCIATION

The work on this volume, including the gathering of materials, editing, proofreading, and makeup, has been done by the following members of the Division of Publications staff: Lyle W. Ashby, Mildred B. Berry, Ruth Hirst, Anne M. Smith, and Marjorie Starr.

JOY ELMER MORGAN, *Director*
Division of Publications

GENERAL SESSIONS



VESPERS

A TRIBUTE TO MRS. MARY C. C. BRADFORD

MRS. INEZ JOHNSON LEWIS, STATE SUPERINTENDENT OF PUBLIC
INSTRUCTION, DENVER, COLO.

MARY C. C. BRADFORD, a former president of the National Education Association, and a former state superintendent of public instruction of the state of Colorado, died in Denver on January 15, 1938.

Mrs. Bradford was president of this great Association during the World War. Her leadership was pronounced in directing the energies of the membership to cooperative patriotic activities of the teaching profession. Her influence was evident thruout the country in stimulating local school activities to the end that the local school unit contributed in a practical way toward providing means of support to the government in its struggle with nations of the world at war. It was during her administration also that the present headquarters of the National Education Association was purchased and its present home established in the national capital. She was devoted to her office and to the teachers and children of the commonwealth.

During the World War she was called to Washington by President Wilson to help in the organization of the Junior Red Cross.

She was also a pioneer in the woman's club movement. She served as president of the Colorado Federation of Women's Clubs and her activity in this field was national in its scope.

She was the first woman member of the Board of Directors of the World Federation of Education Associations. She was elected to the Board of Directors in Edinburgh in 1926.

In the passing of Mrs. Bradford the teaching profession lost a devoted friend, the rights of children a great defender, and democracy a staunch believer.

Hers was a great heart and a great mind.
She was a great woman and a great citizen.

IN MEMORIAM

MRS. VINA M. AHERNE, NEW HAVEN, CONN.; *Chairman*, COMMITTEE ON
NECROLOGY

Since we met in Detroit last year, many members of our profession have passed on. No section of our country has been free from the loss of some beloved teacher. A list of over nineteen hundred names has been received and will be filed in the report of the Committee on Necrology.

Circumstances do not permit us to name each teacher whose work has been completed. Some of the most outstanding would be recognized by

many of you. Altho many of the less well known would be recognized only in his or her own community, we all know the great cause for which they labored. We miss their physical presence, but we know that they are ever with us in spirit, and are a part of the lives of the youth they touched.

As an expression of sorrow at their going and gratitude for the lives they have lived, let us at this time stand for a moment of silence in tribute to these noble souls.

FOR SUCH A DAY AS THIS

REVEREND JOSEPH R. SIZOO, MINISTER OF THE COLLEGIATE CHURCH OF
ST. NICHOLAS, NEW YORK, N. Y.

It is a very great honor to have a share with you in this impressive service, and for that privilege I wish first to express my sincere gratitude.

What endless satisfaction your profession holds! There is no career quite so rewarding as that of the teacher. It is to be questioned if anywhere on earth there is a work so enriching and so enlarging as that to which you have given yourselves. It must be a wonderful thing to take a bit of gold and a steel spring and a few jewels and make out of them a watch that keeps time with the sun. It must be a wonderful thing to take a bit of canvas, a few brushes, and a little color and make of them a Millet's "Angelus." It must be a wonderful thing to take a thin pine board and a few strings and a pot of glue and make out of them an instrument that can sob out an "Ave Maria." But nothing in all the world is quite so wonderful as to sit down with a child, enlarge his horizons, push back the foothills, and enrich his understanding of the mystery of life. No wonder, then, that when Henry Ward Beecher lay dying and a friend asked him, "Mr. Beecher, if you had your life to live over again, what would you be?" he replied, "I would be a teacher."

But it is not an easy profession. There is no work which requires such invincible patience, such compassionate goodwill, such unconquerable understanding, and such cheerful steadfastness. The Oxford professor who wrote *Alice In Wonderland* described a croquet game in which the wickets were forever moving, in which the ball never ran in the direction it was aimed, and in which the mallet never struck the ball at the place of contact where it was intended. Nothing stayed put. That is peculiarly true in your profession. It is never easy to mold life; and nature in the raw is never mild.

We are living in a world that is on the march. Our generation has determined seemingly to set up a whole new scheme of things. We may not know where we are going, but we are on the way. New fires are playing in the heart of the earth and civilization is becoming molten again. New seeds are being planted in new furrows destined to bring the world new harvests. New waters are gushing out of new springs destined to make their way to new and undiscovered seas. Everywhere in the world is a sense of aspiration. There is upon mankind the quest for a fuller life. You may speak of it negatively in terms of revolt and revolution which are rife

everywhere in the world, a kicking against the pricks and an unwillingness to live within the inevitable restraints of life. But it is much more honest to speak of it as the quest for a fuller and better life. You may not be in agreement with these aspirations. You may believe they will only further entangle and enmesh the world with deeper dilemmas and disillusionments. You may believe that these aspirations of our generation are contradictory and self-destroying. You may believe if the aspirations of one are to be realized the aspirations of another must be defeated. You may believe that that which brings gain to one will bring loss to another. But the fact stands that everywhere in the world there is this sense of aspiration.

Not since Christ died upon His lonely cross
Has life such prospect held of a new birth.

It is never easy to live in such a world. When the frost goes out of the ground in springtime the rural roads are always most difficult to travel. It is then that ruts are easily formed, mud clings to the wheels, and travel is slow. In a world at springtime there will have to be a lot of plowing and harrowing. It is a very unrewarding and discouraging time. We may never see the harvests of that sowing or toil. Indeed, already misgivings are coming to multitudes of people and the sense of hopelessness is compromised by the feeling of futility. We seem to be like people who walk on streets which have no foundation, who eat food which does not nourish, who live in houses which do not shelter. We seem to be like boats on muddy flats with never a white sail in sight. We seem to be like sailors climbing in the rigging of a sinking ship, always above the water line, but never far from destruction. We seem to be like sleepers, conscious of the dawn, but unable to awaken. Many people are becoming afraid that a different world may not be a better world. We are not quite sure that change will mean improvement. Such is the world in which we are living. It is the only world we will ever know. If we expect to play our part it will be in that kind of world. We did not make it, but we will have to do something about it. The question therefore arises, How can we live successfully in such a world and how can we play our part so that a different world will be a better world and change will be improvement?

First, education in democracy must increasingly emphasize the sacredness of personality. Its business is to make individuals, not robots; to cultivate personality that shall stand upright and unashamed. There can be no true culture without the cultivation of self-reverence and self-respect. Individuality must come to the fore. We must champion again the right of personal judgment and of personal initiative. Man is not a pawn in the lap of kings or a tool in the hands of political charlatans. Have you ever thought that to whatever God has given life, to that He has given individuality? There are millions of spring-tinted leaves in the forests of the hills about us, but every leaf differs from every other leaf in outline, texture, and color. A thousand stars shine out of a winter night sky, but every star differs from every other star in glory. So it is with personality. God casts each life into a different mold and when He has made that life He breaks the mold.

We are not born so much to conform as to bear witness to a fire that burns within us. Man is an individual inbreathed with purpose, endowed with genius, and enswathed with high adventure.

There is no form of government which so needs the leadership of the best as ours. In monarchy nobody needs intelligence except the king, and oftentimes the less the people know the better for the king. In autocracy nobody needs intelligence except the sheriff or the executioner. In anarchy nobody has intelligence. But democracy is a form of government so high and so exalted that it requires a high level of intelligence to appreciate and a high standard of character to maintain. Yet many people suppose that democracy is the rule of the mediocre, a government which involves a leveling down process. Robert Ingersoll once said that a college is a place where pebbles are polished and diamonds are dimmed. I do not propose in this place to debate the correctness or error of that judgment, but I do know that in the current attitude toward democracy that same opinion all too often prevails. There are two kinds of democracy; there is a democracy of mud and there is a democracy of the stars. Ours is a democracy of the stars and it requires adventurous souls to maintain it. In our democracy unless we have the leadership of the best we are lost.

One of the grave perils of our generation is crowd-mindedness. An age that has gone in for mass production has come to the dreadful counterpart of mass thinking. We are content with the regimentation of ideas, cultivation of intellectual security, and the surrender of personality. Things have come to such a pass that it is no longer in good taste to advance an individual opinion. It is not patriotic. If you do not think with the majority you are not a good citizen. The glamor of crowd-mindedness has us spell-bound. We have learned to follow, not to think; to drift, not to swim. Everything is being standardized today, including thinking. Individual judgments are warped or obliterated by an avalanche of postcards, a wheelbarrow of telegrams, or the decree of a self-appointed Caesar. We are rubbing out the marks of selfdom. We are content to become passive copies of the current mind. We send up trial balloons to find out which way the wind is blowing and teach children accordingly. We want to know what public opinion is before we outline a course of instruction. The individual is terrorized by the majority and hypnotized by the state. We are afraid of the black mark of majority disapproval.

Now every bridge has a limit to the number of vibrations it can endure. Regiments of soldiers passing over a bridge always break step. It is high time we remember that we cannot violate this ageless law of physics with impunity. A goose-stepping generation with its regimentation of ideas and ideology may yet destroy the equilibrium of the world and lead it to an inevitable smash-up. Let us say to ourselves so clearly it will never be forgotten that there can be no great living apart from concentration and detachment.

There is a sentence written of Jesus of Nazareth which always grips me. I cannot read it without a lump rising in my throat. It is this: "He

dismissed the crowd." That is the hardest thing to do. We are unable today to live apart from crowd-mindedness. Public opinion haunts us like a vise and follows us like a shadow. Whether in the economic world there is room for regimentation I do not know, but in the realm of mind and spirit we cannot keep our self-respect by goose-stepping. In a day of ready-to-wear clothing, predigested breakfast foods and philosophies, we need to remember that the first business of the teacher is the cultivation of the individual. The words of warning which Jesus raised to His disciples, "Come ye apart," have a strange significance for us. It is imperative to recall that before God gives a man a great task He always takes him away from the crowd. He sent Moses into the desert, Elijah into the Kedron, Jeremiah into the meadows of Anathoth, Amos to the plowed fields of Tekoa, Paul to Arabia, and Jesus to the wilderness.

It is time that we take fresh hold of the Magna Carta of Christianity's conception of personality. It is so easy to conform, but the test of civilization lies in its ability to create the individual and develop him as a person. A different world will never be a better world until that day comes.

To thine own self be true
And it shall follow as the night the day
Thou canst not then be false to any man.

There is another contribution which education must make for such a day as this if a different world is to be a better world. The second objective of education is the integrating of the individual in a society. To personal initiative there must be added social responsibility. After all, *rugged* individualism must not degenerate into *ragged* individualism. It is all very well to talk about the philosophy of self-expression; obey that impulse; let yourself go; but one is always thrown back upon the question, Have we a self worth expressing?

For this reason there is a word which holds increasing emphasis among us. Without that word we shall never come to a braver and better tomorrow. Without that word no cause in all the world is quite so hopeless as the cause of peace. It is the word *understanding*.

It is so easy to play the role of the Pharisee and, seeing a world bloody and broken lying by the wayside, to pass by on the other side. But you never solve problems by calling people names. We all accent different syllables. We are all mysteries to one another. One drop of dew, no matter how large, cannot hold all the glory of the morning sun. Because I have certain political, economic, and social convictions is no reason that other people should hold those same convictions. I may be right or they may be right. If I am right it is my duty to convert them, but I have no right to slander them or to shoot them. Among the Sioux Indians there prevailed in the days of the frontier a strange custom. If one of the tribe determined to travel for a little while in areas guarded by other tribes, always on the night before he left his camp the traveler would be required to sit with the chiefs of the Sioux tribe around a campfire and then before it fell back into gray ash he would be asked to arise and, silhouetted

against the flames, would lift this prayer, "Great Spirit, help me never to judge another until I have walked two weeks in his moccasins." If only now and again in this world we could walk in one another's shoes, how much better would life be and how much more hopeful our tomorrow! The business of education is to create understanding.

Whatever else culture may do for you, always first it should make you sensitive to the needs of the world. To know all is to forgive all. Culture should always lead to compassion and the end of education is understanding. The purpose of knowledge is not to make one arrogant, but considerate; not calloused, but compassionate; not unconcerned, but understanding; not indifferent, but interested.

Bigotry and intolerance are always the inevitable earmarks of ignorance, while the first fruits of education are sympathy and understanding. Education may make you skeptical, but it can never make you cynical. A skeptic is a man who has lost faith in the power of truth. A cynic is a man who has lost faith in the power of virtue. A skeptic maintains it makes no difference what you believe, while a cynic affirms it makes no difference how you live. Education may make you skeptical, but never cynical. To know all is to forgive all. To talk about culture without compassion is like talking about a crooked-straight line.

How little one sees of this adventurous goodwill in our current world! We seem to be baptized with prussic acid rather than with love for our fellowmen. There is breath-taking need of a Pentecost of compassion. What hate there is in our modern world! Indeed, hate is the modern American tragedy. It is gnawing at the lute strings of our national life, haunting us and following us like a shadow. I never knew there was so much hate in the world. We hate the Jew; we hate the German; we hate capital; we hate labor; we hate the old guard; we hate the New Deal; we hate "nine old men"; we hate economic royalists; we hate the Congress; we hate the Constitution; we hate the President. Young people hate old people and old people seemingly return the compliment. We hate races. One section of the country hates another section of the country. It has even crept into religion, for we are apt to hate a shade of truth more than we hate error. We are tumbling apart into broken and brittle bits. The only thing we seemingly have in common is a mutual ill will and distrust. Just at a time when we are in need of a common front to bring in a braver and better day the vengeful spirit of class consciousness has gripped people.

I do not mean to suggest that there are no wrongs to be righted. It is hard to justify some things. It is hard to justify disease in the presence of well-being; poverty in the face of plenty; ignorance in the presence of knowledge. I live in a city that has seventeen square miles of slums with sixty-five thousand condemned tenement houses in which there live one million children under fourteen years of age, in which there are one quarter of a million family units with sleeping rooms without windows or doors, one quarter of a million family units without running water,

and one third of a million without central heating. It is hard to justify some things in this world. One wonders if Dostoyevsky was not right when he wrote, "The only contribution that civilization has seemingly made is to increase our capacity for pain." We have built our world order upon human suffering rather than upon human understanding.

But hate does not solve these problems. It only multiplies them. It does not lessen, but deepens, the barriers. We cannot hate ourselves out of these dilemmas. The pity of it is that men say if we only hate enough we shall bring in a better tomorrow. Men are going up and down the land saying that we are going to hate ourselves into prosperity. In the last analysis, democracy is a living together for the common good. Such forms of self-government can never last long or be maintained with ugly moods and uglier tempers.

The world is waiting for the sunrise of those who will see the ten thousand heartaches and disillusionments of our generation, its terrible injustices, its fierce discontent, its sordid shambles, its drugged sensibilities, not in terms of arrogance, but understanding; not in terms of callousness, but compassion. We have so many architects today, but so few builders; we have so many who are anxious to tell us what is wrong, but so few who are willing to make it right. There is scolding enough in our world without another college generation joining the anvil chorus in the morning. It is so easy to look upon the dilemmas of our generation and say what a dirty mess it is and then shut the window upon it and walk out. We need more compassion and goodwill.

That was the glory of Jesus. He lived in a world much like our own; with economic injustice, financial disarrangement, political maladjustment, and religious chicanery. Yet He never lost compassion for His age. After two thousand years men are not yet agreed upon the full meaning and mission of His life, but everywhere men are agreed that only by His way shall a braver and better day dawn to the children of men. We all live for something—some people live for money; some live for fame; some live for power. Jesus lived for love. He asked nothing of the world and the world had nothing to give Him. Wherever He went He dragged the sorrows of His generation across His soul. He could not keep Himself out of the welter and misery of His day. He walked with men thru their shadows. At midnight it was a Hebrew scholar; at daybreak it was a foundering ship; at noonday it was a fallen girl by the well; in the afternoon it was a company of hungry unemployed. Across the threshold of His home in Capernaum there fell the shadows of the limp and the lame, the halt and the blind, and He healed them every one.

There are three things which Jesus of Nazareth never took into consideration—three things which meant nothing to Him. Geography meant nothing to Him. He never traveled more than one hundred miles from home, yet what He said was for all ages and all times. Then, too, He never took time into consideration. A thousand years were with Him as a day, and a day as a thousand years. He did not begin His work until He

was thirty. In six months He was checkmated and two years later He was dead. Yet when He died He said, "It is finished." More than all these, the social frontiers which separated and estranged men meant nothing to Him. The hero and the helot; the rich and the poor; the old and the young; the moron and the savant, all found in Him something that satisfied them as they walked back into the world with new purpose and a finer spirit. If we propose to build a new order it must be on the philosophy of One who said, "If any man will come after me, let him deny himself, take up his cross, and follow me."

No way of life is quite so rewarding. Nothing so enriches life as an adventurous goodwill toward all people. Great sympathies have a way of making small men great. Because he saw the burden of his people Moses became one of the figures that will always live. Because he carried an ache in his heart Dante in exile became the most moving figure in the twelfth century. Because Bunyan saw the distress of his time he lifted himself into immortality. Because Jesus of Nazareth dragged the sorrow of His world across His soul He became the ageless and timeless Redeemer of the world. The surest way to redeem life from mediocrity and provincialism is to identify it with a great cause. Nothing small or mean can live in a life that is dominated by a great compassion.

Not only is this determination to live with compassion the test of education; it is also the test of true religion. Religion may begin with the individual, but it does not end there. It is not a solitary adventure of a lonely soul upon a lonely God, but rather an adventure in the fine art of living together for the common good. The Christian of the future is not one who has an answer for every question and a solvent for every riddle, but one who lives with a compassion toward mankind. To say that you love God and do not love your fellowmen is as anomalous as it is untrue. This world is not a "Morro Castle" which shrieks with the cry, "Every man for himself," but the Father's house in which we live together for the common good. No one quarrels because faith in God brings peace and serenity to the heart.

If you walk into the world sullen, cynical, and calloused, you will scald your soul and turn your back upon the adventure of the true culture. So it all comes back to this: Are there enough of us left who care, determined to live compassionately and with adventurous goodwill; are there enough of us left who will not let it down; are there enough of us left who will not walk out on it; are there enough of us left who will stay with it to the end until the inheritance is won, until Jesus Christ shall see the travail of their souls and shall be satisfied?

FIRST GENERAL MORNING SESSION

ADDRESS OF WELCOME

HONORABLE HERBERT H. LEHMAN, GOVERNOR OF NEW YORK, ALBANY, N. Y.

It gives me great pleasure and satisfaction to have the privilege as governor of welcoming this convention to the state of New York. Indeed, the long traditions of the office I have the honor to hold dictate to me, quite apart from my own impulses, the obligation and duty to receive and to honor the teachers of the nation meeting within our borders.

It is now just three centuries since our first schoolmaster, Adam Roelandsden, called children to their lessons on this island. I wish that the entire intervening history of our struggle to establish and to maintain free schools in the Empire State might be unfolded to you in pageant and story. On the whole, the record is one of which we are justly proud. While the presentation of our history might tell those of you who come from other states nothing essentially new, for our problems in education are common the country over, yet the long and interesting record of our successes and failures would, I am sure, give you added courage to persist in these advanced days of the twentieth century in the high calling to which you have dedicated your lives.

At the very first session of the Legislature of the State of New York after the close of the Revolutionary War, my distinguished predecessor in office, the first governor of the state, the Honorable George Clinton, in his opening message to the lawmakers, made this significant utterance:

Neglect of the education of youth is among the evils consequent on war. Perhaps there is scarcely anything more worthy of your attention than the revival and encouragement of seminaries of learning, and nothing by which we can more satisfactorily express our gratitude to the Supreme Being for His past favors, since piety and virtue are generally the offspring of an enlightened understanding.

The universal and continuing response of the people of this commonwealth to that challenge of Governor Clinton, issued 154 years ago, is to be found today in broad terms in our basic law—the constitution of the state.

Beyond our constitutional declarations there has grown up thru acts of the legislature, thru quasi-legislative regulations of the regents, and thru common public consent, a body of fundamental principles to which the state is profoundly committed which govern and control the administration of public education. The state commissioner of education and the superintendent of schools of this city who are to follow me on this program can, of course, speak to you of these fundamental principles from the standpoint of membership in your guild. I speak as a private citizen, profoundly interested in public education, and for the time being as governor determined that the will of the people concerning their schools shall be executed.

Let me, therefore, as citizen and as governor, enumerate some of the

fundamental principles which characterize and, in my judgment, dignify our management of public education.

We have determined by long practice and by court action that the supervision and direction of education is basically a state function.

We have, therefore, called upon the treasury of the state to bear a considerable portion of the cost of maintaining schools, and have adopted measures to bring a satisfactory minimum standard of educational opportunity, both on the elementary and secondary level, within the reach of every child in the state no matter what the wealth of the school district in which he lives.

We are committed to the principle that the growing science of education and the fine art of teaching demand a high level of academic and professional training on the part of every teacher. We pledge the state to provide opportunity for such training, and we permit no person to teach in the public schools who does not meet the minimum standards set by the state for certification.

Believing that the laborer is worthy of his hire in every walk of life, we have established by law, minimum salary scales for all public school teachers.

Recognizing the high public service of the teacher, we have established in this great city and in the state at large teachers retirement systems which give assurance of security in old age.

Believing that the faithful and competent teacher should be free from apprehension of security in his position, we have enacted tenure laws which protect our city and village teachers and which will in time, I believe, be extended to teachers in rural schools.

Being a conservative people, we have slowly and even reluctantly come to the realization that the one-room country school, so useful in earlier days, no longer satisfies our educational needs. A far-reaching movement is under way which will eventually, and I hope speedily, centralize our rural schools.

It is to a state committed to these principles thru constitution and statute and practice to which I welcome you. Every problem you can conceivably discuss in this convention is our problem with you. By reason of our population, roughly speaking, we undertake to carry one-tenth of the problem of conducting schools in the United States. This ought to be fertile soil, therefore, for the propagation of forward-looking movements and for the promotion of common educational causes.

I welcome you also to the state of New York in these trying times for yet other reasons.

In some quarters of the globe the benefits of certain eternal verities which we have nurtured in America are denied whole peoples. Freedom of religion, of speech, and of the press, so common in our belief, so inherent in our system of government, no longer mean today what they did yesterday to millions of people in certain other lands. It is for this reason we hear so often these days the declaration that democracy is on trial.

That declaration is, of course, merely rhetorical. Democracy cannot be on trial since over a period of a century and a half it has conclusively proved its worth in this country, not alone as a political philosophy but as a way of life which has brought happiness and security to our people.

But while democracy can never be on trial, it is unquestionably under attack and pressure here and in many other parts of the world. The threat that dictatorship constitutes to democracy is a very real one, and may become imminent if we are not ever vigilant in defense of our liberties. Unlike dictatorship, which invokes force and violence and oppression to stifle opposition, democracy must rely for its preservation on the force of public opinion and on the undivided devotion and loyalty of its adherents.

In this country we may be thankful that we are still free to speak the truth and to write the truth as we see it. One of the great weapons of democracy is universal free education, which teaches youth the eternal truths of justice, liberty, tolerance, and equality. Those truths can be brought before no tribunal save that of an enlightened public opinion. In your hands lie the privilege and responsibility of keeping vital the principles of American democracy guaranteed to us by constitutional covenant.

I consider it an honor to welcome you to the state of New York because in your hands, in great measure, lie the destiny and future of the youth of our nation.

ADDRESS OF WELCOME

HONORABLE FIORELLO H. LA GUARDIA, MAYOR OF NEW YORK CITY

I want to extend a most cordial welcome to all the delegates on behalf of the people of the City of New York. We sincerely hope that you will enjoy every minute of your visit.

I want to congratulate the committee on arrangements for all its painstaking attention to every detail. Judging from the program, you are to have a very busy week. I hope that the delegates who are particularly interested in any feature of our municipal government and who desire to visit and inspect any branch of the city government will indicate to your registration office the time and the place that they care to visit, and we will be very happy to provide accommodations for them.

We are proud of our school system in New York City. As the governor stated, we have all of the problems of every other city, except that ours are multiplied so many times.

I concur heartily in what Governor Lehman said about education being a state function. I concede frankly and publicly and openly that it is a state function, but since it is a state function, I want my state to take it over entirely. Governor Lehman stated that the state fixes the standards. That is right; the state should fix the standards. Governor Lehman also stated that the state guarantees tenure. That is also right. But I say that the same governmental agency that fixes tenure ought also to have the responsibility of removing teachers who are incompetent and unfit! Of course, we

will go along and cooperate with the state so long as there is divided responsibility, but I believe the idea of education being a state function ought to be carried out to the fullest degree without any divided responsibility.

We are approaching a time when education will take an even more important part in the shaping of our social and economic life than heretofore. *Important as education has been in the past, it is far more important today.* I need not repeat to a gathering of this kind, or add to what the governor has already said, that education and democracy are so closely related as to make the one dependent upon the other.

The governor pointed out three fundamental principles which we might call the trinity of democracy: the freedom of speech, freedom of religion, and freedom of the press. The three, of course, imply government by the consent of the governed, but that is not enough today. We cannot have a complete enjoyment of democracy and the benefit of a government by the people in these days with just these three factors. We have arrived at the time when we must frankly state that democracy depends not only on freedom of the press, freedom of speech, and the right to worship, but also on economic security.

It is difficult to enjoy democracy when starvation is staring some of our citizens in the face. We are now fully embarked upon a national policy that will guarantee, along with the fundamentals specifically mentioned in the Constitution, the right for every citizen to find employment and to live decently and properly and happily.

That brings up, then, the additional duties and responsibilities thrust upon the schools of our country. There has been a time when there was resentment and resistance to the training of children in the skilled trades. We are now approaching the time where it will make very little difference how one earns his living. This will occur when there is a certain dignity to labor, and in the final adjustment, which is bound to be brought about, there will be leisure for the great mass of people in this country.

There is a distinction between leisure time and idle time. Idle time is the result of unemployment and is depressing and discouraging and demoralizing. Leisure time, under a system which will spread employment, can be made inspiring and helpful and encouraging. But to enjoy leisure time, one requires a certain cultural background in order to prevent it from becoming monotonous.

And so, we are establishing in New York City specialized high schools of every sort and description, and we invite your consideration and thought on this plan and would like to get your reaction. But there is one phase of it which must be carefully guarded. There should be no arbitrary formula of channeling the children from the grade schools to specialized high schools!

It is difficult to agree on any formula which would be applicable. I do not know just how it should be done, how they are to consult the inclination of the child himself and give him ample latitude to change after the

first or during the second year, but surely there should be no hard and fast rule of channeling these children to any of the specialized schools. I firmly believe that it can be worked out satisfactorily. To date, we have had very little, if any, difficulty in our system here in New York City. We expect to expand these various specialized schools.

Only a few days ago I attended the graduation of the High School of Aviation where young men are being turned out as skilled airplane mechanics or as motor mechanics for airplanes—a highly specialized training these days. The school does not pretend to make engineers or plane designers out of them, but the graduates are prepared to take up a highly skilled trade with a cultural foundation which will permit them the fullest enjoyment of the new age in which this country has embarked.

I feel confident and optimistic *that we are going into a very happy period of our national life*. I feel that we have conquered and destroyed old ideas such as, that in a crisis we naturally develop our economic system, that unemployment is bound to come with such conditions, and that poverty and hardship make rugged individuals.

We have certain policies in this country. No American family should be humiliated and degraded by taking a place in a breadline or in a soup kitchen because of the inability, thru no fault of his own, of the head of that family to find employment. When history shall have been written in the future from an impartial perspective, a glorious page will be given to the leadership in this new national policy of the President of the United States, Franklin Delano Roosevelt!

In every high school in this country there are young men and women who have been enabled to continue their studies without any humiliation at all thru our system of governmental aid.

I want to extend again our welcome to the delegates, and to wish the National Education Association a most successful congress in New York City. I hope to see all of you again soon!

ADDRESS OF WELCOME

FRANK PIERREPONT GRAVES, PRESIDENT, UNIVERSITY OF THE STATE OF NEW YORK, AND COMMISSIONER OF EDUCATION, ALBANY, N. Y.

Twenty-two long years have passed since we school men and women of New York had the keen pleasure and satisfaction of entertaining you brothers and sisters in the National Education Association, and we are very happy indeed that you have at length returned to us. We are not in the position of the man who invited the members of his fraternity to be sure to drop in on him when they were in town, but begged them, "For Heaven's sake, don't all come at once." The more of you we see, the happier we shall be, and there is both sincerity and volume in our greetings. Eighty thousand teachers and two and one-half million school children bid you thrice welcome to this gathering of our national Association.

Thru the annual meetings in other parts of the country we of the Atlantic Seaboard have experienced the eloquence and hospitality of the South and

the independence and friendliness of the West, and have been inspired by your educational programs and progress. We hope, in turn, that you may discover corresponding capacities and virtues in us and be glad of the opportunity to witness what we are doing in the school system of New York. This state has at times been referred to as devoted to materialism and the pursuit of the almighty dollar, but in reality the pride of her heart is to be found in her public schools, maintained at an approximate cost of more than a million dollars a day; and in her seventy colleges, universities, and other degree-conferring institutions, with their 200,000 invaluable leaders-to-be. Of course, bigness must not be mistaken for greatness, and New York is chiefly concerned in those articles of educational faith to which Governor Lehman has alluded—free, universal, non-sectarian, and state controlled education for her boys and girls; a cultural wage, secure tenure, training in service, and adequate retiring allowances for her teaching staff. New York, by far the largest and wealthiest state, is chiefly concerned in preserving and promoting these educational safeguards for democracy, a responsibility which she shares with all the other states of our Union. If she has anything to offer beyond that attained elsewhere, it is to be found in her delegation of educational administration to a non-partisan state board of regents and her freedom from all school control by any political official. I think that you must have found it refreshing to discover a governor who not only has no power or responsibility in matters educational but does not even wish to have. In this respect New York comes close to being unique.

It is well that we teachers from the various states should come together annually and compare notes. The evolution of our Association is akin to that of the federal government. Like the nation, we began as a series of separate units, but soon felt ourselves compelled "to form a more perfect Union." At first, informal groups were started to discuss ways and means of improving the teaching profession and its material welfare, and these gatherings eventually developed into strong state and then national organizations, with a membership of goodly proportions. Massachusetts and New York established state teachers associations nearly a hundred years ago, and the other commonwealths followed until by the close of the last century no state remained unorganized. Then in 1857 a national teachers association met for the first time, which, after affiliating with several other groups having a like purpose, shortly blossomed into what is now the National Education Association. This great organization, now meeting for the year 1938 in our midst, has for over three-quarters of a century put forth more and more effective efforts to realize its objectives, "to elevate the character and advance the interest of the profession of teaching, and to promote the cause of popular education in the United States." We teachers of New York take genuine pride in our membership in the National Education Association, and appreciate fully the privilege of offering hospitality to the organization as a whole. Please do not wait twenty-two years before you come again.

ADDRESS OF WELCOME

JAMES MARSHALL, PRESIDENT, BOARD OF EDUCATION, NEW YORK, N. Y.

You have been welcomed here by our scholarly commissioner of education, by our enlightened governor, by our magician and enlightened mayor; you have been welcomed to death, but it would not be right if, on this occasion, you were not also welcomed thru me by the forty-eight thousand teachers and supervisors of our New York City school system.

Over eleven thousand of us are members of the National Education Association, including at least four members of the Board of Education. We have thought long, we have worked hard, we have contributed much, and we have tried to make this convention a great success; the children, the teachers, and the Board of Education have all worked together.

Unfortunately, all of our schools, except the playgrounds, are closed, so we cannot show you the work actually going on, but you are welcome to see our plants and our buildings. Do not let them take you only to the brand-new buildings; let them show you that we, too, have problems of school housing—serious problems—which we are trying to meet. But we have a long, long road ahead.

There has been provided, thanks to the courtesy of the Port of New York Authority, an excellent exhibit hall at the Port of Authority Building. We hope that some time during your visit you will all go to that building and see examples of some of the work which our children and teachers are doing.

Tonight, tomorrow afternoon, and Wednesday morning there will be a pageant on the subject of democracy, entitled "Skylines," which will be given at Brooklyn Technical High School. It is worth your time to see the pageant, and I would suggest that while you are there you stop and look at the remarkable technical high-school building.

This evening a reception will be given by our teachers at the Waldorf-Astoria Hotel in honor of President Woodruff. We hope that you will be there.

On Wednesday evening at Madison Square Garden, in addition to the excellent school band which you have already heard, there will be our orchestra and chorus.

On Thursday the mayor will be your host at Madison Square Garden again. This will be a demonstration of the work of the police and fire departments.

Our teachers have liberally contributed of their time and you will find them ready to act as your guides, as your ushers, as your chauffeurs, and as your hostesses, and we hope that you will avail yourselves of their services.

We welcome you here. We welcome the opportunity of exchanging views with you, of trying to understand both the differences and similarities of your problems and of ours, and we want to tell you that we regard the National Education Association as the source of a great stimulus to our school system.

AMERICA'S LARGEST CITY SCHOOL SYSTEM

HAROLD G. CAMPBELL, SUPERINTENDENT OF SCHOOLS, NEW YORK, N. Y.

The task assigned to me is to tell about the largest city school system in the United States. Several comments have been made about this largest school system. I want it clearly understood that we do not boast of the fact that it is a large school system, but we do boast of the fact that within that system not one of our wonderful teachers in the City of New York forgets the individual child. Out of this great mass we are trying to carry on, not mass education, but real education. Our organization is not only the largest organization; it is the most heterogeneous organization to be found anywhere in the world—heterogeneous as to race, as to social outlook, as to economic condition—and out of this, we are trying to make good American citizens.

The school principals who are here will understand some of our difficulties when I mention just one incident. Not only have we a large population, but we have a population that is always shifting from one part of the city to another. For example, during the last two years, when a committee headed by President Marshall and associate Superintendent McCooey, made a study of maladjustment and delinquency in the schools of this city, we found one school which started in February with a register of 1000 children. It closed the term at the end of June with a register of 1000 children. But during that term, there had been 1000 transfers out and 1000 admissions, so that at the end of the term, altho it had 1000 children, there was not one child who had been there at the beginning of the term. I think school people will realize the difficulty that teachers have in handling a problem such as that, so, as I said before, the thing that we are proud of is the fact that our teachers are able to handle this type of situation.

New York City's million and a quarter individual school children, housed in more than 1000 buildings (representing an investment of half a billion dollars), constitute the sixth largest city in the United States. If all the children might pass in review before us in parade formation, it would take them the entire period of this convention—five days and five nights.

Our system extends beyond the city's borders. There are classes for handicapped children and others in day camps, convalescent homes, hospitals, and institutions on Long Island and in neighboring counties along the Hudson.

About 1,110,000 of our children are in regular day schools. The others are in part-time continuation classes, evening schools, and Americanization classes.

We have 612 elementary schools with approximately 669,000 students; 80 junior high schools with approximately 130,500 students; 47 academic and technical high schools with an enrolment of 255,000; and 24 vocational high schools with an enrolment of about 60,000 students, of whom 45,000 attend full time and 15,000 part time. There are 44 evening elementary schools with a register of 27,500; 23 evening high schools with a register of 56,000; and 11 evening trade schools with a register of 12,000.

Staff—Our teaching and supervisory staff numbers approximately 39,000. There are nearly 27,000 teachers in the elementary and junior high schools; 9300 in the senior, academic, and technical high schools; and 2128 in the vocational high schools. We employ more than 300 attendance officers to enforce the compulsory education law.

Our schools range in size from Public School 2, in the Borough of Richmond, with one teacher and 14 children, to the New Utrecht High School, in the Borough of Brooklyn, with 347 teachers and 9965 children. The smallest school is, in reality, a typical rural school with grades from 1A to 6B all in the same classroom and all taught by the same teacher.

The average size of our elementary-school classes in the city as a whole is 34.7. In our senior high schools the pupil-teacher ratio is 31.5, and in the junior high schools we are organized on a basis of 36 pupils per teacher for regular classes, 25 pupils per teacher in adjustment classes, and 18 pupils per teacher in industrial classes.

Costs—To finance our educational program there will be spent this year more than \$152,500,000, of which about \$54,350,000 is contributed by the state and about \$97,800,000 by the city. Federal aid amounts to approximately \$350,000, exclusive of the cost of WPA projects.

Our per capita cost of instruction in the main groups is \$103.05 in the elementary schools, \$113.99 in the junior high schools, and \$144.30 in the senior high schools.

Each year figures are compiled showing how the school dollar is spent—how much of it is spent for administration, how much for instruction, for maintenance, operation, etc. Last year every \$100 spent for education in New York City was spent as follows:

For instruction and the agencies auxiliary thereto, including the cost of playgrounds, recreation centers, and other items.....	\$88.74
For physical maintenance of the school plant including the cost of replacements and repairs.....	2.91
For physical operation of the school plant including the cost of heating and cleaning the buildings.....	5.40
For administration and miscellaneous expenses.....	2.95

Trends in register—As in other parts of the country our elementary-school register is declining, due to the lower birth-rate and restricted immigration. Current figures show that we had 23,800 fewer pupils in our elementary schools this April than we had in April 1937. A gain of 3000 or so in the junior high-school register hardly offsets this loss.

Registration in senior, academic, and technical high schools, while it has grown enormously, is now leveling off. In the vocational high schools the trend is still upward. Last year there was a gain of nearly 8000.

Experiments—Thruout our school system numerous experiments are being conducted. Notable among them is the experiment with the activity program which emphasizes the development of the child thru participation in actual experiences. Sixty-nine representative schools, with a combined register of 60,000 children, are engaged in this experiment.

At a special school known as the Speyer School, which we are conducting in cooperation with Teachers College, Columbia University, an effort is being made to devise more effective courses of study for slow learners and for rapid learners.

From among our 612 elementary schools we have selected 70 in underprivileged neighborhoods, and assigned to them additional teachers so as to bring class registers down to 30 and in some cases to 25, and thus to permit more individual instruction. Remedial programs have been instituted in these schools both in the tool subjects and in health education. The children are taken on trips to other parts of the city and every effort is made to overcome the adverse effects of unfavorable environment.

RESPONSE TO WELCOME

EMILY A. TARBELL, SYRACUSE, N. Y.; PRESIDENT, N. E. A. DEPARTMENT OF CLASSROOM TEACHERS

For the wholehearted welcome which you have extended to the members of the National Education Association gathered in your magnificent city, we say "Thank you."

Coming to New York City is always an adventure. To those of us who have visited you before comes a spirit of elation each time we return. You offer sky-towering proofs of your achievements. You give to the "up-staters" and the "out-of-staters" a keen appreciation of the accomplishments of this country, a greater realization of the potentialities, and awaken in us as teachers a quickened responsibility. To some of us who are here today this visit means much more. It is the realization of a long cherished dream. Our books, our magazines, our newspapers, and our radios have brought New York to us. But many of us have nurtured a deep resolution that some day we would see for ourselves the greatest city of our country—some day we ourselves would walk down Broadway and ride on Fifth Avenue and behold the majesty that is New York. With some of us it has taken years for the dream to reach its fulfilment. But the dream has come true. We are here.

We pay tribute to the educational record of New York City. You offer a rich curriculum to your students. You provide a lifelong opportunity of learning to your citizens, for after elementary and secondary training there are the city colleges and schools for adult education that open their doors to thousands. You have established high standards for your teachers. We pay especial tribute because you have helped to maintain the unexcelled system of state aid for education for the equalization of opportunity to the children of the state. We are glad of the privilege of seeing your educational system at firsthand.

Your city opens to us new vistas of thinking. We have come to behold your marvels in buildings and bridges, to gaze at your displays of art, to admire your schools, to watch your pageant, to explore your transportation systems and your World's Fair grounds, and to visit your docks, your marts

of trade, your theaters, and your parks. But we are looking too for those shrines of historic interest, those monuments to pioneer and Colonial days. Here where the first President of our country was inaugurated, we remember that upon the enterprise and labor of those early citizens the New York of today was builded.

Appreciation of enterprise and of the dignity of labor—this we would take to our own classrooms. There is abroad in our land a spirit of apathy and of bafflement, a cry of "Oh, let the government do it." When such a spirit begins to invade even the classroom, as it has been doing, ours is the task to give to the young people continued courage, ability to cooperate, a sturdy independence, and an honest zeal for work. Here at these meetings among these earnest minds we would gain renewed inspiration to bring to our students more joy in doing.

There is another lesson we would learn from your metropolis. Is there another city in the universe which has as many nationalities as New York? This has fittingly been called the "Great Melting Pot." While fires of hate are being fed abroad, here we find friendly intermingling of peoples. In these days of bitter race consciousness we would take back with us a refreshing tolerance and respect for our fellowmen.

In this setting of man-built canyons, of torrents of traffic, of ever surging tides of people, we appreciate deeply the neighborliness and the hospitality extended by the teachers, the officials, and the citizens of New York City. We are glad we are here.

GREETINGS

JAMES SUNTER, NELSON, LANCS., ENGLAND; REPRESENTING THE NATIONAL UNION OF TEACHERS OF ENGLAND

I am greatly honored by your gracious introduction. Your words of friendship and goodwill put me at ease. I am no longer a stranger in a strange land, but feel quite at home among you.

William S. Taylor, your representative to our national conference in England, said, "If you like us as much as we like you, we hope you will come to see us in the States." Well, I have come, and I am delighted with my reception and am looking forward to having a great time with my new found friends. I am particularly happy to be here as representative of the National Union of Teachers of England and Wales, and more than delighted to bring fraternal greetings to fellow teachers in the West. Many centuries ago, wise men came from the East and brought with them gold, frankincense, and myrrh, to present to the greatest Teacher of all time. I come from the East. I do not bring gold but the best wishes to you, and I bring these to a band of comrades whom I know to be great teachers.

The National Union of Teachers of England and Wales was established in the year 1870, and now has a total membership of 154,614 teachers of all types and grades. This number consists of more than 90 percent of the total teaching establishment of the country. The prestige of the Union stands high in the land and on all occasions when the teaching service or

the child life of the nation is involved, the national government and local education authorities confer with our officials.

In the coffers of the Union we have more than £1,500,000 sterling, and this proves a very effective "helpmate." "Money talks," and very effectively sometimes. I wish to make a frank admission, however. The Union has based its appeal in the past upon its professional service. It has achieved much in regard to (a) conditions of service, (b) stabilization of salaries and pensions, (c) security of tenure, (d) professional freedom in school, and (e) easement of legal responsibilities. Each of the above provides a story of its own and it is impossible for me, in the time allotted, to say anything of these achievements.

On the educational side the work of the Union has been no less marked, and notable advances have been brought about in our national system of education. First and foremost is the abolition of the half-time system. The day has now gone when a child of eleven years of age must go to work for half a day for tuition, and then attend school for the other half day, often working under wretched conditions and beginning at 6 A. M. and working until noon with only half an hour for breakfast. We thank God that our efforts have banished this iniquitous system from our midst forever.

Next, for many years the Union has made valiant efforts to obtain an extension of school life. This matter has been our more recent concern, and now the school-leaving age has been raised to fifteen years. Seven out of every ten children still leave school, to begin to earn their own living, at the age of fourteen years. In this matter we have much to learn from you in this country.

Again, the Union has done much to increase opportunities for higher education. Every endeavor has been put forward by our Union to make a broad educational avenue for every child, and especially the poor man's child. As yet, we have not attained the ideal stage of free education for all, but I am happy to say that while the progress to this great ideal is slow it is none the less sure. We look forward to the day when every British boy and girl, whether rich or poor, will be able to have free education from the nursery school to the university.

It is essential that every member of the profession should have a high standing among his fellow citizens. He must have financial stability, and it is the duty of the Union, of which he is a member, to secure and maintain that position. This, however, cannot be obtained unless there is unity. *Unity* must be the watchword—"Each for all and all for each." Compared numerically, the teaching profession is a small part of the community but what a wealth of power lies in its keeping!

An English statesman once said, "A contented teaching profession can be of great service to the state, but a discontented and disgruntled one may become a grave menace to the state." No one knows better than the teaching profession the truth of this statement. This statesman recognized the power which we, as teachers, have entrusted to us. I pray God that we may never abuse that trust. He also recognized that it was the duty of the

state to see that every teacher should receive adequate recompense for his services, and when old age and retirement became inevitable, he should have a pension which would insure comfort to the end of his days.

Into our care are given the children of the nation. We have the molding of their lives. This is no mean task entrusted to us. The citizen of tomorrow is in our keeping; his whole outlook can be changed and his existence made a blessing or irrevocably marred. With this great opportunity there comes a grave responsibility.

We now live in an age of transition, confusion, suspicion, upheaval, universal upset—almost madness. We are in a state of international chaos. How much have we teachers contributed to this state of national affairs? Have our aims in education been as true to the principles of peace as they might have been? I sometimes wonder. Be that as it may, what of the future?

True education is international in scope, and I strongly urge the tightening of the bonds of friendship among all educationalists thruout the world. I would wholeheartedly press for further activities in educational advance by (a) international associations of teachers unions, (b) international federation of teachers associations, (c) international federation of the world education association. The salvation of the world from its present trouble may be brought about by education. Contacts with one another will bring about an appreciation of difficulties and eventually a realization of universal idealism. World citizenship and peace teaching in schools should develop thru a better understanding. Let us boldly face the future, determined that we will hasten the dawn of world peace. Let us implant within the heart of every child love of justice, love of honor, love of true liberty, peace, and goodwill. I have no hesitation in saying that your great nation has been built upon the solid foundations of freedom and liberty and your teachers have built and are now building wisely and well. You still hold these things that matter near and dear to you, and I am sure you will continue to train the child in the true path of social and religious equity.

We in England are one with you in this matter, and together the children of America and those of England can bring about that which we all so much desire—peace.

May I once again thank you for the honor done me. This is an occasion which I shall always cherish and the memory of which will remain fragrant to the end of my days. I trust that your deliberations during the week may be divinely guided and will result in great educational advancement.

Finally, may your great Association go on from strength to strength, knowing full well that by so doing untold benefit will accrue, not only to its members, but to the children of this great and mighty land—the land of liberty, truth, and right.

GREETINGS

E. A. HARDY, TORONTO, CANADA; PAST-PRESIDENT, CANADIAN TEACHERS
FEDERATION, AND TREASURER, WORLD FEDERATION OF
EDUCATION ASSOCIATIONS

Almost two thousand years ago the Friend of Man lived His brief but dynamic life on this earth and gave up His life in His own great way. Today this vast assemblage is a witness of the fruitfulness of that life. Here is an audience of thousands of men and women, drawn from a country almost as large as Europe, and every man and woman an ambassador of the rights of the child, and the rights of the individual man and woman, to a life at once independent and yet pledged to aid every other life; of the rights of a nation to live by peace and goodwill; and of the duty of the nation to spread that idea of goodwill among all the nations of the world.

To this great assembly of American teachers, members of the American nation, I have the honor, speaking as a past-president of the Canadian Teachers Federation, to bring you the greetings of the Canadian teachers, members of a sister nation of high democratic ideals. These greetings are warm and sincere, as we realize in the first place the far-reaching, beneficent influence of that comprehensive structure, the National Education Association of the United States, and are conscious of our many obligations for its kindly services to Canadian education; and in the second place, as we recall that for over one hundred years American educational ideals and practices have profoundly influenced the development of education in Canada.

Of this sister nation, the Dominion of Canada, may I say three things: First, Canada has a story of achievement, material and spiritual, of which she is proud. Second, Canada is a democracy; so much so, in fact, that in Toronto, for example, each member of the city council and the board of education is elected every year. Democracy can hardly go further. Third, the teachers of Canada have been, for the past twenty years, actively experimenting with teacher organizations. Immediately following the Great War, from 1914 to 1918, professional teachers organizations sprang up in almost every province, supplementary to the older organizations of the academic type.

Provincial organization was followed by a national federation of all the provincial associations into the Canadian Teachers Federation and a further step was taken when the Canadian Teachers Federation became the second constituent unit of the World Federation of Education Associations—the first unit of the W.F.E.A. being the National Education Association. The situation of the Canadian teacher today is this: When he joins his local association he automatically becomes a member of his provincial association, and thru that act he is linked with the national and world federations. In other words, he is locally, provincially, nationally, and internationally organized.

Two more Canadian experiments may interest you. The Province of Alberta is the first and only district in the world, so far as I know, in which

teaching is recognized by law as a profession. The Alberta Teaching Profession Act created the Alberta Teachers Association as a body, corporate and politic, and made all the teachers in the public and high schools of the province, members of the Association. It provides for the payment of their fees thru the local boards of education and the provincial department of education. It grants disciplinary powers to the association and sets up an appeal board to deal with grievances. In other words, every teacher in Alberta is a member of the Alberta Teachers Association and no teacher is employable on any other basis. Saskatchewan has a law very similar. I submit that these two provinces lead the world in this phase of teacher organization.

The other experiment is that of boards of reference set up by law to deal with disputes between teachers and schoolboards. The Province of Ontario has just secured this legislation which some other provinces have had for several years. Every Ontario teacher now has a right to appeal, in case of dismissal, to a legal tribunal consisting of a representative of the schoolboard, a representative of the teacher or of his organization, and a county judge as chairman. These experiments are indicative of the spirit of cooperation between employing bodies and their staffs.

What I have been saying about the progress of Canadian teacher organizations is another way of saying that Canadian teachers unite with American teachers in believing that the teacher is the heart of the whole educational system. Buildings, equipment, endowments, administrative and maintenance staffs, and professional organizations are of high value, and the United States is honored among the nations of the world for the generosity of her provision in all these respects. All of these, however, are to provide the setting for the teacher, so that he or she may carry on that great art, one of the greatest of all fine arts, the art of teaching. Teacher and pupil, face to face in the classroom, are the very center of things.

We teachers are a people so busy that often we fail to see the perspective of our life work. Shall we lift up our eyes this morning and look out over this vast area which we call the United States of America and the Dominion of Canada, an area almost twice the size of Europe? In this section of the world a mighty experiment is in process—the blending of many races to make two great and very similar nations. In no other part of the world is there, or has there ever been, such an experiment on so vast a scale. Every nation in Europe, along with nations from other continents, has sent us thousands, in some cases millions of people. The greatest motive for their coming is the finding of freedom, economic and political. Their greatest desire is to become real Americans and real Canadians, part and parcel of these new North American nations. For most of these millions, the last desire would be to return to their native lands tho they rightly treasure the ideals and traditions of the lands of their birth.

Sometimes this tremendous experiment is designated by the metaphor, "The Melting Pot"—a metaphor, however, which is fundamentally inaccurate, as human nature is not changed as metals are changed. A far more

accurate metaphor is that drawn from the art of the weaver. In our two nations there is a steady interweaving of the threads of racial characteristics, ideals, and traditions, into a pattern of citizenship which should ultimately transcend anything which the world has known. This great pattern will retain, not destroy, the many distinctive national threads fashioned in the experience of centuries, and the whole web will be a glorious thing—an inspiration to all the other nations of the world.

Do you realize, teachers of the United States, that our public schools, elementary and secondary, are the greatest single factor in this magnificent experiment in the making of nations? Into our schools they pour, these hundreds of thousands, yes, millions of boys and girls of the first and the second generations of new Americans and new Canadians, of all races, creeds, customs, colors, and traditions. Here, in an environment of North American pattern, reflecting our democratic ideals, they face their teachers, American and Canadian, and during eight to twelve years they follow, day by day, our pathways to democratic citizenship. Nowhere else in the world is so great an epic of transformation being wrought, for nowhere else in the world has so mighty a tide of immigration swept such teeming millions to a nation's shores. The task resting upon the teachers of our schools is great—almost beyond the bounds of imagination. I am not transgressing modesty when I affirm that this task is being nobly done.

May we not have even a wider vision of our task? The world today is a challenge to humanity. But strangely simple tho it may seem, world well-being can be brought nearer by the teacher thru the classroom, if the teacher is given a fair chance. From the smallest and remotest red schoolhouse to the greatest city educational institution, the power of the teacher is a mighty current. Let it sweep on thru the years, till boys and girls everywhere are ambassadors of goodwill, world understanding, and world friendship.

INTO ONE GREAT EDUCATIONAL BROTHERHOOD

CAROLINE S. WOODRUFF, PRINCIPAL, STATE NORMAL SCHOOL, CASTLETON, VT.; AND PRESIDENT, NATIONAL EDUCATION ASSOCIATION

We have come together from all over this great land in the interest of public education to discuss the responsibility of education in bringing about better world conditions. If I were to ask you what is the one great objective of education—one that embraces all others—most of you would say in words that signify “to bring about a better world.”

Today on the battlefield of Gettysburg there is assembling a distinguished group, a handful of men bowed with years—all that are left of those boys, the blue and the gray—the guests of the nation this week. They are there on the 75th anniversary of that bloody battle which alone cost the lives of more than 30,000 young men of this nation—from the North and from the South—slaughtered and wounded in an attempt to settle a great national question, each side struggling for a principle as it saw it.

They are there to dedicate a monument—not to the youth, their comrades who fell there. They have come to consecrate a shrine symbolizing peace

and human brotherhood. On that battlefield a new white shaft will be dedicated this week, topped by an ever burning torch, the eternal light of peace, to show to all the world that the people of this nation are committed to eternal peace and that no internal disagreements shall ever again call forth the life blood of its youth.

Today, also, the representatives of the nation's teachers are assembling here to dedicate themselves anew to a faith in human cooperation and brotherhood that was lighted long ago. Six years before the struggle at Gettysburg, eighty-one years ago the 26th day of next August, a handful of teachers—forty-one men and two women—from the District of Columbia and twelve of the thirty-one states then belonging to the Union, met at Philadelphia, for the purpose, in the words of the principal speaker at that first gathering of the nation's teachers, of organizing "those who believe that the time has come when the teachers of the nation should gather into one great educational brotherhood." It was a significant hour. That was the birth of the National Education Association and those baptismal words are the title of my message this morning—"Into One Great Educational Brotherhood."

In the seventy-five years since the battle of Gettysburg the National Education Association of the United States has grown from a membership of 187 to an association numbering almost one quarter of a million, representing every field of educational effort from the pre-school thru the university, and representing every state and territory.

In these seventy-five years America as a nation has seen momentous periods of growth and development—social, industrial, and commercial. In these years since Gettysburg, years which parallel the development of the National Education Association, this nation has grown also to such moral and spiritual stature as to bring about the situation we are witnessing at Gettysburg this week. Seventy-five years ago a peaceful people, knowing no other way of settling a dispute but thru shedding the life blood of its youth, today meet on that same spot to pledge eternal peace. Time alone has not brought about this change; other forces have been at work.

In this development the nation's teachers have played a significant part. It is fitting that we join those who honor themselves this week at Gettysburg in our *own* rededication to the cause of peace and educational brotherhood—not alone to the internal peace that has long ago cemented us into a great, forever-united country, with our 3000 miles of frontier unfortified by a single gun—but a rededication to that understanding which contributes to goodwill among all the peoples of the world. We have, therefore, selected as the theme of this convention week, "The Responsibility of Education in Promoting World Citizenship."

Treaties and peace pacts have been made but they have not settled the question, or have tribunals, or conferences, or even the church. As yet education has never wholeheartedly attempted a solution and so we are daring this year to center our thought upon this theme, wholly conscious that we have chosen the long road and that building is a slow process.

Early in the year a questionnaire was given wide distribution from our National Education Association headquarters asking:

1. What, in your opinion, constitutes world citizenship?
2. What can education do about it?
3. Are you willing to be quoted in your reply?

This was sent to the officers of hundreds of national and international organizations; heads of universities and colleges; to lay, professional, and technical groups; and to leaders in all countries of the world. Excerpts from these replies, which constitute a great body of opinion, are given in our *Official Program*. They may be used as a guide in developing a practical, working program.

The National Education Association has endorsed all movements leading to world peace since 1899, when, meeting in Los Angeles, it tendered officially its congratulations and support to the first peace conference in session at The Hague, and it has so recorded its attitude by resolutions year after year ever since. As long ago as 1907 the following crisp sentiment was expressed in formal resolution, "The forces of this world should be organized in the interests of peace and not of war."

But in 1920, when the world was still trying to make secure the peace proclaimed at Versailles, a more than verbal expression was made and the first plan of action was launched. The Association at Salt Lake City created a committee of five on foreign relations "which shall have authority, under this Association, to cooperate with like committees from other countries . . . for the purpose of finding a way of promoting world understanding for coming generations thru the children of today." This was action.

The committee was formed and along with the committees of other nations began at once to function, with the result that there assembled in San Francisco in 1923 more than six hundred persons representing the leading countries of the world. And out of this conference came the World Federation of Education Associations with an American, Augustus O. Thomas, then state commissioner of education in Maine, as president. Provision was made for meeting biennially, and each of the biennial conventions since, including that in Tokio last year, has more than justified the existence of the organization by focusing the attention of the countries of the world upon the obligations of the school to create attitudes of friendship and cooperation with the children and youth of other countries.

Again and again this Association has officially expressed its determination to aid in seeking ways of settling national and international differences other than thru war. In 1931 the Association recommended that the Peace Pact of Paris be taught in every school in this country. In 1934 it recommended also a program of education which would include the study of the history, interests, and problems of other nations, with the purpose of preparing both children and adults for cooperative living in the community of nations.

The dream of peace is not new; it is an age-old dream. Seven hundred years before the Christian era the prophet Isaiah foretold that the people of the future "shall beat their swords into plowshares, and their spears into

pruning-hooks." Isaiah's prophecy is a living faith, a living hope today. Only a short distance from here—over the entrance to the international building in Rockefeller Center where every passerby may see—an American sculptor, Lee Lawrie, has cut into gray limestone in enduring form the words and the symbol of that long-ago prophecy of Isaiah. Yes, and it is a coincidence that to make more vivid today that prophecy of 3000 years ago, a remarkable sculpture stands in the Metropolitan Art Museum here in this city—a bronze figure by Jules Butensky—of a powerful man holding an armful of swords on an anvil as he beats them into plowshares. These are but suggestions, gestures if you will, of the hope and the faith that dominated these artists and led them to portray their dream that should reach out to catch the thought of the multitudes.

This desire for peace and stability from earliest times has been more than a hope. It has been expressed and is being expressed in our political, economic, and social institutions, as will be seen in reviewing some of the great movements to establish peace in the world's history.

The first great peace was maintained by the Roman legions. For two hundred years the *Pax Romana* helped fix for mankind the ideal of peace as a "way of living." It was an enforced peace, to be sure, and fell in utter confusion when Cæsar's legions become ineffective. Then, too, the religious leaders of the Middle Ages compelled their followers to refrain from war during certain seasons. This was not an armed peace but it was an enforced peace, with penalties prescribed for its violation. And then on to 1648, after a thirty years' war had crippled a generation of European peoples, the first treatise on international law was compiled, but since there was no court thru which these laws might be applied in regulating the conduct of nations, it too was ineffective.

And we come on to modern times. The Pan American Union has succeeded, since 1890, in settling amicably questions largely to do with trade involved in the international relationships of the two Americas. In 1899 the International Court of Arbitration was established at The Hague, an institution which at least has kept alive among the nations a sense of responsibility for peaceful settlement of their disputes. And following the greatest conflict of all times, the war-sick nations met at Geneva, to organize a League thru which wars might be made forever unnecessary. Its story we all know. Yes, and since the Treaty of Versailles, the principal nations of the world have met again and again in conference to limit armament, to effect trade agreements, and to exchange peace treaties. All these are signposts in man's efforts to establish and to preserve the peace of the world.

Notwithstanding these peace movements, as we assemble here this morning war clouds hang low over many nations and mankind finds itself today far from the destination pointed to by these signposts on the road to peace. In the final analysis, peace does not rest upon the intervention of authority, upon resort to courts, to treaty agreements, or huge armaments, all of which may be and have been defied and ignored. It rests upon the spirit of individual goodwill which arises from understanding and cooperation toward a common purpose. President Roosevelt made it clear to the

whole world when, in that memorable address at Buenos Aires a year ago, he said: "Peace comes from the spirit, and must be grounded in faith. . . . That faith arises from a common hope and a common design given us by our fathers in differing form but with a single aim—freedom and security of the individual, which has become the foundation of our peace."

Those of you who were in Atlantic City last February and were privileged to be among that vast audience of 15,000 people who had met to do homage to Helen Keller, will never forget her reply to a question from one in the audience: "If today," he asked, "one wish only could be granted you, the greatest wish of your life, what would it be?" The audience sat hushed in rapt attention for the reply which was not slow in coming—each person anticipating a certain answer. Instantly she replied, in utter selflessness: "If I could have one wish granted, I should wish for world peace and brotherhood!"

All wars have their beginnings in economic selfishness—in the ambition, the intolerance, the prejudice, the hatred by which one or both of the parties to the conflict were swayed.

In selecting for the theme of this convention "The Responsibility of Education in Promoting World Citizenship" we recognize that it is the business of education to deal with those human attributes from which war springs. It is the province of the schools to temper those human emotions with intelligence, to inculcate a spirit of tolerance, to lay a basis for appreciation of the rights and of the achievements of all peoples. It is the mightiest privilege of the school to educate its children for peace thru an understanding of human relationships. This teaching must begin with little children in their relations with one another—in their play and their work together in the schoolroom.

World citizenship does not imply an impractical idealism or does it mean docile submissiveness; neither does it countenance for a moment indifference to the interests of one's own country. On the other hand, a desire for permanent peace between nations is the soundest kind of patriotism. Freedom from war makes possible that cooperation necessary to achieve a more abundant life for one's own people and for all other peoples of the world.

Peace means opportunity to satisfy man's material wants, to devote time and energy to the advancement of human culture and of spiritual welfare, and it means opportunity to worship God as each human being may choose. All this may be acquired with a practice of world citizenship. Constructive peace is more than an opportunity, it is an *obligation* upon every individual to serve the ends of human existence. And it is the province of the teacher to impress that obligation upon children and upon youth, and to prepare them for cooperating in that service with other youth, the youth of all lands.

The only lasting peace is a positive and living peace founded upon action and upon cooperative effort. This concept has few words that seem fully to express it. The term "citizenship" includes the obligations of an individual to his own community, to his own state, and to his fellow citizens; therefore, to express the idea of an individual's responsibility to all nations and to their citizens everywhere, we have used the term, "world citizenship."

Out of the excerpts from the replies to our questionnaire, none more clearly expresses our ideal of world citizenship than the statement of W. W. Bauer, a member of the joint Committee of the National Education Association and the American Medical Association, who said:

In the history of medicine thru the ages, there is to be found an excellent example of what constitutes world citizenship. There are no international medical treaties, no formal pledges; but actions speak louder than words. The progress of medicine against disease is a truly international achievement spurred by healthy rivalries and seldom marred by nationalistic quarrels.

What is true in medicine is true in all the great achievements of the human race. The things that have contributed most to our physical and spiritual welfare have seldom been national in character. They have been attained thru the collaboration of citizens in one or more nations, and have crossed political boundary lines to relieve the peoples under every flag.

There is no French way of curing tuberculosis. No nation has a monopoly of the automobile, the telephone, the radio, the electric light, the music of Wagner, or the *Iliad* of Homer. Astronomers of every nation look at the stars with the instrument designed by Galileo. The fruits of science, agriculture, invention, sculpture, the most useful and desirable things of the world, bear the mark of no flag. The great masterpieces of literature have no national trademark. Shakespeare and Goethe, Tennyson and Molière, Emerson and Vergil—their words will live forever in all tongues.

And the true artist, scientist, educator, or statesman retains that pride and appreciation in his own field even in the face of adverse circumstances. An act of Toscanini, whose symphony concerts were broadcast each week last winter from this great radio center, illustrates this devotion to culture and to real achievement in spite of prejudices. He was loyal to his native Italy during the Great War and gave benefit concerts for charitable purposes during those tragic years. He conducted a military band even under fire at Monte Santo while it was being stormed by the Italian troops. He did not hesitate to lead his orchestra in German music, and in Rome played the *Gottterdammerung* funeral march over the protests of his friends. Great art, as we have said, belongs to all peoples and all ages, and the joy of the artist in its beauty is not dimmed by political animosities.

In response to the second question, "What can education do in promoting world citizenship?" there were many replies, most of which can be summarized in such words as "understanding," "appreciation," and "cooperation."

The freedom of learning and teaching which is a characteristic of education offered to an individual for his own growth and not for some other individual, is emphasized in the reply of Secretary of the Interior Harold L. Ickes when he said:

Education can best develop world citizenship by inculcating the free interchange of ideas. The world has much less to fear from the spreading of evil than from the suppression of good.

The ideal of cooperation included in world citizenship is suggested in the statement of Ruth Bryan Owen Rohde, former minister from the

United States to Denmark, that education should encourage "the recognition by the individual that he is a component part of a world community, to the welfare of which he owes definite duties, and from which he is entitled to receive protection."

Our schools may show war as it is, with all its horrors, but the knowledge of what man has done to promote peace and to practice its arts is of far greater importance. The world has seen many war-threatening differences between nations settled amicably since 1918. Of these we have perhaps thought too little: The Tacna-Arica dispute which was settled by arbitration thru the President of the United States, and the Argentine Anti-War Pact, the Balkan Pact, and others. We should take courage from the fact that thru the League of Nations, handicapped as it is, we are told that more than thirty controversies that seemed to make war inevitable have been settled by peaceful means. Yes, human attitudes do change.

We are making no study here of the fundamental causes of war but, as a step toward a knowledge and understanding of the peoples of the world, education should recognize the fact that economic security is an aspiration of all peoples, and that there will be no lasting peace or long-continued pursuit of the arts of peace until all the peoples of the world have at least food and clothes and shelter. Of these there is enough in the world for all, a balanced production and distribution waits alone for the knowledge and skill of men and women whose genius has grown with rapid pace thru the years.

Let the schools create a sense of obligation for service of man to man—of nation to nation—yes, to mankind, which we have called world citizenship. Let them teach the drama of human life which began on the gigantic stage of the world ages ago, the conflicts of which are the struggles for food and warmth and shelter, for beauty, for health and spiritual perfection—the struggle to develop the latent capacities of man himself and the struggle of man to understand his God. Let them teach the children of the world to engage together in those struggles with that feeling of human brotherhood so beautifully expressed in the words of Quintus Aurelius Symmachus 1500 years ago. He said:

Why should we not all live in peace and harmony? We look up at the same stars, we are fellow passengers on the same planet, and dwell beneath the same sky. What matters it along which road each individual endeavors to find the ultimate truth? The riddle of existence is too great that there should be only one road leading to an answer.

Some will call this year's program but a gesture. A gesture, yes, but many gestures must be made before a thing crystallizes into a reality. We have no thought that out of this year's discussion of education's responsibility in building world citizenship will come peace between nations now at war, or that other wars will not arise. But if the centering of our thought upon the responsibility of the members of our profession in building a concept of world relationships—be it world understanding, world citizenship, or world brotherhood—thru the children and youth who are entrusted to us—if this stimulates a bigger emphasis in the classroom, thence out into the homes,

we may think of the year's program culminating in the dynamic presentations, on many programs this week, of thought and opinion as something more than a gesture.

As we go back to our homes to the work in education that is ours, may we ask ourselves in the words of that opening address in Philadelphia eighty-one years ago, when the National Education Association was born, if we really believe "that the time has come when the teachers of the nation should gather into one great educational brotherhood." If so, the building of a vital, dynamic world citizenship will ultimate in an active thing, in something more than words, and this convention of 1938 in New York City will have a place in history unsurpassed by any other.

FIRST GENERAL EVENING SESSION

PROGRESS, MAN'S DISTINCTIVE MARK ALONE

MARY E. WOOLLEY, PRESIDENT EMERITUS, MT. HOLYOKE COLLEGE, SOUTH HADLEY, MASS.

A *cheering* aspect of a day in which one is not invariably tempted to use that adjective, is this great gathering and the subject which it has chosen. "The Responsibility of Education in Building World Citizenship," is a magnificent theme and out of the discussions of this week, approached from different angles, will come food for thought for many a day.

The choice of the subject is in itself an inspiration. Do you fully realize, I wonder, what it means to have an army, composed of thousands upon thousands of thoughtful men and women, marching under the banner that you have unfurled? It is impossible to compute the influence of this factor alone, that you consider world citizenship a *necessity* of the day in which we live and—to go a step further—a *possibility*. It is along these two general lines that I should like to direct your thought.

World citizenship, world understanding, world-mindedness—a *necessity* of the day in which we live. Is it? Can any sane observer of existing conditions hesitate as to the answer? There are times when one wonders whether there may not be an awakening as from a hideous nightmare, to find that the unspeakable cruelties in Spain and China and Ethiopia, the depths to which humanity has sunk in its racial animosities, the arrogant denial of individual freedom on the part of dictatorial governments—all these are not reality, but just the wanderings of a distorted imagination. It is hard to believe even in the light of the last five or six years; against the background following the World War it is incredible. I often think it fortunate for our sanity that imagination fails to picture fully the suffering of the day in which we are living, the agony of body and the anguish of soul among human beings—a great army that no one can number. But it is not only human suffering that makes the situation serious. The undeclared war in China, the aggression in Ethiopia, strike at the foundation of human relationships—the *keeping of faith*.

The question before the world is a crucial one for the future of humanity, namely, can a treaty be entered into with a mental reservation, to be kept—or broken—at the convenience of the signer? “Unless there is faith, there can be no human relationships,” said Grotius. The keeping of faith is fundamental to civilization, the cornerstone upon which it rests. Without faith, the future spells the rule of might, the battle to the strongest, and ultimate chaos.

It is easy to understand the mood of the cynic in this day when “realism” is “in the saddle” and seems “to ride mankind.” But cynicism is not the banner under which to set forth for conquest. Humanity is not caught in a net from which it cannot escape; never was there a more mistaken interpretation of world tragedy. There are calamities overtaking human beings in whose grip they seem helpless—floods, earthquakes, tornadoes, relentless seas—the cataclysms in which the individual is like a leaf in the wind. But it is not violent explosions of physical nature that are responsible for the crisis in which we are living. The tragedy of today is both man-made and preventable. It is a human crisis, due to the failure of human beings to realize their higher possibilities. The causes of this crisis are fundamental; for the cure we must turn to the fundamental—to that which has to do with the human mind and the human spirit. The world will never be saved by formulas. The signing of pacts or the forming of organizations are not effective in themselves alone. In order to endure the strain of human passions, they must have within them the power of thought, to solve human problems; the power of the spirit, to inspire right human attitudes.

And here enters the teacher! World citizenship is not only a necessity if civilization is to endure, but also a possibility. Again we encounter the cynic. There is a strangely persistent fallacy, even among otherwise intelligent persons, that man is a fighting animal and that we cannot expect anything more rational than force in the realm of international relations. He was at one time a cannibalistic animal, but in polite society, that custom is no longer considered good form! In other words, “progress is man’s distinctive mark.” Education is based upon that theory. Dismiss it as untenable and the very foundations of our profession are undermined.

It would be easy to use all the time that is mine this evening, in illustrating the progress of the day along mechanical lines, progress so rapid during the last fifty, even during the last twenty-five, years that the preceding years seem primitive by contrast. But when we turn to another phase of life—its human relationships—it is another story. We are not thrilled by the moving forward; on the contrary we are appalled by the falling backward. Are we on the verge of another Dark Ages? Is it possible that humanity is “on the downfall”? I do not believe it and you do not believe it. But the simple statement of our belief is not enough. Let us show our faith by our works. And when I make that plea, I make it preeminently because of the audience which I am facing. I suppose that there is no group of human beings today having greater opportunity to shape the future than the group of which you are the representatives. “Every time I enter my schoolroom, with hardly a pupil whose name suggests American ancestry or American traditions, I

am impressed by the fact that these boys and girls are citizens in the making," said a teacher in this city many years ago. Today it has become a question of *world* citizens in the making.

Generalities are easy. In the minds of many of my hearers there must be the question: "But what can I do?" There will be a multitude of answers in the wealth of suggestion from speakers in this week's program, experts in various fields. Already much is being attempted, encouraging because "it indicates a new aim in education and a new attitude among educators." Many states have valuable syllabi on international understanding, emphasizing the importance of a world outlook and the understanding of other nations, the existing machinery for peace, the causes and results of war, and the efforts that various organizations are making to build world peace and to develop the international mind. The syllabi vary both in their spirit and in their emphasis. Also it is interesting to note that comprehensive and practical suggestions are not confined to any one section of the country. The Middlewest and the Far West, the South and the Atlantic states, share in this forward movement. As a New Englander, I am pleased that the syllabus of a state in my own native sphere is characterized by its emphasis on world events, stating as its "modest aim . . . the building of a better world thru world knowledge." I am saved from a temptation to "put my hat on with a shoe horn" by observing that it is a state quite far west that presents one of the most understanding insights into the purpose of a course on international relations:

The most important task in the world today is the creation of a new attitude of mind that may transcend national boundaries. To be effective in the promotion of peace among nations, knowledge must be translated into modes of conduct on the part of individuals composing the nations. Education as provided by the schools and their cooperating agencies is a slow process by which changes in civilization may be effected, but it has proved to be the surest and most permanent. We need teachers trained in the command of these concepts.

Again, a southern state offers an admirable unit on "The League of Nations."

But syllabi are only guideposts pointing the way. It is the human factor that counts and here—as all along the line—it is the internationally-minded teacher who makes the internationally-minded pupil. It is not an extravagant statement that "the curriculum may be barren, the textbook negative or even positively nationalistic, but if the teacher himself is an internationally-minded person, he can counteract the unfavorable influence and do much to develop in his pupils an international outlook." In this phase of education, as in all others, the *teacher* is the secret of success—or failure. I sometimes wonder that we teachers are not more "cocky" than we are!

It goes without saying that back of the teacher is teacher training. Is there any institution of more vital concern to the future of humanity than the one which plays so large a part in framing the point of view of the human being, to whom will be entrusted the citizens-of-the-world-in-the-making?

The task is not an altogether easy one. My audience knows that better than the speaker. There are, even in this land of freedom, narrow-minded communities. But there has been no change in public opinion so marked as

in the case of international relations. The National Committee on the Cause and Cure of War, representing millions of women, citizens of the United States, in its "Declaration of Faith," announces "that after thirteen years of conscientious research and study, it concludes that the universal abolition of war is not only possible but certain." The Declaration adds:

The human race commands its own destiny and as soon as enough men and women are intelligent, determined, and courageous enough, they will together find methods to settle their differences, thru conciliation, arbitration, and legal processes, and will relegate war to oblivion as an ancient and outworn relic of barbarism. . . . The destiny of the human race is to climb upward and onward.

Never did the educational Moses have more Aarons to uphold his hands—strong organizations of men and women, fertile in suggestion, prolific in programs and publications, adding spice to life in the variety of their methods but united in their determination that brute force shall give way to the law of reason.

This spirit of progress is not limited to the United States of America. Let us not labor under that delusion. When the day of eclipse shall have passed in Geneva, there will be brought to light one of the most valuable parts of the work of the Conference on the Reduction and Limitation of Armaments—that of the Commission on Moral Disarmament—the disarming of the mind, fundamental to progress in international relations.

An outstanding danger of today is the nationalistic menace, the inordinate desire of nations to be first. There is a desire to be "first" which carries within it not the undoing of others, but their more complete realization. "America first?" asked Woodrow Wilson, and answered, "Yes, first in moral leadership." To you, the teachers of America, is given, preeminently, the opportunity to help in the realization of this ideal.

FEDERAL AID FOR EDUCATION

HONORABLE ELBERT D. THOMAS, UNITED STATES SENATOR FROM UTAH;
Chairman, SENATE COMMITTEE ON EDUCATION AND LABOR

Federal aid for education needs no defense before a group of this kind. I am not going to spend my time attempting to show you that the necessity is with us, that the time has come in our constitutional and federal development, that aid on a nationwide basis is essential in guaranteeing an equal opportunity for the fundamentals of ordinary education to all of the people of America. You have had before you for some time now the Harrison-Black-Fletcher Bill, and the Harrison-Thomas-Fletcher substitute. You have also had before you the Reeves Report, which is the basis for the substitute. In addition to that, you have had before you for over a year the findings of the Committee on Education and Labor made as a result of its hearings on Senate Bill 419. These things are now historical, and the need for federal aid is made apparent, not only sentimentally but also realistically because there is not equal economic ability in all of the states of this vast nation.

The substitute bill stands before you almost without valid criticism in educational theory consistent with our federal system. The substitute has

the support of practically all of the education associations in our country. There are one or two branches of educational thought in the nation which reflect some sort of fear about the federal government getting too close to education in the states and in the communities. This fear to the thoughtful has been completely allayed because no person in approaching the question of federal aid would attempt to overcome what has been one of the basic ideas of American government, the local control of education.

I think that I expressed as well as it can be done the basic governmental theory in regard to education in America when I wrote into my bill proposing to create a Department of Education and Public Welfare the following two sentences:

The Department of Education and Public Welfare shall promote, aid, encourage, and develop the educational and public welfare facilities of the nation. This act shall be construed as intending to secure to the several states, territories, possessions, and the District of Columbia control of their educational and public welfare facilities within their respective jurisdictions and to preserve local initiative in the operation of schools.

American education based upon the great public school system recognizes the place for the home, the church, and private organizations in our educational setup. The endowed schools are too well established and are functioning too successfully for the benefit of America ever to attempt to do anything but to aid them in a better functioning of their contributions to American life. The church schools have found their place in the American system and are contributing to the evolution and development of their own objectives, as well as to the growth and development of American democracy. The home, too, thru such agencies as the parent-teacher associations, and as a result of the thoroly democratic manner in which teachers in our public schools are trained and selected, is contributing its share to the proper growth and development of our nation. The great problem—which is a fundamental problem of a democracy—is that of preserving the individual that he might attain the maximum of potential enlargement; always in theory and practice stressing the importance of maintaining the concept of the individual, that the welfare of the citizen shall be the reason for government; and at the same time developing the community so that it will exert the influence of society upon the individual and thus temper him, that his aims and activities shall be bent toward social helpfulness. Education's task is to serve the leaven that will preserve the individual, yet mold him to a thoughtfulness of his place as one of many others. That is democracy's mission.

Was there ever a time for a greater need? Pay attention to world trends and see if those ideals and those ideas which have made us a nation stand in danger. As a reader of history I count the American experiment definitely worthwhile. This land is one where many peoples and cultures mingle and from the contributions of all receive an enhanced appreciation of each. As one who has been made by America—who is a product, or should I say, a victim, of our American public school system—I count this land blessed

and its ideals and ideas worthy of preservation. And in the preservation of those ideas and ideals I count our schools the greatest contributor. Can government ever have a greater function than that of its own preservation? Education is the path democracy trods. Propaganda is the way of the dictator and dictatorships. And there is a vast difference. Shall the people learn the truth, be free to express it, discover it, expand it, and use it, or shall they be given just what is for their good? Thoughtful American citizens demand the first. He who would destroy democracy in America will picture the second as attractive. Equality of early educational opportunity offers democracy's greatest chance.

Conditions are not perfect, but ideals controlling and governing education in America are more widely and universally accepted today than they ever were before. In fact, educators are in reality a unit when it comes to these things: All recognize the place for the home, the place for the church, the place for the endowed private institution, and the place for the public school in our educational scheme. There is in reality no conflict. The great American government settled once and for all that it was possible even in the individual for many loyalties to exist without producing an inconsistency. Thus, all contribute to the building of our nation. American citizenship has become so complex that we no longer divide our all into those things which are to be rendered unto Caesar and to those which are to be rendered unto God. American citizenship has now evolved to the place that even in our constitutional system itself the complexity of the citizen is recognized, for in the Fourteenth Amendment we laid down the principle that persons born in the United States, and under its jurisdiction, are citizens of the United States and of the state wherein they reside. There are, you see, at least two political loyalties in each of us and there is no conflict. With the adoption of that principle of citizenship came a tremendous significance to our constitutional scheme and new America had its beginning with that theory.

We fought our Civil War because men could not see that a person had a dual loyalty. For the first seventy-five years of our national development, concepts in regard to sovereignty controlled the thinking of all of our statesmen. The Constitution itself was a symbol of sovereignty and so were the constitutions of every individual state, and therein came the clash. "Sovereignty is indivisible," said Webster. "Sovereignty is surely indivisible," said Calhoun. "Sovereignty must therefore rest in the nation," said Webster. "Sovereignty must therefore rest in the state," said Calhoun. And then we fought.

A better light dawned and wiser heads, after the shedding of our brothers' blood, realized that we were fighting over a principle that need not be, and we learned that our federal system could be preserved thru the creation of a dual citizenship without loss to either state or nation, but with benefit to them both.

Since I do not have to convert you to the necessity for federal aid for education, probably I can, with advantage to all, trace our constitutional development and thereby emphasize not only the need but even justify in our constitutional scheme the desirability of a step which we will be taking

when federal aid becomes an accomplished fact. This seems necessary to do because the thoughtless among the critics of federal aid for education assert that federal aid is contrary to our states' rights theory—that federal aid means federal control. And some even go so far as to call the whole idea unconstitutional.

Various thinkers approach our constitutional development in different ways. I like to do it in this way: The Constitution came into being that moment that various men thruout our Thirteen Colonies recognized the fact that there were some things which were of common concern to all of the Colonies. It was that thought which made us a nation. As I told our friends in Boston during their last Bunker Hill celebration, in April of 1775 we had Lexington and Concord; in May we had the meeting of the Second Continental Congress; in June we had Bunker Hill; in July we had Washington taking command of the Army of the United States at Cambridge. Those four steps are history. Their significance is the thing which I would stress now. Lexington and Concord were Massachusetts incidents. The meeting of the Second Continental Congress was a reaffirmation of the fact on the part of the leaders in all of the Colonies that there were elements in the various local conflicts that were of common concern. Bunker Hill was, therefore, the first fight after the discovery of this concept. By that fight the de facto government of the United States came into existence and Washington the following month ratified that concept in accepting the command of the Army of the United States. The Declaration of Independence in the following July turned the de facto United States government into a de jure government, and the American nation was born. As the nation grew, written descriptions of these fundamental concepts were created by the preparation of the Articles of Confederation and our Constitution. This gave us a federal system creating one out of many but based upon the theory that each state should take care of its local affairs, but the nation should take care of those affairs which were of common concern to all. And our federal system based upon this simple concept actually existed before our Constitution and was the mother of it, not its child as so many seemed to think. Today this distinction is not essential because both mother and child are fused in the dim past.

But in the beginning a national citizenship was not thought of. The Constitution remained a symbol of sovereignty, thought of more or less as a static affair. Then it evolved into a living organism, much as a result of changing concepts in the world and as a result of judicial review and Marshall's great reasoning in expounding the doctrines of a Constitution that was established to endure thru the ages. Then came the Civil War, and with it came the concept of a dual citizenship. And today no longer is the Constitution a mere symbol of sovereignty; no longer is our Constitution a mere embodiment of a living organism; but today it has become in very deed the companion of the American people in the accomplishment of their objectives. Thus it is not only the word and the letter of the law but it is its living spirit.

Now let us turn to the growth of some of our national educational habits as they have evolved in relation to our constitutional development. Federal aid for education is not new. That which has been done has in no sense harmed the local control or marred our Constitution's spirit, and that which is about to be done must in no sense harm the local control or mar our Constitution's choicest principles.

It was in Buchanan's administration, I believe, that the first bill to create the land-grant colleges was introduced. You all know how our country had grown politically and economically, how the movement to the West carried the ideals of the American educational system, but not the facilities for its preservation. My own state and territory reflect the theory very well, for the second act of our territorial legislature created the university which became one of the first to be established west of the Mississippi and one of the earliest to inaugurate the coeducational system.

You will remember that after the bill creating the land-grant colleges passed Congress, President Buchanan vetoed the bill on the score that there was no provision in the Constitution of the United States for federal aid for education. But with the coming of Lincoln, and with the necessities growing out of or incident to the Civil War, Lincoln found a sanction in our Constitution and signed the bill and our land-grant institutions became a fact. Probably this act of Lincoln's has meant more to the growth and development of American democracy than any other single act. When one realizes what has been accomplished in research alone by the great institutions which have evolved from this simple act of Lincoln's, sanctioned undoubtedly as an act consistent with the national defense provision of the Constitution, one realizes its importance not only to our country but to the whole world. Yet if we had remained strict constructionists in constitutional theory, if we had conceived our Constitution as a mere symbol of sovereignty and the division of rights merely between the state and the nation, we could not have taken this great step. But on analysis we see that what was taking place was merely the same as that which took place when our nation came into existence. Lincoln discovered one more thing which had been conceived of as being merely of local concern actually to have been something of national concern. Pause long enough and consider, if you will, the retarded growth of our country had Lincoln persisted in maintaining Buchanan's constitutional outlook!

That also is the story of the building of our railroads. That also is the story of the evolution of federal relief and federal aid for the distressed. We must remember that during the extremely hard times of Cleveland's administration, when the farms thruout the Mississippi Valley were left so dry and desolate that even seed crops were not preserved, a bill was introduced into Congress to provide for federal aid to farmers, but Cleveland vetoed that bill as a strict constructionist on the theory that the government of the United States was set up to be supported by the people and not to support the people of the United States. But with the growth of the need for relief and the development of the cooperative activities between the state and the nation has come, of course, the necessary change. Yet who today would call

Buchanan or Cleveland illogical? Constitutional development is not a matter always of logic; there come times when it is a matter of necessity.

It is in keeping with the necessities of the times that we turn to federal aid for education. It is in keeping with this evolving theory of cooperation between the state and the nation that we today justify that aid. It is in keeping with the growth and development and the meaning of American citizenship and the relation of that citizenship to the theory that education is basic in American democracy that we extend now the cooperative spirit and justify federal aid on the score that all persons born in the United States shall have an equal opportunity in the attainment of the fundamentals of education.

In the substitute Harrison-Thomas-Fletcher bill educational needs are recognized as having broadened. If the various states have developed a system of adult education, that is recognized as a legitimate need. If the various states are taking care of handicapped and backward children, that is recognized as a legitimate activity. If the various states are doing work for kindergartens, that too is recognized as a legitimate activity.

Thus, we see the citizen in his varied activities has come into the educational picture. If the nation has an emergency the citizen, no matter how far removed from that emergency, is discovered and he is told that he must contribute to that which is the concern of all. Public education is in this way justified. Federal aid to all of the citizens can also in this way be justified.

American democracy, resting upon the theory of a trained citizenry, a citizenry growing into more complex activities as time goes on, conscious of the worth of that American democracy both to himself and to the world, marches on with the growth and development of our Constitution. Thus, federal aid, viewed as a cooperative activity—cooperative on the part of the state and the nation; cooperative on the part of the state, the nation, and the citizen; cooperative in the development of our constitutional scheme in harmony with Marshall's great notion that the Constitution was set up to endure thru the ages, and in harmony, too, with our presentday enlightened concept of that Constitution as the companion of the people in the accomplishment of their objectives—I repeat, federal aid for education viewed in this sense finds its place and keeps its place in the development of American democracy. We may go even farther: It is a base upon which that democracy rests. Both reason and purpose underlie American democracy, both reason and purpose will preserve it, but it is only thru the medium of trained minds and trained persons that reason and purpose, and therefore democracy, can be maintained. Fellow teachers, that is your mission. That you may better fulfil your mission thru federal aid will be our task.

SECOND GENERAL MORNING SESSION

SECTION A

RADIO—THE EDUCATOR

JAMES ROWLAND ANGELL, EDUCATIONAL COUNSELOR, NATIONAL BROADCASTING COMPANY, NEW YORK, N. Y.; AND PRESIDENT EMERITUS, YALE UNIVERSITY

Welcoming this opportunity the National Broadcasting Company has sought within the compass of this program to present to you significant examples of the contribution radio is making to education—and not only to the classroom but also to the general public.

The messages of greeting we have just received from our distinguished friends in England and France demonstrate how easily the best educational thought and opinion the world around may be put at our disposal. While each nation has its own peculiar problems, the considered judgments of wise and experienced leaders elsewhere must always have importance for us; to say nothing of learning authoritatively and directly by word of mouth exactly what new educational movements are in progress. There is here an opportunity which radio will wish in the future to explore more fully.

Thru the radio, outstanding events in the world of science are brought into the home of every owner of a receiving set. Here at the very instant that a great event in nature, like an eclipse of the sun, is occurring on the opposite side of the earth the American listener can hear a precise and detailed description given from moment to moment by the members of the scientific expedition sent out to study it. Similarly, when Hitler marches into Austria, the agents and facilities of the National Broadcasting Company are on hand to give the American listener an instant and accurate account of that historic occurrence. The newspaper and the film also give their reports of these events, but always somewhat post-mortem. The radio is absolutely contemporaneous. Time and space are both conquered by it. Quite literally is it true that radio brings the world to the listener.

Not less true is it that radio brings the listener to his world. By which we mean that the best radio programs offer the listener new and illuminating insights into areas of social, intellectual, and emotional experience which no other agency has been able so effectively to do. They open new doors of appreciation and understanding into the world which he already imperfectly knows. Radio can stimulate powers of observation and thinking. Moreover, by securing the listener's active cooperation, it can actually teach simple technics. The National Broadcasting Company puts many different types of programs on the air—programs that bring to the listener interesting and often thrilling disclosures of values in literature, history, art, and daily life to which he may have been oblivious, and of undeveloped territory in his own personality which deserves cultivation.

Music is, of course, the great "natural" for radio and is probably the source of the greatest pleasure people get from radio. Under Walter Damrosch, it is the field in which the most extensive and distinguished work has been done for the schools. Supported by admirable documentary material for both teachers and children, it marks one of the outstanding accomplishments of American radio.

Many of us believe that, while radio will have increasing importance for schools as programs are perfected for their use and as the difficulties of time schedules are overcome, nevertheless the transcription represents the field of largest immediate potential development. The finest material of every kind can be thus made available at any hour, in any schoolroom, for one or for many listeners, and the material can be repeated again and again, as the discs have a long life.

SECTION B

DEVELOPING YOUTH IN PROMOTING WORLD CITIZENSHIP—THRU THE SCHOOL PROGRAM—*Abstract*

JAMES MARSHALL, PRESIDENT, BOARD OF EDUCATION, NEW YORK, N. Y.

The key to citizenship, as the key to the future, is, of course, in the younger children. I believe that progress is being made in the kindergarten and nursery schools. Progress has been made in teaching technics; in taking the children out of their seats; and thru the recognition that all children cannot be expected to read and do long division on the same birthday.

Here in the elementary school, it seems to me that the important work, the important task, is the intelligent use of play; to give the child an opportunity to discharge his feelings; to rid himself of those pent-up feelings and emotions which he cannot discharge at home on parents, brothers, and sisters—to teach the children to learn to be a part of a group without strong emotional ties or antagonisms. There is no use in fooling ourselves that in the best homes children do not have jealousies and hatreds, and that these feelings do not affect them when they are at school; they cannot get rid of these feelings at home because they love their parents, brothers, and sisters, but if in school they are taught how to play and read, they can rid themselves of many of these feelings.

The drive of the schools must be to make teachers alive to this opportunity, to make them realize how dangerous it is to intimidate the child, to arouse new fears or anxieties or guilty feelings—because they get plenty of this from their parents and their neighbors.

If schools are to do their full share, it must be by avoiding the increase of the normal maladjustment that every child has, and by counteracting maladjustments which situations outside of the school create.

Teaching skills and teaching facts are important, but, in our minds, they must remain as secondary to a far more basic end. Now, for this, it seems to me the school must have as its objective, not merely the teaching of

children to know things but the creation of thinking adults; people who are emotionally grown up and not merely grown up in years. And, to do this, I think the schools have a very important public function and that is to sell the public the idea that education is not a thing restricted to traditional hours of the day, not restricted to books, pens, and papers.

In summation, it seems to me that the principles of the elementary schools should be not only to give tools according to the ability of the child, but to help the child achieve emotional healthy stability—a sense of security and achievement. The purpose of the high school should be not only to improve the skills which the child has acquired in the elementary schools but also to bring the child to emotional maturity. The school's attitude should be that what is *on* the child's mind as far more important than what is *in* the child's mind. What are his emotions, his anxieties, his hatreds, his ambitions? How can the anxieties and hatreds be removed? How can the causes of his hatred and ambition and attachments be removed? How can a child be helped to realize his best capacity?

If the school answered these questions for each and every child, then, I believe that facts and skills would pretty well take care of themselves. The schools would then be doing the job they should be doing as a socializing force and for the building of world citizenship.

THE PART OF RECREATION IN WORLD CITIZENSHIP

—*Abstract*

GEORGE HJELTE, SUPERINTENDENT OF PLAYGROUND AND RECREATION, LOS ANGELES, CALIF.

Side by side with the forces that are heading the world toward international chaos and war are the forces that are making themselves felt in the opposite direction toward international peace and world brotherhood. Of the latter, recreation is of the utmost importance, because it is a most effective method of educating the individual for world citizenship, without the sacrifice of national or local citizenship.

Recreation in its broadest sense includes all the activities in which man engages when he is free from external compulsion. What people do in their leisure when they are free to do as they please is a factor of vast importance in indicating the quality of their citizenship and in molding traits of the good citizen.

Sympathy with the people of other lands and a capacity for cooperating with them in worthy human endeavors, are characteristics of the world citizen. Recreation fosters these qualities, because so many recreational and leisure pursuits are universal in their appeal and furnish a basis for common understanding. Typically universal, for example, are drama, music, motion pictures, sports and athletics, arts and crafts.

In recreational pursuits, the people of the world are becoming more interdependent than in any other field of human interest. The culture of a people springs from six fundamental fields of human activity, namely,

family life, work, worship, education, community life, and recreation. Improved technology has greatly increased leisure, thereby making recreation during leisure vastly more important today than ever before in history.

The dangers of the misuse of leisure are strikingly apparent. Dictators of totalitarian countries are misusing recreation for their own ends and are developing a type of nationalism inimical to the interests of world citizenship. In these states recreation no longer belongs to the people but to the state, which uses it to inculcate military discipline and prepare for war. Italy and Germany have banned recreational organizations based on international friendship, such as the Boy Scouts, Y.M.C.A., and other groups.

In democratic countries, democracy must be preserved in recreation, and this must remain a sphere of activity in which there is freedom of choice and action, rather than regimentation. For recreation in its broad sense is one of the greatest of social and educational forces.

Practical suggestions for encouraging recreation and world citizenship by the educator are as follows:

1. Emphasize resemblance of peoples around the world to ourselves and the mutual obligations we owe for the enrichment of our lives thru recreation.
2. Cooperate with the people of other nations and share with them in the development of an increasingly fine recreational culture.
3. Participate freely in international recreation movements.
4. Protect the essential democracy of recreation.
5. Accord to recreation the important place it deserves in the purposes and program of the public schools and in the concerns of statesmen.

PROMOTING WORLD CITIZENSHIP THRU SOCIAL RELATIONS—*Abstract*

GOODWIN WATSON, PROFESSOR OF EDUCATION, TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

Over many centuries the world has moved slowly toward greater international cooperation. Today we seem to be moving in the opposite direction, and dangerously near to war. The reason is not that the masses have lost their desire for world peace, but that small ruling groups in business and government act to defeat the interests of the many. To get world citizenship we must first have governments which act in full accord with the desire of the people. To get governments which act in full accord with the desire of the masses of mankind, economic power must first be transferred from the organized few to the organized many, from the owners of industry to all the citizens or the consumers or to all who work with brain or brawn. We cannot move from plutocracy to democracy politically unless we first do so in our economic institutions.

Changes in social relations and social attitudes which must precede any important steps toward democracy are matters of education. They are matters of education not only in broad questions of national policy, but they come right down into every community: to the relations of farm owner and tenant; of housewife and household help; of banker and debtors; of business man and laborer; of publisher and the public; of consumer and storekeeper; of rising groups challenging the old power groups which still seek to preserve precarious privileges.

Reasoning not by analogy but by analysis of the social forces, we have come a long step from world problems down to the way things are actually run in our own schools and in our home towns. We see the same kind of forces at work in complex international treaties and in our home town papers. We make the big jump from the class of people represented by our schoolboards, to the influences which tie the hands of the League of Nations. Herbert Hoover returning from Europe reported fourteen Fascist nations, with 240 million people, but our attack on dictatorship begins by organizing farm hands, truck drivers, office clerks, house maids, news reporters, and school teachers to repel a tyranny closer at hand. The impotence of America in enforcing economic sanctions it could so easily and so powerfully have employed against aggressor nations is only a cumulative consequence of our failure in local communities to overthrow plutocracy and bossism, by enlightened, organized, militant democracy.

Changing our present social institutions to more democratic ones seems, perhaps, a slow procedure to advocate, with the fuse of war explosion already sputtering. Organizing consumers, organizing labor unions, organizing political movements precinct by precinct, may seem to be a forsaking of urgent international problems. How much more satisfying if we could throw out some grand gesture! We might affirm the Kellogg Pact, but it would be weighted by a trickery of words. Japan has done so. We might propose a bill to take the profits out of war, but a congressional committee would promptly eviscerate it in obedience to those who live by and for, profits. All the bills that matter have been safely put away. We might sound a call for a referendum on war, but paid propagandists would quickly stir the American pulse to beat to drums and bugles. It has been done before. We might call for a quarantine upon aggressors, but would we look to governments which have already failed to use the power they undoubtedly had? We might rise and repeat the Oxford pledge, but are we ready to hand over rule of mankind to the ruthless terrorist?

Instead of any dramatic gesture, we have chosen instead, in accord with educational ideals, to lay a solid foundation of greater understanding and more genuine democracy. We are putting our shoulders along side our fellow workers in other fields against the door of history. That door is already ajar and we catch a gleam of a land beyond, where fellowship, brotherhood, and comradeship shall be virile realities.

SECTION C

OUR CHILDREN: THEIR INTELLIGENCE—*Abstract*

GEORGE D. STODDARD, DIRECTOR, IOWA CHILD WELFARE RESEARCH STATION,
STATE UNIVERSITY OF IOWA, IOWA CITY, IOWA

In order to talk clearly about this question, a satisfactory definition of intelligence must be given. In the past, during the heat of the controversy as between the influence of heredity and the influence of environment, there was a tendency to evade this issue. By defining intelligence in terms of the child's ability to carry on certain processes in the field of the abstract, without reference to how he attained such ability, we arrive at conclusions that can be supported by experimental evidence.

In general, a great mass of research in recent years seems to point to the following conclusions:

1. That intelligence is a functional concept.
2. That the problem of nature versus nurture is not especially helpful (rather they always go together).
3. That whatever the genetic inheritance, environmental pressures dynamically conceived can change things, and conversely, that no matter how good the environment may be, one cannot neglect genetic determiners.
4. That under good environments the dull and the bright do not change their roles. They simply move upward. And analogously, for poor environments.
5. That the tests, while inadequate, do have a substantial reliability and validity.
6. That most changes in mental status are made in young children.
7. That experimentation, demonstration, and the control of factors should be exchanged for opportunism and mystery.

Certainly this whole field of mental development is one in which the teacher has a permanent interest. In some of our recent well-documented work at Iowa under the direction of Wellman and Skeels, certain findings of interest to teachers have been brought out. These new statistics indicate definitely that the intelligence quotients of young children can be raised by environmental stimulation. They are not fixed once and for all in the genes. They fluctuate, going up in good homes and good environments, and down in the impoverished environment represented in our poorer orphanages and other institutions for children.

Similarly, the intelligence quotients of children can be raised thru good nursery school practice. When this is done, it can be shown definitely that the effects are not due to the way we carry on the testing, or to practice, or to coaching. Moreover, the gains that are made tend to be enduring, and the child's school work corresponds with his new mental level better than it does with his old.

It is apparent that what we have in children is, within very wide limits, truly plastic material. Teachers, parents, and other persons associated with young children have given up too easily. If the child does not learn rapidly and under any kind of stimulation (or lack of it), a child is likely to be labeled dull or inferior. For children who are really young—for example, from the ages of one month to five years—we have been able to demonstrate

that the changes made in the intelligence quotient carry over to such factors as vocabulary, general information, motor achievement, social competence, and personal adjustment.

In short, in the truest sense of the word, a careful attention to environmental needs, conceived in a realistic and dynamic sense, will produce children superior to present expectations.

INDIVIDUAL GUIDANCE—*Abstract*

EDWIN A. LEE, DIRECTOR, NATIONAL OCCUPATIONAL CONFERENCE,
NEW YORK, N. Y.

If one were to search for the idea that most exactly characterizes modern education as contrasted with that which our parents received, it would be difficult to find one more precise than the word "individualized." And if at the same time we were trying to find a noun which connoted accurately that which sums up what our best teachers try to do when they teach, the word would probably be "guidance." Those two words in sequence constitute the topic before us.

"An individual," states the dictionary, "is anything that cannot be divided or separated into parts without losing its identity; that which has definite and continuous existence; a person, animal, or thing, especially a human being." It is not too much to say that every teacher must be constantly on guard to preserve the individuality of those whom she teaches even under the best of modern conditions and technics.

"Guidance" implies alternatives. There is no need for guidance if there is but one thing to do or one way to go. It is when we come to crossroads or forking roads on the highway of life that we need guidance. Choice is implicit in guidance, and the choice should be made not by the guide but by the one who is being guided. Guidance can only take place when it is based on adequate information. Such information is of three kinds:

(1) That information which is most difficult to secure and to interpret, if secured, has to do with *human personality*. If by human personality we mean the sum total of the attributes making up an individual, consider what a complex matter is the knowing of that individual sufficiently well to counsel him wisely.

(2) That information which consists of *facts* about occupations, health, ethics, leisure—any of the realms in which alternatives present themselves to human beings.

(3) That information which involves *technics*. Knowing a human individual and knowing the possible outlets for that individual in a given community or situation, how may these two bodies of knowledge be interrelated so as to bring about a wise choice on the part of the young man or woman involved? This is where counseling, well done, reaches its best performance.

Guidance is a dynamic rather than a static matter. Only the most inept of counselors find the job dull or lacking challenge. Generally speaking, a good counselor is a mature person with a background of splendid teaching experience. One must have lived a while, faced problems, simple and complex, and made decisions involving imagination and daring before he can truly undertake to act as a guide to others.

No choice which our children are called upon to make transcends in importance that of occupational choice. Who shall be responsible for the occupational guidance of our children? Shall parents? Whether or not it was ever reasonably so, there is no question that presentday parents, with rare exceptions, are in no sense qualified to guide their children concerning occupational choices—neither are the church, the press, or the business men, whether individually or in service clubs or fraternal organizations. Neither can we expect the government to do the job, for occupational guidance is a matter of individual guidance. Turn whatever direction we will, the road ultimately leads back to the school as the one institution of society best equipped, inadequately as it is, to help our children decide most wisely what their life careers shall be.

Other important areas in which individual guidance functions are: (a) health—largely a matter of guidance which leads toward sensible habits of living; and (b) leisure time—guidance which makes leisure count for increased vitality and joy of living.

I return to my definition: "An individual is anything that cannot be divided or separated into parts without losing its identity; that which has definite and continuous existence . . . especially a human being." Our task as teachers is to educate—the exact meaning is to lead out—these separate and distinct human beings. To the extent that we who claim to be modern educators can guide them individually toward the realization of their highest potentialities can we say with any degree of assurance that we are discharging our real obligation to them and to the society of which we all are a part.

OUR CHILDREN—THEIR ATTITUDES—*Abstract*

DANIEL PRESCOTT, RUTGERS UNIVERSITY, NEW BRUNSWICK, N. J.

A man's attitudes and sentiments are and always have been regarded as among his most significant attributes. Attitudes direct or at least channel our behavior. When we realize a particular desire, attitudes tell us what we may or may not do in the process of satisfying this desire. If a person's attitudes are selfish, unsocial, aggressive, and unethical, he is not to be trusted. On the other hand, if a person's attitudes are socially and ethically sound he will not stoop to sharp, unscrupulous practices. The important thing to remember is that our attitudes determine how we look upon or evaluate our own behavior and that of others. They are the basis of our prejudices and of our consciences.

Attitudes underlie our desires, shape our very goals of life for us. They supply a dynamo, or drive, which urges us on to action to achieve these desires and goals.

It is a sad commentary on our American culture that about one person in every twenty has the prospect of spending some part of his life in an asylum, hospital, or sanitarium for the insane. The disturbing emotions which necessitate a person's commitment to such an institution are caused by mental conflicts within his own personality, or by frustrations, because he desires

the unattainable or the inappropriate, or by conflicts between the individual and the culture in which he lives. The cure of these functional disorders can come about only by changing the underlying value concepts and attitudes of these unfortunate persons. More important yet, the prevention of all this illness and unhappiness can be accomplished by supplying children and young people with the enviroing conditions and the experiences which will favor the development of appropriate attitudes in the first place.

If our attitudes are harmonious among themselves and realistic regarding the outside world, our behavior is consistent and effective, and we are said to have an integrated, healthy personality. In contrast, if our attitudes are inconsistent with each other or inharmonious with physical, economic, social, or ethical realities, then we show dissociated, unstable, and unhealthy personalities.

We have no more important problem than that of improving the mental health of the population by creating more hygienic conditions in which our children and youth may develop wholesome attitudes consistent within themselves and harmonious with reality. Public education must assume the leadership in this work of mental hygiene.

The present is a period of great social unrest because the industrial revolution, the wonderful applications of science and invention in modern life and the pressure of modern merchandising have contrived to develop a tremendous number of wants in our population which modern industry can satisfy when better methods of distributing these services have been developed. During the present socially unadjusted interim, frustrations rather than satisfactions are being created and these mass emotions hold grave social dangers while at the same time they supply the dynamo for a wholesome evolution of society. The major problem is whether the necessary social evolution can be secured by the application of democratic procedures or whether the social conflicts will become so severe as to force a dictatorship of either the fascist or proletarian type.

This democratic procedure of social adjustment is now menaced from a number of directions by the tendency of minority groups or powerful individuals to repress free speech, free assembly, and free association, and to substitute the domination of the minority attitudes. If we believe in democratic processes and if our schools really were established to prepare young people for democratic citizenship then, it seems to me, school people have inescapable obligations now.

One important manner in which attitudes are formed is by the accumulation of experiences, which gradually crystallize and clarify concepts, and consequently build attitudes by the process of integration or summation. The creation of attitudes by this process is a primary concern of curriculum committees, for it is the obligation of these committees to plan for our children a series of experiences which will favor the development of an understanding evaluation of the contemporary world.

Many, perhaps most, of our attitudes are adopted ready-made. This occurs when a young person, or even an adult, psychologically identifies himself with some person whom he greatly loves, admires, or respects. When

this psychological identification occurs, the attitudes stated or implied by the model are adopted by the child as his own and may be greatly strengthened and deepened by repeated contacts with this person.

Here the large responsibility of school people is apparent at once. Every teacher who is at all human, capable, and attractive is the object of numerous identifications by different pupils in the course of ten years of service, and the attitudes which are thoughtlessly and effortlessly passed on in this way are perhaps much more important to the children concerned than the skills and the facts which are drilled into their minds. Every teacher needs to be a very sound person as to his own attitudes and ideals because of this fact, for a teacher with attitudes that are out of touch with contemporary realities may be a serious source of psychic contagion for his pupils.

My sincere conviction is that our schools must make the education of attitudes their primary concern. The characters of our children and their mental health depend upon the attitudes which they hold. So do the orderly evolution of our society and the very preservation of the democratic way of life in the world.

SECOND GENERAL EVENING SESSION

ART AND WORLD CITIZENSHIP

THOMAS MUNRO, CURATOR OF EDUCATION, CLEVELAND MUSEUM OF ART,
CLEVELAND, OHIO

To be a citizen of the world, in the full and literal sense of the word, is still a dream of the future. There is no world state, no *civitas* of worldwide extent, to which one can give allegiance today. "The parliament of man, the federation of the world," seem even farther away and more visionary today than when Tennyson wrote of them two generations ago. For in the meantime humanity has tried, with high hope, to create the basis of a world state in the League of Nations; and in the last few years that hope has been disappointed. Not only has the League itself been weakened and discredited, but the main trend of world politics appears to be definitely in the other direction: toward a new and more disastrous outbreak of national rivalry, hatred, and war.

But there is another sense in which world citizenship means a state of mind. We can speak of it more clearly, perhaps, as "world-mindedness." In that sense, world citizenship is not only possible today, but is in some degree an actuality. It has existed for thousands of years, in the thought and action of a few enlightened citizens of every age who have risen above narrow group and sectional interests to achieve a broadly human point of view. There is a kind of world citizenship in the realm of ideas; of art and science, religion, philosophy, and all constructive social effort. Its members are the true cosmopolitans. Wherever they meet, or read each other's written words, they quickly overstep the boundaries of language and nationality. They speak the universal language of world civilization, and find a mutual basis

of discussion in the interests of educated people; in the common task of opposing man's perennial enemies—ignorance, hunger, poverty, and suffering; and in the creation and enjoyment of the arts. They overstep the boundaries, not only of space but of time; so that the meditations of an ancient Hindu, a Chinese, or Egyptian sage may be far more comprehensible today than the partisan rancors of some narrow-minded contemporary, who lived a few years ago, or lives at present in another town. Ikhnaton of Egypt, Confucius and Plato, Epictetus and St. Francis, Erasmus and Voltaire—men as different as these were all, in one way or another, world-minded citizens of the planet earth, and not merely of the town or country in which they happened to be born. Travel sometimes helps to produce the cosmopolitan mind; but not always. For some have it who have never traveled outside their own villages and some confirmed globe-trotters remain provincials to the end.

If the number of world-minded people could somehow be multiplied in every nation so that each could have a sympathetic understanding of the others' needs, desires, and peculiar folkways, the coming of an actual world state would no doubt be much accelerated. It would almost follow as a matter of course. For there are no problems of boundary, of raw materials, or of tariffs too difficult to be solved by reasonable conference, if the will to solve them in that way exists. The primary need is for a will to world citizenship. And in the production of that will, the arts can and often do play an important role.

All great civilizations have left expressions of the ideal of a united, peaceful humanity under one rule and one religion. In Egyptian art we find the symbol of the overarching sky and the sun's disk high above, with mankind united in allegiance to one king. Of course, such conceptions of world citizenship have usually been coupled with the idea that all men should accept *my* king, submit to *my* form of government, and worship *my* God with *my* kind of church and ceremony. Even the Christian church, strong force as it was for internationalism in the Middle Ages, was often intolerant toward other religions, and toward other empires than the Holy Roman Empire. The nearest approaches to an actual world state have been made, not by voluntary confederation, but by those empires like the Roman and the British, which by force made many weaker peoples submit and accept the Pax Romana or the Pax Britannica. Perhaps (we say in discouraged moments) that is the only way in which world unity can ever be achieved. Certainly the history of attempts to induce free sovereign peoples to surrender their rights and privileges for the sake of unity, except in the face of a common enemy, has been a record of pathetic failures. But idealists never lose hope that such a world confederation will some day be made, on the basis of voluntary agreement. They still have faith in more humane inducements than machine guns and policemen's clubs—in the forces of education and rational thinking. Among these they look to art as a force for unity thru its power to express the ideals of unselfish harmony and beauty.

To what extent is this hope justified? Has art been a force for world citizenship in the past, and is it now? It would be pleasant if the answer were so simple, and if we could honestly indulge in a wholehearted rhapsody in praise of art. But history shows the facts to be otherwise. Art is sometimes a force on the side of social unity, and sometimes on the opposite side. Like all the other great instruments of human living—science, commerce, and religion—art is a two-edged weapon. All these forces tend in some ways to unite people, and in others to antagonize them. In the history of civilization, art has sometimes made for peace and tolerance. Sometimes, and very often, it has made for narrowness and bitter rivalry; for greed, intolerance, and oppression. Art has been a means of expressing the hatred of one people for another; the struggle between social classes and religious sects. It has been a means of inflaming peaceful folk against each other, and a source of envious contention.

In general, the works of art produced by a people cannot rise very far above the average level of thought at the time. Artists are not a race apart—of supermen or pure idealists. Here and there, we can look back and pick out an exceptional genius, far in advance of his age. But on the whole, art expresses the mentality of its own age and culture. If religious bigotry and the desire for conquest are active in a nation, we may be sure that they will find artists to express them. If a dictator rises to power, whatever type of man he is, we may be sure that some artists, poets, and composers will be among the crowd that fawns upon him, flattering his pride with heroic statues, epics, and triumphal hymns.

Let us not delude ourselves with the comfortable answer that all art so produced is bad art. Among the most respected classics in our libraries are the epics in praise of military conquerors and destroyers of liberty. Our museums are filled with idealistic statues of them. The most skilful painters in China and Japan, in Bagdad and Mogul India, Florence and Venice, and in the capitals of modern Europe, have left us exquisite portraits of the bloodiest war lords of their day, whom we know to have been, in many cases, the most consummate rascals.

The secular art and literature of all times, from Ancient Egypt to the present, is full of the clash of arms and the praise of military heroes. Even religious art and literature abound in praise of those who have smitten down the enemies of the true god, burned heretics and witches, and put heathen infidels to the sword. Even supreme geniuses, like Dante, are not always above partisan bitterness. He could rise to cosmic visions of the universe; but he could also hate, with all the fury of civil strife, the enemies of his party in medieval Florence.

The tremendous rise of nationalistic imperialism since the Middle Ages has been aided and inspired by artists in every medium. Not by all artists, for there have been voices raised in protest; but by enough to show that art is never wholly a force for unity. In recent years, communism and anarchism have sometimes been expressed as idealistic philosophies, preaching a worldwide brotherhood of labor. But in practice and in the theories of actual leaders, they have emphasized another line of contention in the class struggle

between capital and labor. They have not been able to avoid nationalistic division, and we see them today as factors in the general scramble for political and economic power. They, too, have found artistic expression, sometimes of high esthetic quality, as in the best Russian moving pictures of a decade ago. In these, as usual, art and propaganda, war and peace, expressions of hatred and of friendship were inextricably joined.

Has music been exempt, and always a charm to soothe the savage breast? Then let us remember that there have been war songs, and songs of triumph over fallen foes, as long as there have been songs of peace, love, and friendship.

The production of art is often bound up with social injustice and oppression. If we look at the history of decorative art and architecture with an eye to its social background, the story is not a pleasant one. It would seem that when we speak of palaces and gardens, of soft brocades and delicate enamels, we are entering a world of pure beauty, where hate and suffering have no place. But who built these palaces and gardens, and who enjoyed them? How many slaves died wretchedly in building the pyramids of Egypt? How many serfs went without bread that the lady of the manor could have silks and jewels from the Orient? The blood and hunger of workers run like invisible strands thru the silks of Asia and the tapestries of Europe. True, this is only one side of the story. For craftsmen have at times been well paid, and have lived in comfort. There are pleasant pages in the history of society where industry brings its just reward, and where its profits are diffused to raise the level of a whole people. But on adjoining pages, we see the production of art bound up with extreme inequality of wealth; with utter misery at the bottom and fabulous wealth at the top. We see it flourishing because some leisure class could afford every whim, and could divert the energy of artisans from food for the masses to luxurious refinement for the rich.

Is this good or bad? As humanitarians we may deplore it; but as lovers of art we cannot wholly regret the conditions, unjust as they were, which made this art possible. Some economists would have us believe that these conditions are a thing of the past, since we are going from an "economy of scarcity" to one of abundance. Machinery and large-scale production, we are told, will do the work of slaves and allow us all to have luxuries without depriving anyone of necessities. Let us hope this day will soon arrive; but it is not here yet.

What has this to do with art and world citizenship? Simply that it illustrates once more how art—in this case the luxury of beautiful possessions—can be a bone of contention among human beings. For such possessions do not rest easily in the grasp of their original owner. The thief, the robber baron, and the foreign conqueror cast envious eyes upon them. The hungry populace outside the garden gate looks in, and thinks how much has been spent upon it. At periodic intervals in history, it breaks thru the gates, and causes what we call a revolution. Then no art is sacred. Unless its own leaders are farsighted enough to call a halt, the mob will seize and carry off what it can, then destroy the rest in a fury of revenge against the elegant fineries

which have been produced at the cost of children's lives. What we think of as the most innocent and spiritual forms of art—the stained glass window, the altar, the carved figures of saints—all these are smashed with shouts of rage, as they were by the French revolutionists, and by the embattled Puritans of England over a century earlier. The reason is that such things are associated by the revolutionists with an oppressive régime, in which church and state have alike forgotten justice, and have pursued instead the magnificent formalism of decorative art.

In this light we can understand why so many religious and moral leaders have preached against the love of wealth, including what we call decorative art. They denounce the glittering splendors of Babylon and Persia. They tell us to lay up our treasures, not on earth but in heaven. They praise the simple life, ascetic and frugal, given over to things of the spirit. Often they denounce idolatry, tho most of the world's great sculpture has consisted of these same "idols." Sometimes they directly oppose the artists of their time, as did Savonarola, and St. Paul before him, who opposed the silver-smiths of Ephesus. For such reformers see in what we call the decorative arts a source of greed, sensuality, and superstition; of eternal crime and killings.

I have presented the case against art for the sake of realism, and because we so often fall into exaggerated reverence for the very word "art," as if it were a synonym for all that is holy. As a matter of fact, it is human; and therefore by turns is both good and evil.

It makes a great deal of difference whether art is *old* or *new*, from the standpoint of its effect on social unity. When a war is over and peace declared, time begins healing emotional wounds. Many of the more extreme expressions of hatred are forgotten or pushed out of sight, with a little shame, perhaps, as both sides try to revive friendly relations. Songs, cartoons, and writings which were merely vindictive, drop out of sight; those which have some artistic merit are looked upon in a new way, and praised for qualities which have little to do with the "late unpleasantness." Year after year, the survivors of the conflict, often slow to pardon old enemies, die. The war itself, if its causes are really removed, recedes into the legendary past, along with the wars of classical antiquity. This has almost happened with our own Civil War. Descendants of both sides respect Grant and Lee; they sing both "Dixie" and "John Brown's Body." But it does not happen at once. It is wise, even now, not to sing "Marching through Georgia" in the state of Georgia. This has happened completely with our Revolutionary War, and with the Jacobite Rebellion of eighteenth century Scotland. Prince Charlie has become a legendary figure, and the songs about him carry no sting. There is no partisanship, but a sense of our common heritage of old romance, when we "tell sad stories of the deaths of kings, and battles long ago."

It is the same with the statues and paintings of ancient war lords. We see them striding haughtily over the bodies of their foes, yet we feel no answering pride or anger at these bloody deeds. We know how brief their day of

glory was, and how time has obliterated the wounds they made. Shelley wrote of such a statue:

Two vast and trunkless legs of stone
Stand in the desert. Near them, on the sand,
Half sunk, a shattered visage lies, whose frown,
And wrinkled lip, and sneer of cold command,
Tell that its sculptor well those passions read
Which yet survive, stamped on these lifeless things,
The hand that mocked them and the heart that fed;
And on the pedestal these words appear:
"My name is Ozymandias, king of kings:
Look on my works, ye Mighty, and despair!"
Nothing beside remains. Round the decay
Of that colossal wreck, boundless and bare
The lone and level sands stretch far away.

The art of the past becomes a part of the cultural heritage of all human beings. As such, it tends to unify humanity, regardless of the old antagonisms which produced it. Indeed, the very spectacle of so many past disputes, of so much blood shed over quarrels which now seem unnecessary, should make thoughtful people think twice before engaging in another. Perhaps, as some psychologists believe, art can even become an imaginative substitute for war and a healthful outlet for some of the energy which, when maladjusted, produces war neuroses.

In all countries today, the treasures of past art become rapidly socialized. This is the case in capitalistic countries almost as much as in those which call themselves socialistic. Private art collections of wealthy men are left to public museums, often with the great houses which they occupied. Funds are left to purchase more works of art, including decorative luxuries which only aristocrats used to enjoy. Cathedrals, palaces, private parks and gardens, are placed under government care and are thrown open to the public. Tho owned by one nation, they are really properties of all the world, for every traveler may enjoy them, and carry home pictures of them. Literature and music of the past become even more completely socialized. After the copyright period, they are freely copied, translated, read, and performed in every country of the world. They cannot be stolen or hoarded. They form bonds of sympathy between the peoples who love them.

The heritage of past art is a powerful force to soften present rivalries. One who has learned to love the arts of Japan, of Germany, of Italy and to think of these countries in terms of their music, their gardens, their temples, their dances, their paintings, and their peasant costumes, has a hard time brushing aside these memories when a political dispute arises. The people of those countries feel much the same way about us and about other countries, even tho their governments are at the time shaking fists at each other. As much as propaganda offices may try to suppress these bonds of sympathy, to revile or exclude foreign culture, and to force domestic taste into national channels, they meet with stubborn resistance. The Japanese love for American music and moving pictures, for American clothes and

furniture, is a factor to be reckoned with by militarists who would make the Japanese people hate America.

Even in the class-struggle type of conflict the traditions of art succeed at times in bridging over wide gulfs of sentiment. In Russia, those leaders who would force a sharp cultural break with the past are surprised and baffled to find that the public still prefers, on the whole, the kind of public buildings which the Czars put up, and that it still likes to hear the music of Bach and Chopin.

Strangely enough, economic factors themselves often force the producers of art into a sort of internationalism; not on idealistic grounds, but on those of commercial self-interest. Many of us remember the early moving pictures in which a Mexican bandit was the despicable villain; or in which a band of Chinese opium friends kidnapped the heroine. Why do we see them no more? For the very good reason that the people of those countries refused to import our films as long as such misrepresentation continued. Producers are now very careful to ask whether a certain incident will offend the British market, or whether it will have to be left out of the film when shown in India. It must not offend labor or capital, Catholics, Protestants, or Jews. This is not altogether a good thing for art. Sometimes, when we try to keep from offending anyone, there is nothing left but insipid trivialities. On the other hand, the need to please an international market may favor a genuine artist like Charlie Chaplin or Walt Disney, whose films have universal appeal.

In the United States, much has been done by popular art to break down sectionalism and narrow local attitudes. Not only the movies but the radio, popular magazine art, photography, and even the much condemned sign-boards on our highways, have done their share. Television will soon begin to reenforce them. If not impeded by governmental restraints abroad, these popular arts may do as much for international unity in future.

What has art done to express directly the ideal of world citizenship? Not as much as one might expect or wish. Art often does so indirectly by rising above petty local interests to portray the basic themes of human life—love, birth, and death; man's enjoyment of nature, and his struggle to control it; his desire for immortality, and his visions of another world. Primitive folklore and mythology dealt largely with these themes. Greek art translated man's ideal of his own perfection into the visible forms of sculpture, even while Greek civilization itself was crumbling thru its inability to achieve political union. Christian art has given visible form to the desire for peace and brotherhood, all thru the ferocious wars of Christian history. But most of it pointed toward the hope of another and better world, rather than an ideal state on earth. Philosophers like Bacon and More have shown us their ideal of a perfect earthly state. Many a wise man since has shown us how a world state could be organized and run, and has scolded us for not accepting so obviously sensible a course. Poets like Robert Burns and Walt Whitman have voiced their love of all human creatures. But the fact remains that most of the art—literary, musical, and visual—which the world agrees to call great, has not directly presented an ideal of world unity. Why is this so?

There are many reasons, but let us notice one in particular. It is an unfortunate fact that the notion of world citizenship is not, in itself, especially glamorous or exciting. It is much easier for an artist to excite us by talking about a clash of arms than by talking about peace and cooperation. The essence of drama, it is often said, lies in conflict. Peace and cooperation are all very well, but who wants to read a story or see a play about them? The same fact holds true of other arts as well. The music of Wagner and Beethoven excite us with emotional conflict. Castles and fortresses are exciting as architecture. Swords and armor fascinate the children in museums. But the instruments of world citizenship are humdrum desks and conference tables, statistical reports and tariff agreements.

Peace is not only prosaic, but often inglorious. We thrill to the memory of some great soldier who died with all his men rather than surrender an inch to the enemy. But peaceful cooperation is one long succession of compromises, partial surrenders of each national interest in order that an open break may be averted. Where are the epics and the monuments to patient diplomats and foreign secretaries who averted wars by months of tedious negotiation over economic details? Many received not thanks at home, but insults, for the ignoble concessions which they chose to make in the interests of peace. The same is true of social strife between upper and lower classes. We have praise, too often, for the leader who incites our side to force, and stones for the one who proposes reasonable compromise.

It is hard, then, for art to add glamor and emotional appeal to so dull a theme as world citizenship. Shall we give up the task, leaving all the glamor on the side of war and selfish nationalism? It seems to me that artists are accomplishing, in our own time and country, a task which is in some ways even harder. I am not thinking now of the fine arts—of the exalted painting and sculpture which fill our galleries. I am thinking of something much more humble and mercenary. This is what we call advertising and commercial art. We are too close to this development to see its full social significance. We rightly condemn a good deal of it for blatant insincerity and cheap sensationalism. But there is one thing to be said for it. The advertising artist sets out, in response to commercial inducements, to add visual and emotional appeal to any article, any service, which his patron has to sell. He daily achieves miracles, in our newspapers and weekly magazines, by throwing some esthetic glamor on prosaic tools and industrial products, on articles of medicine and personal hygiene which one would say could not possibly be so presented. This is the work of everyday artists in the service of our competitive system of salesmanship.

One hundred years ago Auguste Comte, founder of sociology and a truly world-minded philosopher, called for art to enter the service of humanity. As a psychologist he recognized the tedious, even repellent nature of the tasks ahead on the road to social cooperation. He called for art to outgrow its primitive delight in violence and superstition; to ennoble and emotionalize the new ideal of humanity in poetry, music, visible form, and ceremony. His hopes have not yet come true. Art is a mighty instrument of social control which we leave too often in the hands of selfish people with a

war to stir up, or a piece of shoddy merchandise to sell. When shall we, as an organized people, put it seriously to work in the service of better aims?

Let us be more specific. Why have the League of Nations at Geneva and the old palace of peace at The Hague made so little hold upon the world's imagination? May it not be, in part, because they have been so lacking in the kind of appeal which art can give? Their meetings have been housed in tiresome architecture, a weak imitation of older styles. Their activities have been devoted largely to very worthy, but very dull discussions of political and economic matters, to endless bickering and committee reports. There is no brilliant life around them, nothing remarkable for the traveler to see, or those at home to read about. Meanwhile, the national capitals of Europe and Asia glow with life, with gay restaurants and music, operas, theaters, and art museums, and with athletic tournaments and sports. We take pleasure in visiting and revisiting them. The glamor of all the arts is cast, as a result, upon centers of nationalism.

World fairs and expositions are international centers of art and pleasure. But they are temporary and are housed in national cities. Five years from now, or fifty, the noise of cannon may subside for a time, and the hopes of the world may turn again to the League of Nations or some new substitute for it. Why should not world-minded citizens attempt to raise it, by the means of art, into a center of beauty and enjoyment, to which all men's thoughts can turn with pride? I have in mind a city which should be a true international capital of civilized culture, a permanent world's fair as well as a business office. It could be the property of an international organization to which all nations contributed their best in friendly rivalry. It could have its great museums of old and modern art and craftsmanship, its libraries, its palaces and pleasure gardens, surpassing in magnificence the forts and palaces of other days. It could be a center for international musical and dramatic performances, for scientific exhibits, for Olympic sports, and for all other civilized enjoyments. Any nation could contribute to these without first committing itself to fight or sacrifice economic interests in defense of a world state. Such a city of the future, I believe, will be a tangible foundation for world citizenship, an emotional bond between nations, and a potent symbol of their common cultural heritage.

LITERATURE AND LIFE

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The subject upon which I have been asked to speak this evening is the contribution of literature to life—so large a subject that to say anything definite about it is like trying to hold two large separate stars in the universe and show their cosmic relationship. What is this cosmic relationship? A certain phrase was used in your letter of invitation for tonight. "What," that letter asked, "can literature contribute to world citizenship?" To know how to live in the world is to know how to be a citizen of it. Our topic seems to me best and most simply expressed thus: What, if anything, can literature con-

tribute to the individual to enable him to know how to live in his environment?

The answer to this question depends, of course, on our definition of literature. Is literature what most people read, or what a few people have written? Are popular magazine stories literature? Are detective stories, romances, wild west tales, true heart confessions to be included in literature? And is that what we have to think of when we consider how literature contributes to life? Or are we to limit our definition of literature to a few books written by a few dead?

This we do know—most people in America know the mechanics of reading. We are not, of course, the most literate nation on earth. There are several nations where the literacy ratio is a good deal higher than ours, notably Japan. But somewhere along the way, even tho formal education does not persist beyond the grades, we have been exposed, tho very slightly, to what is considered great literature. We know, too, that most of us do not read very much after all, or if we read, it is in relatively small numbers. There is, of course, the much-talked-of competition with reading—radio, motion pictures, automobiles, and soon television all combine to keep people away from books and literature. A sort of life seems to be coming in which books could be largely eliminated and their loss scarcely noticed. Indeed it is already here for many people.

All this is true. And yet it does not, I think, matter so much that the mass of the people are never going to read literature. The bits of Shakespeare and Browning and Tennyson—or whatever children have in school nowadays—are not going to affect them one way or the other. No, we have to acknowledge that literature is never going to contribute to most lives at all. Most people are going to the movies instead, not to a particular picture, but just to the movies. They will turn on the radio, not to a special program, but just turn it on. They will read newspaper headlines probably, and make a desultory choice out of the lurid array of popular magazines on the stand at the street corner or in the drugstore. If a book is talked about a great deal, as a few books a year always are in the United States, they may look into them curiously just to see what it is everybody is talking about. That is all.

I will confess this surprised me at first, since having lived so much of my life in a country where 90 percent of the population was illiterate, I had come to value literacy and to think people would read if they knew how. I see now, after four years of watching my fellow countrymen, that knowing how to read has little to do with reading. People learn to read in order to read advertisements, bills, sports announcements, and news—altho printed news does not matter so much since we are getting so many pictorial magazines. Of course, in the old days of silent pictures to know how to read was necessary, because of the captions, but now we have talking pictures—and we will have talking newspapers, they tell us, before long—and the radio gives us love and crime and wisecracks.

Practically, literature does not contribute anything to most people's lives. This must be faced. Our system of education teaches average children a little of everything, from the essentials of mathematics and biology to how to make

a dress or hammer nails. But it does not teach them there is anything in literature which is essential to their life. Knowing how to read is simply knowing how to use a tool. If there is no desire to use that tool, then the tool is not used. And by and large, the crowd neither hungers nor thirsts after literature.

But not all of us belong to that radio-turning, movie-going, unthinking crowd. What concerns me is that the intelligent people, the leading people, the people who have brains and whatever we possess of culture and very often of means—they do not read; or if they do, they read too often digests of books and essays and stories rather than the works themselves. Even quite intelligent people, who would be shocked to think they have no touch with literature—do not realize what a menace to literature a digest is. They pick up a digest magazine because they are busy, and by it are deceived into feeling they have read the best articles of the month. Indeed, I believe digest magazines are the more serious enemies of true literature, because their readers are among the more intelligent and think that in the digests they are keeping up with contemporary literature. Yet the habitual readers of digests inevitably lose the appreciation of style and grace in language, just as we would lose appreciation of food, its taste, and color and texture, if we should take it in the form of chemical pellets. Our physical nourishment might be adequate, but mere physical nourishment from food is not enough. To get the plain meat out of a book or story or essay is to live on dull fare, so insidiously dull that we do not know what we are missing. So it is not enough to get the bare meaning out of a piece of music or of a painting or of a great book. "Mona Lisa" digested is nothing but a woman smiling. A digested symphony is nothing but a group of themes which can be played in five minutes. *Of Human Bondage* is a book without a plot, one which no magazine would accept as a serial, and which could be digested in a few pages of a small magazine.

When these digests are made of literature, people read them and think they know what it is all about. Yet they do not know what it is about. For they have missed that which makes literature. The blue pencil reduces everything to the dead tastelessness of a chemically prepared pellet. That graceful fleeting fancy, that individual quality which is the inherent mark of genius upon every material which it chooses to work upon, is lost. People say they are busy. I say, if you have only half an hour, use it not for a hurried survey of the bones of books and magazines, picked for you by someone you do not know, who may have overlooked entirely the one incident, character, or quality which would have most enriched your reading, but use that valuable half-hour for reading entire, and as it was really written, one thing—a few real pages from a book, or one actual story or essay. You will have more in the end—more real food for thought, and your literary palate will not be dulled by a succession of small dishes prepared by the same cook in the same pot and all tasting alike.

Yet these people who read digests are the very people to whom literature would contribute much. They are, too, and this particularly perhaps of women, the ones who in their leisure pick up a book or a magazine to amuse or divert them instead of a book or a magazine to read. There is no harm in

amusement and diversion. That is a legitimate reason for literature. What concerns me is that educated people are amused and diverted by the ephemeral, passing book or story or the smart, silly patter of a columnist, and not by literature. I am not surprised or concerned when Mrs. Jones, the janitor's wife, begs the librarian for a nice book with a lot of things happening but everything turning out all right. But I am concerned when Mrs. So-and-so in Sutton Place, a graduate of the finest schools of our country and wife of one of our leading men, uses her scant leisure, after all the worthy enterprises in which she engages, from Spanish relief to a rally of republican women, to read—what she does read. That lady once undertook to upbraid an author for writing in a certain popular magazine. Said she, "I picked up a copy of *Purple Shadows* the other day and was astonished to find a story of yours in it. How can you write for such magazines?"

Said the author, "How can you read such a magazine?"

Said she, "My dear, I only do it for relaxation."

Whereupon I began to ponder why when she wants relaxation, she reads what even she considers trash. Why does the cheap, the ephemeral, the highly colored, the falsely romantic, relax and amuse the educated mind instead of boring it? Education, to be sure, has left this mark—it has taught people a sense of shame, so that they know they should have on their tables the great names and books of literature. But these are not what they really read.

The reason for this is that educated and uneducated, we Americans all want escape from reality. We dislike so much of what life is, we shrink so much from knowing more about it, that one still hears different people say, tho comic papers have made it a joke for twenty years, "I suppose that's a fine book, but I have enough troubles without reading about more," or, even more frequently, "When I go to the theater I want to be amused."

Now I have no complaint against escape literature. It is natural to want to escape from ourselves and the immediate circumstances of our lives, sometimes, but how can such childish stuff as is read afford any escape to the reasoning mind? How can the educated mind so often enjoy what is false in all its proportions and premises? How can it fail to appreciate, and lose itself in what is true to life? No, the threat to literature, the check upon its development is not from the low standards of the many ignorant, but from the low standards of the few intelligent, who too often demand of literature that it shall not be true art rather than that it shall.

There are reasons, of course, for this state of being. Foremost, perhaps, is our often boasted youth. I was talking about this the other day with a well-known painter who said that during the war it was interesting to him to see the difference between the way the American soldiers and the French ones relaxed. The Americans wrestled and raced and played jokes; the Frenchman talked.

"What are those fellows doing?" one of the Americans asked him.

"Exercising," he replied, "just as you are."

"Talkin'? That's no exercise!" the American said incredulously.

"Only for the mind," the painter replied gently. "Try it," he added. "It's fun, too."

The same difference appeared in their letters, which it was his duty to read. The Americans wrote letters of pure incident. "It rained today. Jimmy got caught AWOL. I saw a fellow from Stockton yesterday." The French letters were full of thought and reflection upon incidents.

Well, culture is after all a matter of time and long mellowing age. And collectively we are not old and individually we cling to childhood and its enjoyments. We don't want to grow up. I saw a film the other day. The theme was a sound democratic theme—that the joy of living is to do what you like. But in this film what was liked was only one thing—drinking tubs full of beer, getting very drunk, and running away from it all to a South Sea island. It exemplifies exactly what I mean—a limited and essentially immature form of enjoyment. And the reason for this is that the average person in America is not yet interested in life. That is, he is not interested in human nature and its true character. Or perhaps it would be truer to say he is interested in the activities of life, but not in its meaning or its philosophy. He is instinctively frightened of anything like a view of himself and why and how he is. And yet that view, of course, is what literature is.

What do we want when we read? We approach literature with a strange impossible sort of expectation. We ask, on the one hand, to be supplied with unrealistic romantic ideals so earnest as to be naive, which have, it seems to me, no reality of any kind, either actual or desirable, and on the other hand, we have this childish wish to be amused, or rather to escape from the very restrictions to which we cling. We ask to be uplifted and, or, amused—if possible, a little of both at the same time. Yet literature, it seems to me, has nothing essentially to do with either of these things, except incidentally. Literature cannot have as its function the satisfaction of moralism or the wish to escape from it if it must deal simply with life as it is. And yet, at present, life is exactly what most people do not want. They want to read about a dream existence, where everything is as they wish it were—where all marriages are happy, where the poor, ugly girl becomes rich and beautiful, and where all evil persons are punished, or at least lose all the money and the girl.

I once had an impassioned letter from the editor of a certain popular magazine begging me to write her a story, a happy, cheerful, sweet story. "And," she added, "oh, if it could be about young love, that would be wonderful." Now to an adult, young love is not very interesting. It is a part of adolescence and youth, an experience which everyone suffers and recovers from. While it has a certain touching quality, its symptoms are so universally alike as to be extremely uninteresting. It is evanescent and almost purely biological—on the whole, quite a stupid business from the point of view of one primarily interested in the working out of character.

Then, a day or two later, I happened to meet a friend, also a writer, and I discovered that she too had received this letter, asking for stories of young love. We concluded, therefore, that this enterprising editor was trying to establish a corner on young love in order that her magazine might have a new record of sales.

Well, you may say, these are only popular magazines. What about books?

But Americans, as a whole, don't read books. In this country where everybody is supposed to know how to read, publishers consider a book successful if it sells four thousand copies, and excellent if it reaches ten thousand. Once or twice a year a good many people read a book—books sweeping into popularity and passing away again. There has been a vogue for historical novels in the last few years. But this is only another manifestation of the desire to evade and avoid life by taking refuge in another world where all endings are known and safe—and also where incidentally there was plenty of action.

I read modern American novels rather assiduously, as a matter of interest, and I find further evidence of what I have been trying to say, in the lack of interest in life. The characters are almost universally subordinated to the incident and environment. That is, what apparently interests readers is how much characters hop, skip, and jump, and not how they feel and are. Characters are instantly recognizable types. "Good," "bad," "funny," "pretty" are about all the adjectives needed to describe them. Especially there is evident this poverty of character analysis and development in the so-called regional novels—very properly so-called, too, for they are novels of regions: the weather of the regions, the storms, the crops, the animals, the shootings and crimes, and so forth, but never, deeply, the people. There seems in our American literature especially to be no real relationship developed between the region and its people. Yet it seems to me only when that relationship is thoroly understood and portrayed can the result be even called regional literature.

I have recently come back from a journey thru seventeen central states of our country. As part of my preparation for this trip I read some of the regional novels. I was able to get a good idea of the landscape, of the weather, and of the history of various regions, and particularly amazingly good local color, but absolutely nowhere an adequate idea of the people. In all the books the people were the least interesting part because the most slightly developed and the least understood. Yet, even in a journey, it was the people who impressed me. The landscape, for instance, of South Dakota, is in some ways the finest I have ever seen in the world—the most amazing and the most strange, and the most beautiful. It is on such a scale and so peculiar, as well, that I cannot blame a writer for dwelling upon its shapes, its weather, and its devastations. But to me far more vivid than that terrific landscape are the people who live there. It seems to me they are the most magnificent people I have ever seen, dreamers, all of them, those who are left, people held to the country in spite of abject poverty, people who live in the dream of a tomorrow, believing still in the country they cannot but love. They are not really subordinated by the landscape. They tower above it, poor as death and as triumphant. What literature lies there, unwritten—and probably never to be written, because young love is not of primary importance and there is very little action! Outwardly people seem static—they suffer and wait and dream, but what tremendous inner action there is in those three words! Not many people see the romance in a man's loving dry, black soil that will not yield him food and holding to it grimly because if there were water it would yield enormously, and tomorrow it may rain. Yet there is the essence of romance in it. But the ending may not be happy.

We are afraid, we Americans, of tragedy. I mean tragedy in the deep fundamental sense of the Greeks, who understood that life is tragic in its whole course from its unexplained beginnings to its unknown end. Even comedy in that Greek sense had its foundations in tragedy—a butterfly fluttering in gaiety over a dark and bottomless river. So long as we shrink in fear from acknowledging we are what we are—beings brought into this brief consciousness which we call life—and from accepting this, and from proceeding to the living and understanding of this life, we can have no great literature.

That is not to say that literature must always be sad, any more than that life is always sad. Indeed, life ceases to be sad when we accept its facts and know its limitations. It becomes, then, a time for enjoyment. To know that one day a joy will end is to make the joy infinitely sharper and more precious. The day is not less beautiful because night comes—no, day and night together comprise life, and literature must deal with all if it is to be an art, and not only with that brief moment of morning when everything is fresh and new. Noon comes, and heat and trouble and strength and freedom, and evening falls, and everything passes, and it is all life and therefore the stuff of literature. And there can be no appreciation of literature until there is appreciation of life entire. Until we do appreciate life entire and as it is, we will go on demanding that literature give us for a few dreaming moments what we wish life gave us all the time and never will—and that is not literature.

Literature contributes to life only the awareness of life itself. If its function is to teach, it is to teach men what they are and help them to understand their own lives by showing them themselves. It cannot, or so I believe, teach abstractly or apart from life as it is. Literature cannot have a moral purpose in a primary form, tho it may follow that a lesson is taught. A writer, for instance, does not produce literature if he habitually writes propaganda. It may be that at some time in his life he writes propaganda which is literature. If the life which he is then living and portraying because he is living in it, expresses itself in some ardent declaration of faith, it may be propaganda and yet be literature, since it is not a cause which he sponsors, but the life which he is then living. Never ask, "What does this book teach us?" but ask "What does this book show us about life?" if the book be literature. To say, then, that literature can never be propaganda is to speak as arbitrarily as to say literature must always carry a thesis and teach a lesson. But in all propaganda literature, the human beings must be more than ordinarily alive in order to carry the extra burden of propaganda, and the writer who goes out seeking causes about which to center his novel prostitutes his art as surely as does the one who writes merely for money. What I am trying to say is, if one's life is embroiled in some social storm for the time and he writes out of his own life, then he may safely write as sharp propaganda as he likes.

I will put it this way: What literature contributes to life is simply a clarification of life. We ought, if we read literature and learn to love it, to know ourselves and others better, and to have some little further idea of why we behave as we do. And we ought to welcome many books, and differences in authors, and variety even in the same author.

Yet why do we Americans not really welcome change, but only the same old romance? We love above all things the romance of a person's springing from unknown beginnings to sudden fame and fortune. It is as good, we say, as a movie. We are all generous in helping the unknown writer, or actor, or the newly elected president even. We take pride—very properly, too—in the fact that among us people can rise from the bottom to the top, and with incredible speed. But when they reach the top, the story is ended. I cannot think of our treatment of Theodore Dreiser, for instance, without anger. I do not see any body of work in American letters to equal the body of his work. Yet how shamefully we neglect him! With a delight almost equal to that with which we raise people up we forget them. We have so little appreciation or understanding of individual genius. It is another manifestation of our lack of interest in life. Our interest is in the romance and the action which a career affords us as a story. To welcome to our shores a Thomas Mann or an Einstein is a romance. We are all charmed with it, especially since in it the hero is not Einstein or Mann, but America. What we shall do with them is another matter—probably forget them if they are quiet, and turn against them if they say anything we don't like. But we won't pay any attention to them as individual geniuses.

For we are not taught to be detached and catholic in our interests. Even our literary critics too often judge a book on some personal ground—whether they personally like the main character or not. I remember hearing a nice lady say of a recent character in a certain book, "I shouldn't like my son to marry such a woman." The finality of her tone was terrific. And she was a symbol of most readers of books, who limit the contribution of literature to their life by their prejudices and preconceived ideas and have no desire to know what life really is.

One ought to approach a new book as one approaches a new country, with curiosity and expectation, not wanting to find only what one knows and likes, but with the zest of learning about something new. Such an attitude would be the greatest boon to literature. What, then, literature can contribute to life depends to a large degree on what is demanded of the writer. The demands we make today are practically nothing.

I have chosen to take my subject in a practical sense, rather than to describe the abstract benefits of literature to the human being. *You* know those benefits as everybody knows. You teach that Shakespeare is great literature. "So what?" they say today. "So nothing," is what I reply. That is the whole trouble—so nothing. The abyss between literature and the average person today is bottomless. Why is this? Why does life so terrify us that we need this constant escape from it? I think it is because as a people we have no philosophy with which to live. We do not know how to understand and enjoy life. We are really afraid all the time—afraid of what is happening and may happen—afraid most of all of death. We do not know how to accept whatever comes in the spirit of gaiety which a philosophy of life gives. There is a constant hue and cry over our economic chaos, but no one says anything about our chaotic lack of any sort of philosophy of life, tho if we had such a phi-

losophy, our very economics would improve, because we would know what life is and what it is reasonable to expect of it.

And yet I feel nothing is stronger in our American people than the desire to find some sort of philosophy with which to face life. The desire is inarticulate, and it expresses itself in all sorts of ways, from swing music to theosophy. There is such an earnest blind longing to know what to make of life as it is, and it is coupled at the same time with a sort of fear of knowing, so that when anything serious comes near, it is evaded by the jazz touch. And so even literature is evaded, as something too serious, tho if they would only see, they would know that literature contributes to the understanding they want of what life is, and can help them to know, therefore, what their attitude toward life should be, as reasonable creatures. The contribution could be continuing and enormous, if it were only understood and wanted, since literature crystallizes and expresses for many what they only vaguely see and feel in their own lives and the life about them.

Is there any hope for the establishment of an American philosophy toward life which would result in a demand for real literature and an increase in its production? I think there is, by a difficult, half-blind, negative sort of process, being forced on us against our wills and almost without our consciousness, by world events. These events are hacking and turning out for us anew the shape of an individualism first planned for us in its simplest form centuries ago. I am reminded of that huge sculpture now being done at Rushmore in the Black Hills of South Dakota by Gutzon Borglum. There on the mountain top from a rocky cliff are emerging the enormous figures of Washington, Jefferson, Lincoln, and Theodore Roosevelt. But the sculptor does not do it himself. He has only made the model, now standing in his studio—an inch to a foot, the scale is. The final sculpture is done not by his hands, but by dynamite. Sticks of dynamite laid by ingenious workmen deepen the lines in Lincoln's face and make plain the idealism of Jefferson's eyes. Dynamite blows tons of rocks away to shape the determination of Washington's profile. So dynamite, the dynamite of terrifying events elsewhere in the world, is forcing us to define our own opposite philosophy, the philosophy of individualism, and this may bring us out from the childishness and immaturity of our present retreat in the isolation of dreams, which has so nearly smothered our literature to death.

But a philosophy needs to be enriched and explained, and that again is literature's function. Philosophy and literature are closer together than any other two of the arts. They have their roots in life and their flowering in the expression and explanation of life. Philosophy is the skeleton, literature the beautifying covering flesh, dependent upon and yet shaping and shaped by the inner structure of philosophy. The flesh cannot stand alone without the skeleton, and without the flesh the skeleton is an arid collection of dry bones. They must be united.

Today literature seems to me to be slowly dying of uselessness, just as sight will fade if the eyes are never used. I do not mean only that presentday good writing is not often much read. I mean also that the established body of past literature—the only literature which we know is sure—is being

neglected. So few people read today the literature of the past that it may as well be said nobody reads it and great books are coming to be only great names. There are, of course, motion pictures. But the sort of motion pictures which are now being made of works of literature are something worse than neglect. They are travesties and foolish parodies and outrages of *Tom Sawyer* and *The Travels of Marco Polo*, *Antony and Cleopatra*, and what not. The vitiating touch of silly and impossible romance is ruining even great books of the past, as it ruins everything, and high and true romance is almost gone. Worst of all, people, seeing these pictures, imagine they need not read the book, since they have "seen the picture." Every parent and teacher ought to insist that no child see the picture made from a great book until the book has first been read. The book at least cannot spoil the picture.

And yet when it comes to ending what I have to say on this note, I find I am not willing to do so. I hope this is not contamination by popular taste. I hope I am not just demanding a happy ending, too. But I keep feeling this is not the true end of what literature is contributing and can contribute to our life. Literature is at once the purest of all the arts and yet the most easily defiled, because more than any art its source is in human nature, that is, in life. And so when human nature becomes defiled, as in certain periods in history it is beyond other periods, literature is defiled with it. There are times when the course of man is so corrupt that all minds become confused by that corruption. Then musicians can retire into their own seclusion and out of themselves alone draw pure melody. Painters can paint the sea and the sky and the hills and those elements of the universe which never change. But writers cannot retire from life. Whether they will or not, they are forced to draw their material from human sources. If these are defiled, they are defiled with it, because the materials with which they work are defiled, and because the demand made upon them at such times is for a corrupt enjoyment.

We are in such an age now. In many parts of the world pure literature is impossible to produce because of the dictation of political charlatans who have an absolute power for the moment. It seems a proved fact that creative writing is impossible in the totalitarian states. Nor is there any greater freedom in the Orient. China is too torn for anyone there to be able to write with the perspective necessary to literature, and the same is true of Japan. It is chiefly in the English-speaking nations and in France that any sort of freedom of mind exists for the creative writer. Yet in America at least the dread of the realization of life among the reading public is so strong as to be an actual and serious limitation which any writer is forced to consider, whether he will or no.

All rumination upon this seems to bring us back to the same dead end. And still I am not willing to leave the matter so. For in spite of everything, I believe in the enormous and deathless energy which produces literature somehow and anyhow in any age. It must be somewhere, even in this age. I am watching with interest the WPA writers. The federal theater at least is showing an independent vitality which is hopeful. The genuine creative writer is not usually greedy for money. He wants to have freedom of mind not to think about money; that's all. He does not want elaborate living be-

cause it interferes with his work. He wants security so that he can work, and work at what he thinks worth doing. It is not true that genius will out. It will not. Genius can be as easily crushed as any other delicate and sensitive thing by too extreme poverty, by discouragement, by foolish and blind criticism, by being born in an age unsuited to it. Perhaps under the care of the WPA, as rude as it is, the writer may find relief—that is, freedom to do his work, which is all he wants—together with masons and carpenters and tenant farmers and all the others who have been thrust out of the economic machine. I am not suggesting that writers should be removed from life as it is—only that they should not be compelled in order to live to write of a life that is not and never can be, a life of impossible, cheap romance.

It would be easy for me to do what many have done—simply shrug my shoulders at the mass of popular writing and say that it has nothing to do with literature. But I cannot. I keep going back to it. It is what most people read—then it must have its importance somewhere in relation to literature. One cannot dismiss lightly a magazine bought and read by three million people or a book bought and read by thousands. It is important. It is a serious thing for literature if three million read—not literature, but something else which gives them greater satisfaction. I have put the blame on the people in the first half of what I had to say. But there is always the possibility that there is something wrong with literature. Jazz, so despised once, we have now come to think of as contributing something very especial to music. What it is we do not know, and shall not know until jazz is dead and its vitality has become merged into the great body of permanent music. Swing—is it fad or new rhythm? Who knows or can know in our generation? It must run its course until we see it take its true place in what is past. If it has a definite value for human beings, something will remain which no amount of scorn or ignoring can kill or even displace.

Perhaps it is literature which today has become devoid of philosophy—so devoid that it has no inner light, so that people, reading, have caught no real illumination of the life which most of us live so blindly from day to day. The vogue for historical novels has been, perhaps, because the novels of presentday life cast no glow. Perhaps people are not afraid of tragedy, after all, if it is their tragedy—that is, tragedy which they recognize as beyond mere sordid living. The greatest books have always been tragedies. *Madame Bovary* is one of the most tragic books ever written. So is *Resurrection*. So is *Of Human Bondage*. So is *Vanity Fair*. The list is long, and most of these books when they first appeared were met with criticism. People did not immediately like them. It took time to get over the first revulsion against sadness and see beyond into the light. But the books that people have kept on reading are the books with that inner warm light which makes them have a sort of timeless rightness and accord with life which is happiness in itself, as distinguished from amusement and a mere happy ending. These are the books which give life in the full—not slantwise from the viewpoint of region or vogue. These are the books which have laid hold upon life and have had a philosophy to expound. A lesson is a glib thing—easy to teach, easy to learn

and gabble off. But a philosophy is something wrought out of experience. It can be accepted or rejected but never learned by rote.

So this relation between human life and literature is more mutual than I first said it was. We should read literature—but only if literature satisfies some primary need of ours. If people must have a philosophy of life with which to appreciate literature, literature must also have a philosophy with which to satisfy the reader.

I do not need to say, I am sure, that by the word “philosophy” I mean no dry abstractions with no relation to human daily lives. I mean those questions which every creature capable even of simple thought asks himself in times when he is alone—hours which he may hate and dread and from which he seeks all sorts of escapes, but which, nevertheless, exist—those hours when he asks, who am I and why was I born and what is it all for? Who are these others and what have they to do with me and what have I to do with them? To ask these questions is to seek the essentials of some sort of philosophy of life. And to answer them in one way or another is the meaning of literature. Whenever a book, thru the direct voice of poetry or thru the voices of characters in a novel, recognizes these fundamental questions of the human heart, that book is read and lives on and on. And whenever a book ignores them, tho it achieves a momentary popularity, it passes on and is forgotten. Light upon the deep and primitive inquiry of the human heart is the primary contribution, then, of literature to life.

It may seem a curious contradiction to say on one hand that people demand nothing but amusement from literature and then to say that literature which only amuses does not satisfy them. But such indeed is the case. The American public is peculiarly constituted and full of contradictions. With all our child-like love of a good time, we never really have a good time unless we feel we are improving ourselves, too. The moral sense is very strong in us. It may be it is only that well-known and famous puritan conscience, which, it is said, is never strong enough to keep us from doing anything we want to do, but only strong enough to keep whatever we do from being pleasant. We may be trying, in all our desire for escape, to escape not from the realities of life, but from the reality of ourselves. If so, of course escape is impossible, and yet, if it is impossible, the effort is all the more frantic. But none can escape that “Hound of Heaven”—his own self. And real literature has nothing to do with that attempt to escape. It has only to do with the pursuit, and it shows that the end of that pursuit is only the deeper and fuller understanding of that self.

I know from an old Buddhist book the story of the monkey who wanted to escape God, who had him in His hand. He was a great jumper, this monkey, and so he made up his mind to jump as far as he could and he did. When he came to himself after a stupendous leap, he found himself on a mountain top somewhere in a strange country. “Ah,” he thought exultantly, “I have escaped!” Then he heard God’s voice, very near, speaking. It said, “You have only jumped to the base of my thumb. You are still in my hand.”

So there is no such thing possible as this escape which occupies so much of the reading of today. So long as we breathe we are in this world which

encloses us. Literature does offer the only real escape—but deeper into the world and not away from it. And that is what it contributes to life—more life, more understanding of that life. Any good book is like a microcosm where in a small compass we can see how life functions. In our daily experiences we are lost in the largeness of all around us. We cannot understand all that is going on. But a good book catches a part of what is going on and holds it for us, and we can see relationships there, and causes and effects which escape us in the flying by of actual time and events.

We ought when we put down a book to feel a deeper sense of completion of self, not of escape from it. We ought to understand that self better and feel in closer accord with it and more content with it. If we do, then the book is literature, and literature has made its contribution to life.

WHAT MUSIC CONTRIBUTES TO WORLD CITIZENSHIP

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A philosophy, unformulated and very incomplete among the masses, has long pervaded the Western world, and has provided the intellectual climate which has shaped the thought and action of people of today in every area of their lives. That philosophy provides no rational basis for a theory of art or for an evaluation of its function in relation to world citizenship. For that reason we must turn our attention upon it, for unless we can establish a firm place in reasoned belief for art, our discussion must go forward, as discussions of art so often do, in terms of intuition and warm esthetic sentiment that may arouse sympathetic response but fail to leave conviction. If, as we believe, we are dealing with a great reality, we should discuss it as a fundamental truth, and not leave it in our thought as only the embodiment of an amiable wish or a beautiful dream.

The modern philosophical assumption that has blinded us to the fundamental importance of art began and grew with the beginning and growth of what we recognize as the present scientific age. The Renaissance came and passed. It left a greatly enlarged terrestrial world to which men's minds turned with newborn and intense interest. Jung, in a telling phrase, says that an outlook which had been vertical was at that time intersected by an outlook which was horizontal. Galileo, Kepler, and others came, and discovered natural laws under which the universe appeared to operate as a blind mechanism. Even earlier, Francis Bacon formulated a philosophy which bade men observe things observable and reason from these inductively in order to gain that knowledge which is power. His one-time secretary, Hobbes, carried various implications that were in the Baconian belief into the formulation of an explicitly materialistic philosophy. Locke further aided in the development of the modern world view. He depicted the mind of man when he comes upon earth as a *tabula rasa*, or blank tablet; and he laid down the dictum, "nothing in the mind except what was first in the senses."

We need not carry further our historical résumé, for here we reach the

point at issue. It is an old, a very old problem. *Does* man bring to earth absolutely nothing but capacity to receive sensation? *Is* there nothing in the mind, and does nothing develop there, except that which comes in thru the senses? We all know how a host of idealist philosophers, both before Kant and from Kant on to Bergson, have opposed this mechanistic and materialistic belief. Their arguments need not be restated here. All that is essential for us to point out is the impossibility of making a substantial place for either art or religion, unless and until we are prepared to find something in the mind that cannot be found in the mere mechanism of sensation, or yet in perception.

That which the idealistic division of philosophy finds implicit in mind and not derived from experience is, of course, the power of discrimination, preference, choice. For religion, power of choice is considered as operating in the moral field, giving us the ability to discriminate between good and bad. For art, the power of choice is recognized as operating in the esthetic field, giving us the ability to discriminate between beautiful and ugly. Philosophically the problem is one of the ultimate reality of this power, which makes us see values or meanings instead of things, and endows us with freedom and responsibility instead of leaving us automatic. Surely it is not difficult thus to believe that values and meanings, which are interpretations that from infancy we put upon all that is crowded in upon our consciousness thru the senses, are something not implicit in sensation itself. Time is lacking, however, for discussion. Let us observe, instead, that education, no less than religion and art, stands in need of this belief. How, without it, can education proceed in character training, in the development of art appreciation, in the development of fine sensibilities and culture generally? Yet in great measure education continues to follow instead a starkly mechanistic psychology that looks for little or nothing in a human being but reactions to stimuli and responses to environment and, consequently, prompts education only toward the storing of memory and the development of knowledges and skills. Educational psychology should surely speak some word about the existence and development of these sentient powers of esthetic and moral preference, and not leave the awakening and guidance of them wholly to the teacher's intuition and human sympathies. Perhaps, indeed, the reason that education has not proceeded far in developing moral and cultural sensibilities and strength, and is now so much concerned about them, is precisely in this, that its leaders, along with the world outside the educational field, have been too much infected with the prevailing materialistic thought.

Assumption of the primacy and reality of powers of choice and judgment having cleared the way, let us examine the place of art in general, and of music in particular. The most comprehensive conception of art with which we can begin is that it constitutes an agency of communication between men. In this sense it is a kind of language. We have all heard the saying—and it is one which is quite true—that music, as one art, is a universal language. When we ask, however, what it is that art communicates or expresses, we can say immediately only that it communicates a state of

feeling; and if we try to state more explicitly the precise nature of that feeling we become aware of difficulties, and, even more, of many popular misconceptions. The estheticians often say that the purpose of art is to create beauty and communicate the feeling of beauty. This, too, in a sense is true; but the statement suggests that beauty is a definite quality or property, perhaps laid upon the face of things, and consequently susceptible of definition and description. But beauty does not, any more than values or meanings, have an objective existence; it does not exist on the face of the world. True, some things are commonly judged to be beautiful, but is not judgment subjective? We can at least say, without going into the troublesome question of the objectivity of beauty, that the landscape is not beautiful to the camera, or yet to the soaring bird of prey; the symphony is not beautiful to the phonograph, and the dog does not hear beauty in the peal of the organ. Beauty, in this ultimate sense, is then subjective; it is an appearance or quality given things because of a way of feeling about them. The artist may consequently find it anywhere because that way of vision inheres in him, and the beast may discern it nowhere because he has not that vision. Moreover, this sense of beauty which is communicated thru a work of art is a feeling and not a pure intellectual concept of perfection, such as might arise in connection with the visions of passionless glories that are found in higher mathematics; and because it is a feeling it discloses varieties of affective coloring. That is to say, beauty is of some kind: And so we have a tender beauty, a rugged beauty, a graceful beauty, a joyous beauty, a majestic beauty. Even the purest type of Bach fugue, or of a Grecian urn, reveals some measure of these coloristic attributes. Moreover, the various arts differ in the quality of feeling that is communicated by the artist thru his work. A poem, a painting, a symphony, a cathedral, all convey artistic feeling, but in subtle ways the feeling-states differ. We will consequently not attempt yet to describe too explicitly the precise content of the feeling which art communicates, but let the nature of it appear later and only then in connection with music. For the present, in addition to saying that art in general is a vehicle by which a feeling is communicated from one man to another, we would better say only that in ordinary connotation this feeling is understood to be rare, to be one that to the sense of the artist is significant, important, and therefore worthy of communication, and that the attempt at communication consequently becomes a devoted and purposeful effort.

With respect to the specific character of music, it may be said that of all the agencies by which man tries to capture and share with others the complex, wordless, and elusive feelings that arise out of his contacts with life, music is the most direct and the most plastic. We will see the truth of this if we reflect that that which is to be communicated is itself wholly subjective; and, in common experience, music is found to be not only the natural voice of such broad and permeative subjective states, but, in a greater degree than any other art, to take its rise directly from those states. Indeed, the other arts, characteristically, tho by no means invariably or of necessity,

express a feeling as experienced in connection with some particular circumstance, object, or incident in life; but music appears to express directly feeling itself, not necessarily or even characteristically in connection with anything specific, but as something deep and inborn or as a developed sense of the poetic aspects of life in general. In this sense it is the more direct expression, and at the same time it is the more plastic, because it does not have to ally itself with anything representational—that is to say, with any form handed to it from without. It is reflections such as these that have given rise to statements that music is the most subjective of the arts; that it alone of the arts is “presentative” and not “representative” (tho this is only a specious half-truth); that it is the most purely conceptual of the arts; that it is—and this is Schopenhauer’s term—“objectification of the will.” Such capacity of music for direct and unconditioned expression must have been in the mind of Walter Pater, also, when he made his celebrated statement to the effect that all the arts constantly aspire to the condition of music; for in music, as in architecture, form and content are one. We might add that ultra-modern painting strives to attain that condition very directly, as when it portrays, for instance, conflict and turmoil by means solely of jagged lines and twisted masses.

Music, then, is ideally fitted to communicate a feeling that, in Tolstoy’s expressive phrase, an artist “has lived thru.” Let no one imagine that this means precisely the same as to say that music expresses emotion. According to the ordinary connotation of the term, emotion is something much more violent and brief than the feeling that seeks to become articulate thru prismatic beauties of tone wrought into patient architectonic symmetries. It ordinarily connotes feelings connected with sharp incidents of earthly living, feelings that might sear and disintegrate the soul, while art deals with feelings arising from a deep awareness of ideal values that rather calm and integrate the soul. Such a concept of music must have arisen from thought fixed only on song and opera, where music allies itself with words and so with specific earthly happenings. But even in that case it is an illusion to suppose that music itself is expressing a strong and definite passion. Thus the “Marseillaise” may be thought to express fierce rebellion; but if you will think of the tune at the words, “To arms, to arms, ye brave,” and to it fit instead the words, “All hail our noble king,” you will see that the tune might carry as well a poem in praise of Louis XVI. The music itself bears no political insignia; it voices only a mood of stirring, triumphant, human energy, made treasurable by being wrought into an art-form. No music can do more than thus voice a pervading mood in relation to life; and because the mood is expressed, if the work is to remain anything that we recognize as music, in terms of beauty of material (that is, musical tone) and in beauty of form, the mood-state voiced can not be ignoble or violent. Of course, all arts have their lower strata, in which trivial or base meanings are expressed in ugly and empty materials and forms; but art cannot be rightly interpreted in terms of examples that represent artistic failures and impurities. And so music, however poor, can never be

wholly prosaic and worldly, can never voice passion alone, can never combine with its beautiful material and ideal form such ugly feelings as hate, envy, or greed. Were this not so, men might revile one another in a tune, and the howl of the mob might become a musical art-expression.

The fact that the moods reflected in music are broad and general needs renewed emphasis at this point. Music voices man's timeless and universal experiences in feeling, not those that are temporal and sharply individual. Wagner learned this, and, after "Rienzi," abjured what he termed the "historical" drama, where characters lived in restricted and narrowly conditioned environments, and sought the realms of myth and legend where the characters moved, as the gods on Olympus, in obedience only to the dictates of broad and universal impulse. Wagner's own argument for this departure was that his art could and should deal only with what he called the "purely human"—a significant term. Paradoxically, when the characters are thus released from ordinary human conditioning, they become at once more human, more understandable by us, and more significant in our lives. For now they enter the realm of universal humanity, whereas, fettered in time and place, they were separated from us by a thousand material barriers. So it happens that Siegfried of the "Ring," is more a blood-brother to us than Walther of "Die Meistersinger," and Wotan more meaningful than Hans Sachs. In truth, then, music is a universal language, and in that same sense it is specifically the language of those elements in man's nature which bind men together into a sympathetic and understanding brotherhood. Upon a high plane of spiritual understanding, it provides the touch of nature that makes the whole world kin.

The nature and worth of the contribution of music to world citizenship is implied in what we have said, and in practical experience we know that men understand one another thru their folksongs and folkmusic, and that they come to understand the human heart itself thru the revelations of great feeling found in the works of such interpreters of life as Bach and Beethoven. A more explicit statement, perhaps, can best be approached thru Tolstoy. In Tolstoy's belief, language is a human activity by which man communicates thought, and, he says, "if people lacked this capacity to receive the thoughts conceived by men who preceded them, and to pass on to others their own thoughts, men would be like wild beasts or like Kaspar Hauser." Tolstoy conceives art, comparably, as a human activity by which man communicates feeling that, in Tolstoy's words, he has "lived thru." Then follows this comment: "And if men lacked this other capacity of being infected by art, people might be almost more savage still, and, above all, more separated from, and more hostile to, one another." He says further: "Art is not a pleasure, a solace, or an amusement; art is a great matter. Art is an organ of human life, transmitting man's reasonable perception into feeling. . . . All that now, independently of violence and the fear of punishment, makes the social life of man possible (and already now this is an enormous part of the order of our lives)—all this has been brought about by art."

This from Tolstoy is about art in general. All that can be said of music in particular is to repeat that it is a peculiarly direct and plastic medium for the communication of such feeling. Faith, joy, courage, sorrow, love, reverence, aspiration, yearning, spiritual triumph—these are the things of which music speaks directly; and it is of the utmost importance to remember that it speaks of them thru extended forms of ideal symmetry and beauty, the very pursuit of which is impossible until the soul has moved beyond the reach of violent and explosive passion. And all of these elements are incorporeal; they occupy no space in the visible world, are connected with no particular place, person, form, scene, race, nation, or creed, and can therefore be communicated in music in disconnection from all that is local and, therefore, sectional or divisional. They are, indeed, unless for great truths, the only universal realities in human life; and they are realities of transcendent importance because of the part they alone can play in nourishing, strengthening, and guiding the souls of men. All men hear and understand the message that is borne to them when music speaks; and within the bond of that common understanding men will, so far as they heed the voice, discover their essential kinship, find a new dignity in human life, and again see gates open on a world in which men are brothers and life becomes a movement toward happier and more blessed goals than those which now entice us. Such is the effect upon men now when they gather to make or to listen to music. That the influence shall not wholly die, but shall sing in the hearts of men long after the tones are stilled and those who gathered have departed, must remain our hope and our lasting conviction.

THIRD GENERAL EVENING SESSION

ADDRESS

HONORABLE FIORELLO H. LA GUARDIA, MAYOR OF NEW YORK CITY

PRESIDENT WOODRUFF: It is my privilege to present to this great audience the mayor of this great metropolis—one whose interest in public education is known everywhere. He is particularly concerned with the underprivileged and the handicapped children. We know of his recognition of the gifted children, those with special talents.

In introducing him tonight, may I express in the name of the National Education Association, which I represent, with its almost quarter of a million members, many thousands of whom are here today from every state and territory of this great land—in their name may I sincerely express our appreciation of the hospitality that has been extended on every hand, thru the school officials, the teachers, the children, the citizens, to this wonderful first convention that has been held here for twenty-two years. And I must not omit expressing special appreciation for the music that has been furnished. On every program, music has been contributed by the children and the youth of the public schools, the leaders and directors. I specially appreciate the courtesies that have been extended in countless

ways here. We shall take back to our homes something that will make the 1938 convention a real red-letter day in our educational experiences.

I now present his honor, Fiorello H. La Guardia, mayor of New York City.

MAYOR LA GUARDIA: It is really a thrill to be with you and to hear from your distinguished president that you have enjoyed your visit to our town. I note that you were twenty-two years in coming. Well, we have that in common. So was I!

I want to remind you about the party we will have here in Madison Square Garden tomorrow night for all the delegates of the National Education Association. Tomorrow night there is going to be something new for the convention, and I know you will enjoy it. Tomorrow night we spend the whole evening without hearing a single speech! The police and the fire departments have been working hard to prepare their show and I am sure that it will be most entertaining.

I have been requested on behalf of the Municipal Art Commission to announce that the Committee has awarded a medal to the two hundred and twenty-five musicians of the All-City Orchestra and Band. I want to tell the orchestra and the band that it is a very tiny medal, but it is well meant!

I also wish to announce that scholarships have been awarded to Hazel Wisten and Charles Crawford.

I have a certificate to award to the four hundred and fifty members of our All-City Chorus. We have an unexpected and distinguished visitor here this evening, and I am going to give him the honor of presenting this certificate—National Commander Doherty of the American Legion! [Commander Doherty presented the certificate.]

We are very proud of our children. Please do not tell the people back home that you saw high buildings or wide streets, but do tell them about the affection of this big city for its children. You certainly have a rare privilege and opportunity of rendering such useful service, not only in your own community but thru this great organization, to the entire country. As I have stated, New York City, tho large, covering a large territory with seven million people, is just as solicitous and as anxious for the welfare of all its children and their future as the smallest community.

This evening we have presented to you a sample of our high-school students. We have forty-seven academic high schools, twenty-four vocational, technical, and specialized high schools, and twenty-three evening high schools. Fifty percent of the graduates of our high schools continue their studies in institutions of higher learning. We have over six hundred grade schools, and we have quite a happy family of thirty-six thousand school teachers. You will be interested to hear that of the graduates of our grade schools, 78 percent go into the academic high schools, 16 percent go into vocational and professional high schools, and the remaining 6 percent to private high schools, leave town, or thru age are not eligible to the high schools. We have compulsory education up to and including the seventeenth year.

Now, any city in this country can boast of doing just as much for its children as we have done. Every delegate no doubt knows that his community has just as good schools as we have. But that is not enough, and that is why I say you have such a rare opportunity thru this great national organization to render services to the entire country. You can do more for national education in one short week each year, as you meet from all parts of the country, than all the United States Congress could do in five years. You can do it because you know the subject, because you are free to talk on education, and because you must recognize that when you do speak, you speak with authority.

It is not enough to have a perfect system of education in large cities and in some communities. We must have a complete and perfect system of public and free education for every section of the entire country!

At this very moment, when the attention of the country is focused on your convention, when editorials and newspaper articles will speak of our great educational systems thruout the country, I would like to have published a map of the United States with big, black blotches showing the sections and the communities where education is insufficient, and in some instances, utterly lacking. Education, as I see it, is like public health. We have a great health department in this city. Our neighboring cities have health departments. We have an extensive service of preventive medicine, but what good does all that precaution do if other sections neglect their health and people with infectious diseases travel from one section to another? Just as we need preventive medicine, just as we need health forces, just as we need proper health departments all over the country to protect the entire population, so we need education.

In some sections of our country, and of course you know it better than I, we still have the old system where the school teacher comes for ten or twelve weeks—maybe sixteen weeks—is boarded a week at a time with some family, and then teaches school to the youngsters of that community.

We must have uniform standards, both of the schools and of the teachers, thruout the country. I know that the National Education Association will give some thought to this very important subject, to crystallize public opinion in understanding and pressing for a universal system of education, uniform in its standards and uniform in the ability and competency of its teachers.

There is room, of course, for all the private schools and schools not supported by public funds. They, too, are doing a great work and contributing particularly in the large centers, in taking part of the tremendous load that we have in our public schools. But what I am referring to are the sections of the country and counties where there is insufficient or utter lack of educational facilities.

I purposely mentioned the number of high schools that we have in New York City. In addition to that, we have four colleges maintained and supported entirely by the City of New York because the time is coming when not only will every American child be entitled to a high-school education,

but no American child will be deprived of a college education because of the economic condition of his family.

Therefore, in addition to the little local problems that come up from time to time in our schools, as I see it, the great mission of the American teacher is to press forward that we may have the benefit of our system of education for every American child, and, as the gentleman stated in his prayer, life, liberty, and the pursuit of happiness. I would say, with life, liberty, and education we are sure of the pursuit of happiness.

FOURTH GENERAL MORNING SESSION

SECTION A

HANDICAPPED CHILDREN—*Abstract*

WILLIAM BLAKE JACK, SUPERINTENDENT OF SCHOOLS, PORTLAND, MAINE

The Portland, Maine, school system, as well as many others of the country, offers several very definite types of service for handicapped children.

A more complete conservation of our human resources is certainly as important as the conservation of our natural resources about which we have so much concern from time to time. Not only is it necessary to conserve the handicapped children, but a very real and definite part of the program for education of the handicapped should be to develop, among the more fortunate students, an intelligent interest in and an understanding sympathy for the handicapped. This, perhaps, can best be done thru a general school project similar to the Junior Red Cross.

The teacher of today must have a twofold vision: (1) he must look directly at the individual child; and (2) he must look out of the school window at the world with all its problems and complexities in which the child must live.

The first and almost paramount requisite of the teacher of classes of handicapped children is to recognize that character handicaps of fear and doubt and discouragement, which, tho like all mental handicaps are unseen, are quite as real as physical handicaps. To wisely and sympathetically help children physically or mentally handicapped to surmount whatever handicap of disposition or character they possess, is one of the ever present and important objectives of all our teachers in atypical classes. Another service which a teacher should give is to interpret the needs and problems of these children and youth to the community at large and to secure for them fairness and courtesy on the part of the public and especially on the part of employers, who with some slight adjustment in the requirements of work may find many of the older handicapped youths able to give exceptionally valuable, faithful, and worthwhile service.

There are many types of handicapped children—those handicapped spiritually, financially, socially, mentally, emotionally, or physically. Never did the handicapped child in our schools need more careful consideration than in these days of depression and great social unrest in America and the world at large, with the tremendous confusion of opinions, the complexity of ideals,

and the conflict of ideas. Class or race prejudice is one of the greatest handicaps which many children may inherit or acquire. It is one of the aims of the Portland schools to help break down unwarranted barriers of prejudice and encourage the students to appreciate real worth in character and ability wherever they may find it.

Today, more than ever before, the American school must hear the voice of every child.

EDUCATION OF NEGRO CHILDREN—*Abstract*

GARNET C. WILKINSON, FIRST ASSISTANT SUPERINTENDENT OF SCHOOLS,
WASHINGTON, D. C.

More rapidly in education than in any other area of human endeavor the Negro has made progress within the last two generations.

Much of this progress among Negroes educationally is due to the fact that the attitude of the South on the education of the Negro has been steadily changing for the better thru the years. Thruout the South today the general tendency with reference to common schools for Negroes is to improve facilities, to exercise more helpful and efficient supervision, to establish vital connection between school work and the activities of the people served, and to project the influence of the school into community life.

To conclude that there are no present serious problems in the education of Negro children would, however, be a fatal mistake. There is yet an immediate and persistent need for more education, for better education, and for higher education among Negro children in this country. This need is strikingly revealed by the following facts:

1. The educational opportunities offered Negro children in rural communities are lacking in adequacy, and the educational facilities provided for them in these areas in the main are difficult of access.
2. Approximately 16 percent of the Negro population ten years old and over are unable to read and write.
3. There is lack of appropriate emphasis upon commercial training and guidance in the educational program provided for Negro children.
4. Facilities available for the professional training and preparation of teachers of Negro children are altogether inadequate.
5. There is convincing evidence of inequitable distribution of public funds between racial groups for the support of education.

These facts eloquently bespeak the need for a more abiding public concern for and interest in the educational welfare of American children of Negro blood and tradition. Reasonably interpreted, these findings mean that America has not yet established equality of educational opportunity for all of her children without respect to race.

THE EDUCATION OF THE INTELLECTUALLY GIFTED —*Abstract*

BENJAMIN B. GREENBERG, ASSISTANT SUPERINTENDENT OF SCHOOLS,
NEW YORK, N. Y.

Of great concern to the administrators of our educational program has been the relatively little progress in adaptability to the needs and the potentialities of the intellectually gifted children—the so-called fast learners—in our schools. A well-conceived program of education for these children becomes a “must” part of our agenda because society, bewildered with suggestions for social, economic, and even political changes, needs the best—the most competent thinking and dynamic leadership it can get.

The challenge to do something about the intellectually gifted children of our country is made all the more necessary because in many of our public schools the policy underlying the educational program is guided most by the myth that the “bright” children take care of themselves. Unfortunately, these children, instead of taking care of themselves so that their potentialities may be fully realized in social endeavor and so that the optimum growth for them can become of special and indispensable value for our civilized society, become as helpless as any other children under authorities blind to their exceptional ability.

The 6000 elementary-school children in New York City whose superior mental ability is indicated by an I.Q. of at least 130, have been shown to be slightly superior to the norms in physical characteristics, healthier than the unselected school children of corresponding age. This group of our school population is superior in character and personality traits, in emotional stability, and in social adjustment. In all the studies of the followup of the careers of these gifted children, it has been found that they remain gifted. They do not lose in educational or general ability, and the gains far out-balance losses with respect to such traits as social adaptability and breadth of interests.

Surely it is our obligation to identify these gifted children, to promote better educational opportunities for the intellectually gifted, to experiment with instructional technics and educational procedures that will develop better educational opportunities for all children who have propensities for leadership.

Influenced by the diversity of experiences in a rapidly changing economic, social, and political world, our intellectually gifted children need to be challenged to assume a dynamic part in the understanding of and in the possible solution of such needs as they present themselves in their world. The educational procedures in such a conceived program of education must be evolved so as to mature, enrich, and strengthen human personality, and to help our educational program to become an instrument for personal and social creativity, and to guide the development of the individual so that he can resist the evils of his environment and do his share to reconstruct that environment in the interests of human happiness.

In 1936 the board of superintendents of New York City founded an experimental school with the one object of improving education for exceptional children. The experiment was organized for a five-year period. Fifty children were selected and were to be retained for the full five years. To enable the essential accumulation of records of progress, development, and appraisal the teachers were to advance with them. These children are now between nine and one-half and twelve years of age.

Two teachers were chosen on the bases of their alertness and resourcefulness, willingness to enter into the spirit of experimental approach, wholesome personality, and recognition of the creative character of the learning process.

The children have studied the following seven areas of living, for which units of learning have been developed: clothing; transportation by water, air, land; communication; metals and minerals; housing; sanitation; and illumination. Besides the chief enrichment project, the following additions to the learning program have been found to be extremely broadening: the study of biographies, the science of nutrition, general science, the cultural contributions and personality satisfactions of music and art, and the conversational study of French. Handicrafts, too, are part of the daily activity of these classes. Training for leadership is emphasized in our program. In teaching these classes, the individual contract method, with an individualized method of instruction, has been found most successful. Standardized educational tests are given at periodic intervals. Our pupils do not have homework assigned to them.

Citizenship—an informed citizenry for social betterment—has been the central theme of the National Education Association conference. Surely, the present age calls for leadership second to no period of human endeavor. Qualified leadership proceeds from gifted children and youth who are adequately trained. They are the children whose superior endowments, whose training in the schools, in the home, and in the community for efficient and effective citizenship are the standard hope of men. The intellectually gifted children are society's potential investment and humanity's best contribution to the advance of mankind.

JUVENILE DELINQUENTS—*Abstract*

HONORABLE CAMILLE KELLEY, JUDGE OF THE JUVENILE COURT, MEMPHIS,
TENN.

The deliberately delinquent boy or girl is rare where analysis shows a normal mind. Youth is frivolous, not corrupt, adventurous, not vulgarly daring, and needs intelligent guidance. Youth is in search of happiness.

What is a juvenile delinquent? Just where do we draw the line between the violent outburst of normal youth and the delinquent who is dangerous to society? When we consider background, inheritance, environment, neglect, economic strain; dissipation, mental and physical cruelty, inadequate social facilities, and limited educational opportunities as the curves and danger spots on youth's highway, we wonder whether a juvenile delinquent sins against society or whether society sins against the juvenile.

It is important to classify according to talent. When we train children to do the things they can do well, and when we educate them along the line of their capacity and talent, they get joy and satisfaction in expression and they fit into, instead of out of, society's requirements.

The panacea for "all the ills that flesh is heir to" is education. This is certainly true if Spencer's definition of education is correct: "To prepare us for complete living is the function which education has to discharge." We are searching for the answer to youth's problems. We are realizing that the word "educate" means *to draw forth* and not *to drive in*. The unfoldment of youth is a vital and interesting process.

In the behavior world much depends on how the community handles or cares for the insane, the feeble-minded, the crippled, and the lawless. The taxpayer pays for this care. The official distributes the money. The type of institution—both educational and protective—determines to a large degree the amount of security and happiness enjoyed by the normal citizen. Therefore, it is lack of citizenship that jeopardizes our safety more than does crime.

A juvenile court is a social clinic providing mental and physical examinations, and is as important as a schoolhouse.

Modern parents who have lost none of the ideals of yesterday and have not relinquished their controls represent the first line of defense against juvenile delinquency.

Censure is cruel and I do not believe there is much healing in it. It may be a safety valve for the person using it, but pounding people down has very little power toward building them up. Confidence is a healing lotion.

Every generation has its peeve. Yesterday we blamed dime novels, today we blame modern influences, picture shows, automobiles, etc. I do not concur in this condemnation. Perhaps in the morning of the morrow we will call it universal extravagance, fast living, or new appetites and desires. Diagnosis without suggested remedy or prescribed treatment is of little value. Education with its natural social results is the answer. School systems, where adequate care and attention is given to all types of growing children, and where well-paid and well-chosen school teachers and probation officers are provided; modern juvenile courts where mental and physical examinations are made; the right kind of training and reform institutions; protective social legislation—all of these combine to make a healthier atmosphere for the growing child and to prevent delinquency.

SECTION B

THE PLACE OF SOUND PICTURES IN EDUCATION—*Abstract*

EDGAR DALE, OHIO STATE UNIVERSITY, COLUMBUS, OHIO

The motion picture possesses unique potentialities for the development of an adequate educational program.

First of all, it is less abstract, less symbolic, more easily understood than written symbols. Then, too, the motion picture can humanize ideas and can show us what things mean in terms of their effect upon people.

Thru the motion picture's power to influence emotions and to influence attitudes, we have it within our power to definitely sensitize our boys and girls to the need for better housing, for better care of juvenile delinquents, for an extension of public health work and health insurance; to the need for vocational and occupational guidance; and to more tolerant feelings toward various races and nationalities. And in this connection let us make haste to use the motion picture to develop the motivations necessary for living intelligently, for living cooperatively in a democratic nation. In this connection, I would recommend such pictures as "Emile Zola" and "The Life of Louis Pasteur."

Some of you may be surprised at my insistence that we take account of the theatrical film when we discuss the sound film in education. But if our objectives are pupil behavior and not isolated subjectmatter learnings, we must, in the school of the future, take more account of *all* community influences. We must help boys and girls interpret their out-of-school experiences. Surely we cannot lightly cast aside the fact that in our urban areas at least, high-school boys and girls spend almost a half-hour daily with the newspaper, two or three hours a week in the movie theater, and are within earshot of a radio for two hours a day. We must, then in our schools, take responsibility in teaching students how to evaluate the movie, the radio, and the press.

The school has certain specialized objectives aiming to make experiences in the field of geography, biology, mathematics, and health more illuminating to pupils. The motion picture has unique value in clarifying certain experiences in these fields. It can, for example, give a unified, coordinated picture of a condition, a place, or an event that is not easily given by other methods. History in many cases tends to become a series of unrelated events. Thru the motion picture, however, we can in a brief space of time bring together images which help us to understand what we did not understand before.

The sound film has an unusual contribution to make in the field of the sciences. It is able to show to all the members of a class at the same time microscopic materials which are too small to be seen by the naked eye. Similarly the motion picture by means of a telescopic lens brings to us pictures of objects and events that are ordinarily too large and too far away to be seen by us. High-speed photography offers us a visual understanding never before possible. This is also true of the animated diagrams of the operations of plants or animals or machinery.

The sound film of the future will make signal contributions to the field of teacher education. Thru this device we shall be able to trace from year to year the growth and development of children and we shall be able to have classroom procedures on tap for our young teachers to evaluate, to criticize, and to emulate.

But, many of you are thinking, can we afford this new educational device? How can we pay for such equipment and films? I have one specific suggestion at this point. If we could get along with one less sixty-million-dollar battleship, we could do the following things with the money: We

could put a high quality 16-mm. sound projector into 200,000 different schools. We could produce 1000 different film subjects. We could distribute 500,000 prints of these films to the schools of the country.

Our schools in the past have limped along on foot while the world was moving forward on wheels. Education, like individuals, faces the problem of keeping up with the times. George Bernard Shaw's statement that "education is always putting the tacks where the carpet was two weeks ago," is too true. The use of new tools in education like the motion picture is imperative. Romain Rolland once said, "The world has become a unity and for this high destiny, mankind is not yet fit." It is the task of education to fit us for this destiny.

SECTION C

THE NEW SPIRIT OF OUR PLANET—*Abstract*

ROBERT LORETTE, GRADUATE, STATE NORMAL SCHOOL, CASTLETON, VT.

We must conquer minds if we are to have world citizenship. Our own mind is the first one to conquer. We must include world citizenship in our philosophy of life. It is in this point that communism, fascism, socialism, and democracy, as they are now practiced, fail to make world brotherhood a reality at the present time. Each holds itself as the only path to its ultimate goals and holds all others as either inadequate or antithetical. Thus each theory becomes absolute, which in itself justifies any attempt to master the world by whatever means.

If we accept the theory that the philosophy of state must be our philosophy or way of life it follows that we must decide what that way of life shall be. If we ask the German, is it not logical that he will answer, "Nazism"; the Russian, "Communism"; the American, "Democracy"?

The net result is that we find ourselves living in an era of nationalism. All groups are equally endangered by their extremely nationalistic policies. Each in expanding for the security of its segregated people, is infringing on the security of other organized groups.

Hope for each group—fascistic, communistic, democratic—lies in a common cooperation for the solution of common difficulties. World citizenship would be peaceful cooperation between the peoples of the earth, based on sympathetic understanding and peaceful settlement of differences by arbitration.

Youth is often blamed for its selfishness and impatience. Nevertheless, we are willing to begin to do something about working for this idea of world citizenship. The following eight points are at least a start in that direction:

1. Inclusion of the spirit of world citizenship in our way of life
2. Use of the ballot to select worthy public officials and to communicate with these officials to keep them constantly conscious of our desire for world citizenship
3. Development of education for receptiveness to the ideal of world citizenship thru the proper handling of subjectmatter

4. Development of a higher general mentality thru increased physical well-being
5. Development of radio, aviation, and television as a means to develop common interest and understanding
6. Development of economic and political policies which emphasize the long-time good rather than the immediate profit
7. Promotion of a worldwide front to combat crime and disease
8. Establishment of an international university to be placed on neutral ground.

If we, the college graduates, accept these and similar aims we can raise world citizenship to the level of reality. We can make world citizenship our planet's new spirit.

A COLLEGIAN'S POINT OF VIEW ON THE ROLE OF THE STUDENT IN ACHIEVING WORLD CITIZENSHIP

MARY JEANNE MCKAY, PRESIDENT, NATIONAL STUDENT FEDERATION OF AMERICA, NEW YORK, N. Y.

What is the difference between citizenship and residence within a country? Since the days of the French Revolution the term "citizenship" has had a connotation of individual action, of freedom of participation and intercourse in the affairs of the state or the community; whereas residence in a state may give no such liberty, but may place the individual in a position of subjectivity. The happiest existence for a man seems to be brought about when he is a citizen of a country rather than a subject of a country—when he may transact his affairs with some degree of independence, integrity, and mutual respect.

World citizenship may be thought of in these same terms—the interaction of many smaller communities within a harmonious whole. But this world citizenship is not to be achieved except in terms of understanding, comprehension, and tolerance. These virtues are expressed only when practiced by the members of each smaller community. This tolerance, this understanding, is a learned way of doing things.

Within the complicated modern society no better training ground to effect these ends exists than that found in the college community. Here a selective, somewhat isolated, group affords a laboratory for the practice of technic in world citizenship. Of all young people, students are the most fortunate in having greater access to the material for achieving these necessary tools—tolerance and understanding.

Implementing this statement so that it has concrete meaning gives rise to practical suggestions in the administration of educational institutions. The college should practice the spirit of democracy in achieving amicable relationships among the various campus groups. The essential social controls should be formulated only after considering all points of view. This means that such practices as "administrative control," "faculty dominance," and "isolated" student government must give way to the concept of community government in which the administration, the faculty, the students, and the business staff have a part. Any other arrangement is detrimental to the

development of self-reliance and tolerant understanding in dealings with others on the part of the student, who in reality is a member of his community whether or not he is a member of the electorate.

The curriculum should include subjects designed to present to students a knowledge of world affairs and of the differences in the cultures and economic structures of the many countries. This may call for the revision of curriculum standards, the stimulation and building up of international affairs with a recognition that such subjects are as vital and necessary as the traditional pillars of classical learning.

Within the student group there should be an increased participation in those extracurriculum activities especially relating to the international field. The collegian should give his active support toward such things as the securing of exchange scholarships, membership in international affairs clubs, and participation in peace promotion activities. The exchange student becomes a visual education of his own country, reaching many more students than would ever have the opportunity to visit that country. International affairs clubs are outlets for intellectual activity, and peace activities provide a dramatic and useful crusade to arouse the apathetic student. He should be stimulated further to engage in those other projects which, heeding the educational principles of learning by doing, give practice in tolerance in the settlement of issues by arbitration—such things as debating, open forums, and, above all, the campus government.

All of this, of course, can have real meaning only when these student citizens become active citizens in the sense that they have a legal voice in the determination of the affairs of their community, and when they insist that this learned way of doing things becomes the actual way of doing things. With this great opportunity for leadership in the struggle to achieve world citizenship, the student of today has at one time a great responsibility, but a most splendid challenge. Whether or not the student accepts this challenge and supplies this leadership will be determined by today's educators; indeed, we may say that the achievement of tomorrow's world of cooperative states will be but a monument to today's educators.

INTERNATIONAL PROGRAM

The International Program session convened on the New York World's Fair Grounds at three-thirty o'clock, Thursday afternoon, June 30, 1938, Mrs. Franklin Delano Roosevelt, presiding.

PRESIDENT WOODRUFF: Mr. President, distinguished guests, members and friends of the National Education Association: It is a distinct privilege and an honor to present this afternoon Mrs. Franklin Delano Roosevelt, who will preside over this International Program.

Mrs. Roosevelt!

CHAIRMAN ROOSEVELT: Mr. President, President Woodruff, distinguished guests: I am going to ask Reverend Quincy Blakely, minister of the Congregational Church, of Farmington, Connecticut, to give the invocation. (The invocation was given.)

ADDRESS

HONORABLE FRANKLIN DELANO ROOSEVELT, PRESIDENT OF THE UNITED STATES

CHAIRMAN ROOSEVELT: I know that it is the privilege of a presiding officer to make speeches in introducing each speaker. We are late today, and so I am not going to avail myself of that privilege.

Ladies and gentlemen, I present to you the President of the United States!

PRESIDENT ROOSEVELT: Dr. Woodruff, members of the National Education Association: I am glad to come here today to this great meeting, and I am especially happy that, I think for the first time in my life, I was introduced by my wife.

If you have followed the arguments of financial experts over the last few years, you have guessed that they have as many theories of keeping books as there are ends to serve. They do not always agree on the definition of capital, and they even disagree on what is an asset and what is a liability. That is true both in private business and in government.

But whatever differences bookkeepers and financiers may have over the rules of their professions, no man or woman of common sense can forget, or allow government to forget, what are the true and ultimate assets and liabilities of a nation.

The only real capital of a nation is its natural resources and its human beings. So long as we take care of and make the most of both of them, we shall survive as a strong nation, a successful nation, and a progressive nation—whether or not the bookkeepers say other kinds of budgets are from time to time out of balance.

This capital structure—natural resources and human beings—has to be maintained at all times. The plant has to be kept up and new capital put in year by year to meet increasing needs. If we skimp on that capital, if we exhaust our natural resources and weaken the capacity of our human beings, then we shall go the way of all weak nations.

Before we can think straight as a nation we have to consider, in addition to the old kind, a new kind of government balance sheet—a long-range sheet which shows survival values for our population and for our democratic way of living, balanced against what we have paid for them. Judged by that test, which is history's test, I venture to say that the long-range budget of the present Administration of our government has been in the black and not in the red.

For many years I, like you, have been a pedagog—of course many people who are not strong on spelling will get that word mixed up with demagog—striving to inculcate in the youth of America a greater knowledge of and interest in the problems which, with such force, strike the whole world in the face today. In these recent years we have taught the prudent husbandry of our national estate—our rivers, our soil, our forests, our phosphates, our oils, our minerals, and our wild life. Along these lines we have made mighty strides—come further than in all the years before in knowledge of how to

grapple with the problems of maintaining the estate that our forefathers handed down to us.

With the dissemination of this knowledge, we have taken action. Few men begrudge what that action has cost, because it has been based on operations physically large and spectacular, dramatic, easy to see. I am thankful that I live in an age of building, for it is far easier to dramatize to yourself the importance of the object if you see it while it is coming up, than if you come along later and see it only in its completed stage. And so we are fortunate today in seeing the New York World's Fair of 1939 in the construction stage. This glimpse will make it mean more to us when we come back and see it completed next year.

The other half of the preservation of our national capital is likewise a problem of husbandry—the conserving of health, energy, skill, and morale of our population, and especially of that part of our population which will be the America of tomorrow.

This also is a problem of the fullest use, the fullest development of precious resources of ability, human ability, which cannot be stored and will be lost if they remain unused. No nation can meet this changing world unless its people, individually and collectively, grow in ability to understand and handle the new knowledge as applied to increasingly intricate human relationships. And that is why the teachers of America are the ultimate guardians of the human capital of America, the assets which must be made to pay social dividends if democracy is to survive.

We have believed, we have believed wholeheartedly, in investing the money of all the people on the education of the people. That conviction, backed by taxes and backed by dollars, is no accident, for it is the logical application of our faith in democracy.

Man's presentday control of the affairs of nature is the very direct result of investment in education. And the democratization of education has made it possible for outstanding ability, which would otherwise be completely lost, to make its outstanding contribution to the common weal. We cannot afford to overlook any source of human raw material. Genius—genius flowers in most unexpected places; "it is the impetus of the undistinguished host that hurls forth a Diomed or a Hector."

No government can create the human touch, the self-sacrifice which the individual teacher gives to the process of education. But what government can do is to provide financial support and to protect from interference the freedom to learn.

No one wants the federal government to subsidize education any more than is absolutely necessary. It has been, and, I take it, it will continue to be, the traditional policy of the United States to leave the actual management of schools and their curriculums to state and local control.

But we know that in many places local government unfortunately cannot adequately finance either the freedom or the facilities to learn. And there the federal government can properly supplement local resources.

Here is where the whole problem of education ties in definitely with the natural resources of the country and the economic picture of the individual

community or state. We all know that the best schools are, in most cases, located in those communities which can afford to spend the most money on them, the most money for adequate teachers' salaries, for modern buildings, and for modern equipment of all kinds. We know, too, that the weakest educational link in the system lies in those communities which have the lowest taxable values, therefore, the smallest per capita tax receipts, and, therefore, the lowest teachers' salaries and the most inadequate buildings and equipment. We do not blame these latter communities. They want better educational facilities, but simply have not enough money to pay the cost.

There is probably a wider divergence today in the standard of education between the richest communities and the poorest communities than there was one hundred years ago; and it is, therefore, our immediate task to seek to close that gap—not to close it in any way by decreasing the facilities of the richer communities, but by extending aid to those less fortunate. We all know that if we do not close this gap it will continue to widen, for the best brains in the poorer communities will either have no chance to develop or will migrate to those places where their ability will stand a better chance.

To continue that parallel between natural and human resources, it is well to remember that our poorest communities exist where the land is most greatly eroded, where farming does not pay, where industries have moved out, where flood and drought have done their work, where transportation facilities are of the poorest, and where cheap electricity is unavailable for the home.

All of this leads me to ask you not to demand that the federal government provide financial assistance to all communities. Our aid for many reasons, financial and otherwise, must be confined to lifting the level at the bottom rather than to giving assistance at the top. Today we cannot do both, and we must, therefore, confine ourselves to the greater need.

In line with this policy, the federal government during the past five years has given relatively more assistance to the poorer communities than to the rich. We have done it thru direct relief and thru work relief, thru the Resettlement Administration and the Farm Security program, the National Youth Administration, and thru the rehabilitation of flooded, or stranded, or dust-blown areas. We have provided schoolhouses, colleges, libraries, educational equipment, and sanitation in every state in the Union, and I include "sanitation" because it has always seemed to me that good health and good education must go hand in hand. We have placed many millions of dollars in the field of adult education thru the Works Progress Administration, and, here again, most of the money has been expended in the poorer communities of the land.

I have spoken of the twin interlocking assets of national and human resources and of the need of developing them hand in hand. But with this goes the equally important and equally difficult problem of keeping education intellectually free. Freedom to learn is the first necessity of guaranteeing that man himself shall be self-reliant enough to be free.

Such things did not need as much emphasis a generation ago; but when the clock of civilization can be turned back by burning libraries, by exiling

scientists, artists, musicians, writers, and teachers, by dispersing universities, and by censoring news and literature and art, an added burden is placed upon those countries where the torch of free thought and free learning still burns bright.

If the fires of freedom and civil liberties burn low in other lands, they must be made brighter in our own.

If in other lands the press and books and literature of all kinds are censored, we must redouble our efforts here to keep it free.

If in other lands the eternal truths of the past are threatened by intolerance, we must provide a safe place here for their perpetuation.

Yes, there may be times when men and women in the turmoil of change lose touch with the civilized gains of centuries of education; but the gains of education are never really lost. Books may be burned and cities sacked, but truth, like the yearning for freedom, lives in the hearts of humble men and women. The ultimate victory, the ultimate victory of tomorrow, is with democracy, and thru democracy with education, for no people can be kept eternally ignorant or eternally enslaved.

GREETINGS

COUNT DOYNEL DE SAINT-QUENTIN, AMBASSADOR FROM FRANCE

CHAIRMAN ROOSEVELT: It is a great pleasure to introduce the next speaker. He comes to us from a country with which we have had traditional ties of friendship from the very, very earliest days of our history. For that reason, we would welcome him. But today the friendship between France and the United States means much to us. We have much to learn today, as we had in the early days, from France; and we hope that today we may be able to contribute something to that country which has done much for us in the past.

So it is with a great deal of pleasure that I introduce to you Count Doynel de Saint-Quentin, Ambassador from France.

AMBASSADOR DE SAINT-QUENTIN: At all times, great writers, artists, and scientists have existed whose ideas and influence have passed the boundaries of their own countries. Such men as Michelangelo, Shakespeare, Goëthe, Molière, and Benjamin Franklin do not belong only to one nation; they are a part of the patrimony common to all mankind. That is why history has raised them to the dignity of citizens of the world.

Nowadays, this enviable title is still borne by the masters and the disciples who have followed their inspiration. But it is no longer the exclusive attribute of this elite. It has taken an enlarged meaning in a changing world, where the question is for every individual to determine what are his rights and his duties outside his own land.

The history of the modern world shows a succession of ever increasing communities, each of which surrenders to the next larger one some of its independence for the support it gets. In the beginning, the individual recognized the authority and sought only the protection of the head of the

family. Then, families grouped themselves into tribes or cities. Cities then formed the nation, long embodied in the person of the sovereign. Not before the 17th century did the individual become aware of the ties binding him to his co-citizens in the same state. Only in the 18th century and merely among the nations who were the first to achieve their unity did the notion appear of a universal community which could be superior to the national community. One cannot indeed find a clearer idea of the bonds between the different human communities and of their hierarchy than that expressed by the great French writer, Montesquieu:

Were I to know something which, while being profitable to myself, would be detrimental to my family, I would dismiss it from my thoughts; were I to know something, profitable to my family but not to my country, I should seek to forget it; were I to know something profitable to my country but detrimental to Europe, or again, profitable to Europe and detrimental to mankind, I would consider it as a crime.

Montesquieu knew only the Old Continent. But America was soon to offer the first example of a national unity achieved while viewing an enlarged horizon. George Washington, Thomas Jefferson, and Benjamin Franklin were undoubtedly conscious of their world citizenship.

In the course of the 19th century, this conception was still enhanced. The great French poet, Lamartine, who was at the same time a statesman, wrote in 1841 a fine poem, an excerpt of which I shall attempt to translate:

Neither sea, nor meridians, nor rivers bound any longer the common heritage of mankind. Every man is of the climate of his intelligence. I am the co-citizen of every thinking man. Truth, thou art my country.

But, in practice, nationalities, upon waking, have often felt the urge of a sacred egotism, and the countries are few, indeed, for which the requirements of interest have not at times conflicted with the aspirations of ideals.

Be that as it may, the revolution caused by progress in our material life has deeply left its mark on international relations. In the century of aviation and of the wireless, our fate is without choice closely bound to that of other peoples. We benefit by their efforts; we suffer from their misfortunes; we feel the shock of whatever good or evil affects them.

Besides, the ever increasing intricacies of the duties assumed by the state, and its growing intervention in favor of the general welfare in every sphere of human activity, have tended to limit the independence that the citizen could devote to the service of the world. It becomes more and more difficult, even to the artist or to the scientist, to isolate himself in his meditations and to live, as a modern French writer put it, above the turmoil.

So that today, apart from the exceptions rightly conceded to genius, no one may hope to be a citizen of the world who is not in the first place simply a good citizen. It is indeed easier to attain such a distinction in a country whose government sets the example.

Highly qualified voices in this country have proclaimed that a nation may, while entitled to the right of ordering its own internal affairs and of seeking in its own way to promote the welfare of its own people, scrupulously avoid actions that would infringe upon the rights of other nations and prac-

tice, in every sphere, economic as well as political, the spirit of international cooperation. Suffice it to say that these great voices ever find a warm echo in my own country.

In what measure can education help the young generations to face the new duties thus incumbent upon them? I should not have ventured upon such a topic before men who, having devoted their lives to the noble task of education, are assuredly much more competent than myself on the subject, had they not formally invited me to bring my own testimony.

It seems to me that education will succeed in molding world citizens if it endeavors to develop in individuals, not what differentiates them, but what brings them nearer to each other; if it emphasizes less their particular or national character than what in them is common to all human beings. Allow me to recall how French thought, from Descartes up to our days, thru Voltaire and Diderot, strove to bring out the universal character of the human mind. Such is the reason for the importance placed upon general culture in French education. After visiting some of your great universities, I know the importance you also attach to it in America. The future physician, the future electrical engineer, and the future wood engraver will learn, while studying the history of their technic, that the edifice of science or art was slowly erected in the course of centuries and that each scientist or artist has contributed his stone. It would be a vain task, most of the time, to try to determine which man or nation should be endowed with the honor of a discovery. General culture gives access to the common heritage of thought and science, towards which all nations have an equal right and duty.

Then comes the study of foreign languages, the knowledge of which alone can enable us to fully understand the genius of other civilizations. Forgive me for praising my own Saint, as we say in France, and for asserting the educative value of the French language, thereby meaning also literature which is the florescence of language. Born of the Latin language, revigorated in the 16th century by the contribution of Greek and Latin antiquity, constantly renewed by contacts with foreign civilizations—Spanish, Italian, English, German, Russian, and more recently, American—the French language has borrowed from all other civilizations the inspiring elements which harmonized with its own genius. A foreigner, while devoting himself to its study, need not fear to deviate from the genius of his nation.

I shall mention next all the disciplines which, in every country, efficiently contribute to the formation of the ordinary citizen. First of all is sportive education, for it teaches to respect the effort of others, when in conformity with the rules of the game, and develops team spirit, which is a preparation for civic duty.

Then there is civic education—the one that teaches the citizen to participate, according to his rights, in the government of his country. How can a nation be conscious of the rights and duties incumbent upon it in matters of world interest, if its own citizens are not aware of the responsibilities which are involved in their right to vote?

Before leaving the precincts of university life, I should like to emphasize the contribution brought to the development of world citizenship by the

exchange of professors, students, scholarships, theses, and scientific publications between universities and libraries of different countries, as well as by international meetings of professors and scientists.

Outside the university, in the varied and often trying field thru which, with a firm and, at times, hard hand, life—that great educator—leads man, the opportunities for improvement, especially in this country, are manifold for any one who aims at world citizenship.

Should he feel a strong call for world problems, he may rely upon the assistance of such institutions as the Foreign Policy Association, the Council on Foreign Relations, or the Carnegie Endowment for International Peace. He may find in the newspapers, the periodicals, the radio, and the moving pictures of this country a wonderful means of broadening his knowledge. They will provide him with objective views on international affairs, the precision and the abundance of which are not surpassed in any other land. Museums and art exhibitions will keep him in close touch with other civilizations. The development of international tourist traffic will acquaint him with foreigners. If he is a business man or an economist, he will realize better than any one else that the expansion of commercial exchanges, while raising the standard of living in all countries, creates between them a natural feeling of solidarity.

Finally, how could I forget here that most of the efforts and tendencies which foster the spirit of world citizenship, assert themselves in the great international exhibitions? In a few months, over sixty nations inhabiting the most varied regions, will participate in the New York World's Fair. Forgetting their differences, they will enter a peaceful competition, which will not be a display of strength, but of knowledge, intelligence, and skill. The buildings they intend to erect will reveal to the world the results of their creative effort. At the same time, it will be an opportunity to compare their methods, to communicate to each other the value of their research, to exhibit in common their knowledge for the benefit of progress and the greater happiness of mankind. No other task could ever bring a more useful contribution to world citizenship, and the nation which organizes such a manifestation is entitled, while the display takes place, to feel that, thru the unanimous vote of the friendly countries which have answered its invitation, it has been endowed with "world leadership."

GREETINGS

SEÑOR DON MIGUEL LOPEZ PUMAREJO, MINISTER FROM COLOMBIA

CHAIRMAN ROOSEVELT: Now I have the pleasure of introducing to you a gentleman who comes to us from a sister republic. It is a token, I think, of the growing friendship between our nations that Señor Don Miguel Lopez Pumarejo, Minister from Colombia, has come to speak to us today!

SEÑOR PUMAREJO: The invitation extended to me to speak before the National Education Association was so obliging that I found no better way of expressing my appreciation than by coming personally to greet you and

to thank you, even tho I could not contribute with authority to the discussion of the subject under consideration. I offer you my gratitude and I reciprocate with what I have: an attitude. I know that educators like to hear all voices, and being convinced that we must all share in the formation of public opinion and policy, I have the assurance that to those of you who have the responsibility of instructing and inspiring the younger generations in their attitudes toward human problems, the impressions and observations of those who have had experience in public office are always deserving of your attention, whatever their ultimate value may be. I ask you to bear in mind that my experience in international affairs has been mainly restricted to the Western Hemisphere. The problem of human relations is so vast and intricate that it would be vain to pretend to apply one's impressions and conclusions to all conditions and circumstances. However, I may say at this point that I have always considered the regional approach as the most effective foundation for international understanding and collaboration, and that altho your problem before youth is of a general character, your immediate field of application is necessarily the one imposed by your geographical location and by your closer neighbors.

It is superfluous to draw before you a picture of present world relationships, with their uncertainties and disturbing expectancies in some quarters, and to contrast it with the picture of 1918 with the hopes and illusions borne of the greatest man-made suffering that the human race has experienced. It is, however, pertinent to our subject to recall the conditions of 1914 as being more similar to the present ones and to underline the fact that the hopes of 1918 were based on the condemnation of war and on the conviction of the futility of war. They represented the better feelings of humanity, what humanity wanted to be. For once, universal feelings and emotions were unanimous and they squared with logic. And vows were made then to create a new and better world.

Many countries which had not taken part in the conflict joined in the subsequent endeavor for world order and peace. The results have certainly been far from those anticipated but they should be taken rather as an experience than as a source of discouragement, and in no case as an evidence of a change of mind or feeling by humanity at large. Whole peoples may have followed or supported their governments actively or passively in what may appear as a contradictory attitude, but the better selves of the same peoples yearn for peace and understanding.

But even tho the dream of 1918 has not been realized, there is no doubt that progress has been made and that human forces are in a receptive mood for a continued experiment leading towards the desired goal. Those who preach war and employ force know well that they are running counter to the feelings and thoughts of a vast majority of the human race.

Let us review briefly some of the forces that are operating in international relations. Perhaps the most outstanding achievements in the past twenty-five years, measured by their universal application and utilization, have taken place in the field of communication. The radio and aviation have been veritable revolutions in their respective spheres. They have provided us with

means of communication far superior to those existing in 1914 and they have stimulated improvements in the pre-existing means. Wireless, cable, telegraph, and telephone, on the one hand, and trains, motor vehicles, and ships on the other, have all recorded notable improvements since the advent of radio and aviation, and all these combined and related products of human ingenuity constitute the most powerful force promoting the interdependence of peoples and nations. Their power is recognized universally and even those countries where censorship prevails and where individual movements are more regulated employ the radio to carry their messages to other lands, and some employ aviation to enhance their political and technical prestige. A more explicit acknowledgment of the value of these forces could not exist.

In the industrial field we have had since the World War a stupendous advance both in the efficiency and variety of production. The physical work of man has been made easier and his out-of-work life more convenient and plentiful. All this reflects the advancement of science and human thought, which, like their byproducts, are the achievements of a much broader cooperation than can ever be substituted within the narrow boundaries of any country. And this deliberate process of making life more abundant necessarily requires contributions of one kind or another from many sources. Thus, isolation and economic self-containment are merely obstacles in the way of the superior force of human progress, against which they are waging a losing battle.

Besides these major forces there are innumerable minor forces at work, all promoting and forcing, as it were, a greater interdependence, because the products and manifestations of human culture have no nationality and we all claim them for our use or enjoyment as a heritage of the human race. There is, perhaps, no better illustration of this point than the tragedy of the clash between the mind of a genius and the petty environment of racial, religious, and political prejudices. We all feel the tragedy as ours no matter where it occurs. Why is it, then, that in spite of the universal tendency of human progress there exists an apparent regressive nationalistic movement?

One need not delve into a study of human thought to realize that today an appreciable majority of people when discussing international or world problems take a broader and higher plane of thought. Such an attitude implies a recognition of a superior force towards which we all gravitate. That the substance and power of this superior force representing the true destinies of humanity should be greater than individual racial or national forces is only natural. It is equally natural that a lag should exist between the general and the individual cultural progress. The lag itself will be represented in as many forms and degrees as may be dictated by human, social, and material resources in each case. It may be more accentuated in material progress in some cases; in others in political advancement; and yet in others in cultural development, so that it will always be impossible to expect a uniform world rate of progress and, consequently, a unity of mind and of attitude. All these variations of form will be reflected in the political thought of countries and races with the inevitable repercussions on

international policies. There will always be governments and individuals clinging to passing standards and running, thereby, counter to the prevailing general trend, whatever the latter may be, but the human race has mastered this earth by its ability as well as by its yearn for improvement and perfection, and the general trend will always be towards advancement. There is no reason to believe that the human spirit has been so corrupted or decayed that a backward movement should be considered inevitable. Such reverse trend could only be conceivable if the constructive forces which have always been in the majority fail in their outlook, duty, and responsibility.

Such is the prism thru which we have to view world processes and conditions in order to determine how education can best contribute to the advancement towards the higher ideals, taking the facts as they are and not as we would like them to be, and meeting these facts as realities that must be investigated and thoroly understood in order that we may properly appraise them before advancing thought or taking action. Many times we fail because we do not understand or do not want to understand the reasons for specific situations or conditions and their attendant human emotional reactions. If we disagree as to an attitude, we are prone to grant ourselves the righteous cause and unconsciously plunge into deadlock and stagnation.

The problem of education and international relations is mainly one of approach, and it seems to me that in order to arrive at a proper approach we must first create the right attitude, both in the student bodies and in the teachers. To the latter falls the main responsibility, as theirs is the direct obligation to youth and to the community at large, for their approach and attitude are going to determine the attitude of future generations towards human relationships. Inadequate presentation of facts, jingoism, and flag-waving in schools and colleges are more apt to create international complications in the future than an unbiased presentation of facts, an open mind to understanding, and a sympathetic attitude towards the problems and actions of others. All this can certainly be accomplished without prejudice to patriotism. It is questionable that he who loves his country most never sees or admits its shortcomings and mistakes, and does not recognize virtues in others. I, for one, do not subscribe to this theory.

Wherever intellectual freedom exists, education for human relationships will harmonize with the purpose and functions of education itself—search for and dissemination of truth. In the Americas we believe that thru intellectual freedom we can endow the average citizen with a knowledge and appreciation of true values; that in his appraisal of major problems such as those bearing on international relations, he may be free from class interests, partisan feelings, religious, racial, and national prejudices, in other words, that he may be free from the enslaving tyrannical habits of thought and mental attitudes so easily acquired thru indoctrination where intellectual and educational freedom does not exist or where ignorance prevails. Ours is, therefore, the opportunity to acquire and to transmit the power to appreciate and to appraise, to criticize others with respect, and to enjoy the

human values and virtues coming from other lands. We learn then that everywhere men cling tenaciously to what they consider good; that as a rule they defend their political systems as the best suited to their circumstances; that they will defend their ideals and ethical standards, and, above all, that whatever differences may exist in ideals and practices, however opposite men may be or appear to be, they are more complementary than mutually exclusive and that their differences are the stimulating forces that are at the root of human progress. As our knowledge and attitude improve, so does our power of restraint and control and all in all our ability to understand the reactions and attitudes of others as well as our ability to deal with them. No better evidence of this process can be given than the prevailing spirit of mutual understanding, respect, and collaboration in our continent. The installation of the good neighbor policy, enthusiastically indorsed thruout the United States and consistently enforced by your government, has been one of the outstanding events in inter-American relations, and its unqualified and equally enthusiastic adoption by the other nations of the continent is an implicit recognition that the Bolivarian dream of American fellowship is being made possible by the right application of knowledge and the right use of power. The dominant feeling in the Americas is motivated by the proper approach and attitude and now it will only be a question of time when a more rapid, constructive, and mutually beneficial progress in our relationships will be made. Please do not infer that all is milk and honey in the Americas, that we have no problems, and that all meetings are appointments to love feasts, but be assured that we are on the right road and that no contribution can be more effective and of greater future value than the one that you, the teachers, can render.

In this period of adjustment to new relationships we have to guard ourselves against old prejudices and methods. It is most important to stress the point that if the common goal is going to be, as I firmly believe it should be, the liberation of the human spirit from racial, religious, and local prejudices, and the enrichment of life in general, the process must necessarily be one of mutual consent and agreement, and of collaboration. Spiritual values cannot be advertised, sold, or given away and consumed like goods. In countries enjoying intellectual freedom it is just as useless to try to impose a philosophy of life as it is to sell merchandise that the people do not want. Both are very bad business. But on the other hand, it is just as easy to transmit cultural values or to convey their meaning as it is to sell goods that people need and are ready to pay for in cash.

Let me give you a practical instance to illustrate my point. In what is termed Latin America there was a great Indian culture that was mostly substituted by the European. Out of the mixture of races and cultures a new culture has been developing which, naturally, varies somewhat from one country to another; but on the whole we have a philosophy of life and an appreciation of human values which some of us believe to be as good in their balance and breadth, if not better, than those prevailing in some of the more industrialized and economically advanced countries, and, while,

as mentioned before, we all have a tendency to hold to what we consider good, no group of people has a deeper feeling of human understanding or a keener disposition to learn than the average Latin American. Parenthetically let me clarify a paradox by telling you that if we have not made the same display of progress as other countries have during the last century, it is due in no small part to our struggles over ideals and to natural conditions which have made us more indifferent to the supremacy of material satisfactions. Still you need only read any comment on so-called international cultural activities or to glance at a radio map to see that the directional antennas are pointing at us and that we are the overwhelmed objective of this amazing and gratuitous scramble for cultural and political markets. It is astonishing to contemplate this human effort when we know that half of it, if conducted cooperatively by mutual considerations and agreement, would produce far more advantageous results.

The behavior and attitude of individuals, particularly of those who visit other countries or who express written or oral comment about them, are of the greatest importance and should be taken as an object lesson for educational activities. Some of you may have heard the remark that we Latin Americans are sensitive and resentful. Certainly we are! We are not as susceptible to flattery as is supposed by those who confuse discreet restraint of reaction with approbation, but we are sensitive to the attitude of the self-appointed conductor who thinks it is just as easy to construct a vehicle and to provide the means therefor as it is to tell a passenger where to get off; we are sensitive to the patronizing look and gesture of the foreign individual whose righteousness and infatuation are a blemish to his own country; we resent the consideration that human poverty and suffering are picturesque when seen in foreign countries and that they are legitimate objects of trade, and we resent as you do the hasty comments of individuals who are not sufficiently equipped or informed to express opinions. I am not singling out nationalities or implying that when our fellow citizens visit foreign countries their behavior is beyond reproach. I am merely trying to be helpful by telling you some things that I think you should know, and I hope that in the same spirit you will frequently tell us things that we should know.

In connection with the educational activities in the Americas, I would like to register here a word of praise and appreciation for the splendid contribution of your own Department of the Interior. The radio program conducted last winter under the title of "Brave New World" is a most commendable interpretation and application of the spirit of compenetration and understanding that has taken root in the Western Hemisphere.

You gentlemen are privileged with the task of preparing the new generation for a wholesome and abundant life. Of the newer concepts that have been introduced to education perhaps no one is so alluring as the one calling for responsible world citizenship and for human understanding and solidarity. You will not only be called upon to teach your students the nature of human values, but what is more fruitful you will have the opportunity of

contributing to the feeling of such values. Thus you will have the larger participation in the work of removing the obstacles which man himself has put on the road of a broader human collaboration. The task is by no means easy and the results will not be seen overnight, but your labors will be rewarded with great satisfaction, not the least of which will be the gratitude of your fellow beings.

WHAT CAN FORMAL EDUCATION CONTRIBUTE TO THE SOLUTION OF WORLD CONFLICTS?

PAUL MONROE, COLUMBIA UNIVERSITY, NEW YORK, N. Y.; PRESIDENT, WORLD FEDERATION OF EDUCATION ASSOCIATIONS

CHAIRMAN ROOSEVELT: Now I think that as teachers many of you are frequently asked the question, "What can be done today to advance peace in the world?" and as teachers I am sure that you often answer, "The only real way to advance peace is by education." However, I am also sure that people frequently press you to explain to them just how they shall take action, and, sometimes, you find it hard to answer.

We are to have the pleasure now of having the president of the World Federation of Education Associations tell us something on the subject of, "What Can Formal Education Contribute to the Solution of World Conflicts?"

I am very happy to introduce to you Dr. Paul Monroe!

DR. MONROE: No educational problem is ever completely solved. The most that we can hope for is that each is in the process of solution. Only by the daily contribution which we as teachers make thru the classroom can this continuous process of solution go on. Otherwise, education stops. Hence I have no hopes, in these few moments, of completely solving even academically these world conflicts, but only of making suggestions to you as to how education can contribute to their solution. There must be continuous and persistent effort made to answer the question, What can organized education do to contribute to the solution of the many world conflicts of our generation?

The World Federation of Education Associations was founded fifteen years ago by the National Education Association. As its contribution to this effort, various foreign education associations were invited to participate in the conference of the International Committee of the N.E.A. Since that meeting in San Francisco, the Federation has held biennial conferences in Edinburgh, Scotland; Geneva, Switzerland; Dublin, Ireland; Oxford, England; Toronto, Canada; and Denver, Colorado. Last year we met in Tokyo, Japan, where more than 1000 American teachers received the generous hospitality of the Japanese teachers. We are in receipt this week of an invitation from President Vargas and from the teachers of Brazil to hold the conference of 1939 in Rio de Janeiro. That invitation has been accepted and I herewith invite as many members of the National Education Association as will find it possible to attend this conference in Brazil. We

hope at the same time to extend the itinerary of the summer so as to visit at least the capital cities of a number of our sister republics to the south.

The purpose of the World Federation of Education Associations is to promote international understanding and goodwill. In pursuit of these aims I, as president of the W.F.E.A., have a place on this program thru the courtesy of the president of the National Education Association. Naturally the question is raised, as it must be raised repeatedly—what can organized education do to contribute to the solution of the many world conflicts of our generation?

The first two suggestions as to how this end may be accomplished are advanced by the Federation. The best answer is by the extension of acquaintance of teachers of the countries constituting the Federation. General acquaintance can become a solvent of international antagonisms. An incident told of the English essayist, Charles Lamb, illustrates the point. Mr. Lamb was a timid soul but much sought after by the social lion hunters of his time. At one of the receptions at which he was being exhibited, his hostess remarked, "Mr. Lamb, I want you to meet Mr. Smith." Mr. Lamb replied, "I don't want to meet Mr. Smith. I don't like Mr. Smith." "Oh," replied his hostess, "I did not know that you knew Mr. Smith." "I don't," replied Mr. Lamb, "that is the reason I don't like Mr. Smith." This contains a general truth. We do not like those people whom we do not know. Hence the first function of the World Federation is to arrange that the teachers of various countries meet each other.

The second objective of the Federation is to disseminate information about educational systems of various countries, their problems, and their significant experiences.

Both of these major aims are promoted, first, by these biennial conferences. But the Federation has also established two supplementary means. The first of these is a travel bureau to promote the acquaintance of teachers. The second is the establishment of a magazine, not publishing original articles but giving extracts and condensations of articles from the educational publications of all countries. Hence all materials by which education and teachers may contribute to the solution of international problems should be disseminated.

The third objective of education to the solution of world conflicts is made by developing the idea of world citizenship. We have been told frequently by our political leaders that disarmament of nations must be preceded by disarmament of the mind. Disarmament of the mind can be accomplished only by an educational process. The practical way to accomplish this end is by the creation of the ideal of world citizenship to supplement the idea of national citizenship.

The question naturally arises—what can be substituted in education for the objective of nationalistic loyalty? The answer is—substitute an international world citizenship. Some such formulation of the objective is inevitable, especially since the recently invented means of education are all international in their effects. The radio and the cinema are not limited in

their effects, as is the printed word, by linguistics and hence by nationalistic bounds. So it is, too, with a universal economic basis and a universal system of transportation which almost defies time and space. The barriers of language and of the printed word are overcome. Education must use all of these means but it is not essential that all of these should be limited to nationalistic ends.

Loyalty to family ties and interests does not prevent one from being a loyal and effective citizen of a country. So it is not necessary that loyalty to a national citizenship be an obstacle to a loyalty to world citizenship. Only a world citizenship must be on a rational rather than on an emotional basis.

In my opinion the basis of a world citizenship is to be found in teaching children that citizens of one nation are neither better nor worse than citizens of another country, but are different from them; that civilization or culture is a complex fabric to which many nations have contributed essential strands; that all peoples have some excellencies which are their own; and that in these days all possess the essentials of modern complex civilization; and that it is becoming more difficult for any one people to possess any general superiority over another. Especially will it be difficult to achieve this end with respect to political institutions and customs. It is just here that education has one of its most difficult tasks to perform. It must train each citizen to look upon his own social or political institutions as best for himself since that is his fabric of civilization and he must become an effective national citizen before he can become an acceptable citizen of the world. It is essential to teach that each country is entitled to use its own type of political institutions without interference from other peoples. It is this principle which is being so grievously violated at the present time in several quarters of the globe. To recognize this equality of rights is one of the essentials of world citizenship, but with strong nationalism such as we possess in the United States it becomes difficult to recognize this essential principle in world citizenship. As a matter of fact, it is a principle which the United States has been particularly prone to violate because of the effective teaching of nationalism by our own public schools. The recognition of the rights of others to their own institutions even when very different from our own is a task of international education and of a rational, national education. This can never be achieved on an emotional basis.

The fourth value of education in international conflicts is to be found in the character of the conflicts themselves. Such conflicts are now caused largely by differences in political ideals; to use the terminology of the day, they are ideological in character. "Fascism," "communism," "totalitarianism," "etatism," "democracy," are words that have come to have a significance all out of proportion to the words, all out of proportion to the original meaning of the political concept which gave them origin. This enlarged meaning of the power and force which these words have is the result of education—a new kind of education, it is true, an education which we also label with a new term—"propaganda." The essence of propaganda is the one-sided presentation of facts and the appeal to emotions, especially to self-

interest and to fear. The only weapon which we have to use against these is the education which appeals to reason, to ideas rather than to emotions. The appeal to emotions has a more ready response and a more immediate bearing on action but those of us who believe in the verities taught by many generations of experience can best rely on these ancient truths. The appeal to emotions will soon run its course. Its chief characteristic is that it must continually arouse stronger and stronger emotions. Hence there must be a constant shift of appeals. Consequently, it must eventually exhaust itself. Either we must await another generation or the present generation which has responded to the emotional propaganda appeal will with maturity and experience realize the futility of such superficial solutions. Then the task of rational ideologies, whether politic or of a more general social character, will return to its traditional basis and to the field of rational education where it becomes the task of professional educators. It was for this purpose that the school systems were originally formulated.

There is no quarrel with the use of educational systems for nationalistic antagonisms. The fact that those countries which have used education most freely for arousing nationalistic antagonisms have resorted to a new type of education and have created officials to direct propaganda is a proof of this statement. In fact, some countries have substituted propaganda for traditional rationalistic education and administrators of propaganda for administrators of education.

In such countries it is obvious that many educators are lending themselves unwillingly to this end, are departing from old traditional procedures and are depending upon the central government for financial support of local educational programs and systems. Financial support cannot be separated from control. To create a situation where support and control are separate is immoral and will eventually result in centralized control that inevitably will be used for political ends. In saying this I realize that I am voicing the views of the past generation, not of the present; but in defense I would plead that the past has worked out the principles of the present educational system and that its practices and results still meet the approval of most educators.

But in the United States, as elsewhere, I believe that present obsessions will run their course and that in time education will return to the essential principles of traditional practice. To believe otherwise is to confess fundamental doubts concerning our accepted educational principles. I am not willing to do so. For many of the new procedures have not justified themselves by results. Thus may the "acids of modernity eat themselves out." At least the only antidote to emotional nationalism based on feeling is an education of a rationalistic character.

The fifth contribution of education to the solution of world conflicts is the substitution of an education based on reason for one based on emotions. An emotional appeal has an immediate effect and is a powerful stimulus to action but its effects are transitory and superficial. Only when based on reason supplemented by knowledge is the resulting influence in action lasting and deep-seated.

The one consideration in studying the effect of emotional propaganda appeal is the realization that such effects are not lasting—that time and experience will furnish the remedy.

There are very many in our country who are so thoroly antagonistic to war or to political, racial, and religious intolerance that they are constantly engaging in various forms of propaganda in public education which are essentially based on emotional appeals. Such people do not seem to understand that such emotional appeals are very closely related to emotional appeals in favor of violation of neutrality by taking sides in conflicts that disturb other people.

There is another general limitation of such emotional education. It soon becomes very easy to change the emotional attitude against war into an emotional attitude favoring war; or, in fact, any one emotional attitude into another one quite contrary. Hence again it is the task of our public educators to base our training upon a rational instead of upon an emotional basis because of this easy exchange of one emotional attitude into another emotional attitude even of a diametrically opposite character. For this reason also we do not need to be greatly disturbed by the organizations of antinational or antipatriotic character or of antiwar character. The chief danger of this emotional education is that it is so easily changed into the opposite objective.

This easy development of emotional attitude into something quite different is one reason for believing that time and experience are the only remedies for the extreme enthusiasm which bizarre political attitudes and programs meet in various foreign countries. In time, such attitudes will be outgrown. Time and experience are probably their only palliatives. The same is true, of course, for our own country. Bizarre and seemingly un-American forms of experiments contain their own correctives. Reason is the outgrowth of experience as emotionalism is of propaganda. The function of the teacher is now, as it always has been, to attempt to build up in the pupil a rational attitude based on fact or on the experience of the past or of our contemporaries.

Out of all of this complex of competing ideals has come a new valuation of words as the means of education. The traditional educational system of recent years has expressed a growing skepticism of an education of words in favor of an education of activities. But the education of words is not to be despised. Propaganda, the new form of education, has seized upon the discarded or disfavored means and has shown what can be done with an education of words if sufficiently charged with emotional content guided by expert administrators. In fact, even in our own country where as yet we do not have an official propaganda publicly recognized we have developed a new science of the meaning of words. Many of these words of supercharged meanings have already been mentioned, such as "fascism," "communism," "totalitarianism"—even "democracy" and the term "propaganda" itself. I have used several of these terms myself, such as propaganda. Each has a meaning quite different from its original connotation and from its

ordinary significance. Each seems to carry a supercharge of meaning not to be defined but also not to be escaped.

Then again the present is shown to be an era of words because of the time which masses of population spend in listening to or in reading meaningless words. The effect of the radio in this respect is appalling. One can understand how a school child should become absolutely impervious to the use of words after listening for hours to the meaningless patter of words on the radio or of a meaning only for entertainment or as "busy work." There is little reason to expect that the words of instruction would have much lasting effect. Like all American educators in the past, I have favored an emphasis on an education of doing, of activity, instead of a passive education in ideas and ideals. My contention now is that we must return to an education of knowledge largely as a means of competing with the education of propaganda. By many this may be looked upon as a return to an education of words instead of an education of activities, but the success of the various educational propaganda forms, together with the complete failure of the education of activities to meet our social and economic problems of the present, call for a revision of our professional thinking.

It is the emergence of the world conflicts based on differences in ideas as well as our present economic and social problems which have justified this shift in emphasis back to the earlier objective of public education—namely, the imparting of knowledge and the building up of a substructure of ideas and a superstructure of ideals that will enable the youth of another generation to avoid the failures and the conflicts of the present—hence to form social ideals as well as international relations on a basis of reason rather than on one of emotions.

While these are the long established moral questions affecting education in the United States that have been open for debate, European countries are involved with other similar unstable principles which seem fraught with even more sinister immediate significance.

One of these is the fact that a nation's plighted word no longer seems to have any significance save as a matter of convenience. The insecurity of the times and the misplaced education of the new nationalism led to discarding the laboriously built-up rules of conduct which hitherto have guarded people from the return to the moral status of barbarism under the stress of international conflicts. The rights of nations to sovereign independence now carefully guarded by the stronger nations are violated with impunity when dealing with weaker nations.

We need not question the political forms or institutions chosen by any people. That is their own affair. But the imposition of their own moral standards in substitution for those upon which civilization has been based is of very grave concern to us.

Here again education of doing or of activity has been replaced by an emotional nationalistic education which depends upon words and appeals to the emotions—some worthy, some unworthy.

These long-settled principles accepted as eternal verities in the past have

been wholly rejected or challenged or flouted. No remedy for this conflict seems to be in sight except a change in educational procedure which will return to much of that of the past which for the present has been rejected.

One other reason for the renewal of emphasis upon instruction in ideas is that one of the outstanding characteristics of this astonishing age is the opening up for public discussion of many questions presumably long since settled as a matter of fundamental social ethics. A few of these questions are peculiar to America. Presumably the general acceptance of these political or moral ideals had been considered as leading characteristics of the American attitude.

One of these is with reference to the question of lotteries or of gambling in general. During the 18th and early half of the 19th century few educational institutions were established without the aid of a lottery. Many other public and philanthropic enterprises were similarly assisted. The populace quite generally participated in such activities with little or no public disapproval. However, by the early 19th century there had arisen a very general public disapproval of lotteries as well as of all other forms of gambling because of the social and economic evils incident to such activities. Public disapproval gained very largely, particularly as a result of educational processes and particularly as lotteries were used to assist educational endeavors. By the middle of the 19th century, lotteries and all forms of public gambling had come under public disapproval and were subject to legislative or constitutional prohibition. Yet now there are many agencies agitating for the renewal of this form of indulgence of human weakness so productive of social ills.

A similar question of social procedure that had seemingly long since been settled is that of the relation of church and state with reference to schools. In many parts of the United States the removal of the schools from church control and the prohibition of granting public moneys for ecclesiastical educational efforts had been established after a long and most painful controversy. Here in New York state particularly, the question had been fought out twice in most acrimonious political campaigns, the result being the prohibition of the practice written into the state constitution during the middle of the 19th century. In New England the question had become a part of the Horace Mann educational discussions and had related more to the question of instruction in religion as determined by the local school authorities. But the result practically everywhere was in the acceptance of the American plan of the complete separation of the schools from ecclesiastical control and the elimination of all religious content of education. However, now this question again is open to public controversy and again is arousing the passions of people of all classes with reference to the use of public funds for a religious educational purpose.

The third one of these principles, presumably long settled, is that of the local control of schools and the rejection of any authority exercised by the general government. The American school system was built up entirely on the basis of local initiative, local interest, and local control. Any departure

from that is a departure from our established political as well as educational procedure. The adoption of any procedure opposed to this principle must be validated by arguments which must bear the burden of the proof. Yet, as indicated earlier, there are many educational leaders who seem to be converted to this point of view so long and so frequently rejected. Seemingly they have been so converted by the availability of funds without the difficulty of raising such funds by public action or having to pay for such assistance immediately.

In European countries some of these same principles involved in the American controversy may be raised but the questions in Europe appear in a much broader form. There, these controversies relate to the political use of the whole educational system as well as the inclusive control by state authorities and all forces that have an educational bearing. This is but a part of the political philosophy which we label "totalitarianism." Some countries use a more significant term and one which may cover tendencies in this country as well—a term not connoting public disapproval as such terms as "totalitarianism" and "fascism" do in this country. In eastern Europe the term "etatism" or "stateism" is the expression used to indicate the idea that the state is all-powerful and should be all-inclusive in its control of social and educational functions. Any activity which has as its result the shaping of attitudes of youth, by that very fact, becomes subject to state control and becomes a form of state activity. Consequently not only the state control of education, but the elimination of all private schools, the state control of the radio and cinema, the state control of the press or of any form of publicity, become immediately legitimate activities. Many of the advocates of such a system hold very logically that no authority has a right to shape the attitudes of youth or of citizens in general except authorities of the state. But when this view is carried out, no matter how logical it may be, all forms of individual liberty or of action are thus subject to the control of the political organization of the state. It is against much milder forms of this idea that our ancestors have struggled in the past. Such a struggle has been the price paid for liberty. The question now which we confront, not only as educators but as citizens, is, Are we willing to give up the gains of this long and costly struggle in the face of difficulties of the present which we hope are but temporary? The belief that the American people are *not* willing is the basis for my confidence in the importance of instruction in ideas rather than instruction in procedures or activities and for my profound faith in the importance of education and of our public school system.

To recapitulate in a few words—*What can education contribute to the solution of world conflicts?* I would suggest the following:

1. The extension of acquaintance among teachers; the dissemination of information regarding educational ideals, institutions, and experiences, both of which will lead to a greater international understanding
2. The creation of a world citizenship which will make for toleration and also appreciation of others
3. The emphasis on an education of ideas and ideals instead of upon one of activities

4. The emphasis on an education based on reason rather than on emotions
5. An insistence on the importance of principles and ideals which are the product of long experience and a return to an education of reason based on knowledge rather than on one of emotions based on a one-sided presentation of the situation.

To the realization of all of these the teachers of the National Education Association may contribute by an interest in your committee on international relations and its creature, the World Federation of Education Associations.

PRESENTATION OF LIFE MEMBERSHIP KEY TO MRS. ROOSEVELT

CAROLINE S. WOODRUFF, PRESIDENT OF THE ASSOCIATION

PRESIDENT WOODRUFF: And now, members of the National Education Association, whose official representative I am, we turn to the one who has generously presided over this closing session of the Seventy-Sixth Annual Convention, one whom we know today as the gracious First Lady of the Land but today, yesterday, and tomorrow, one known to all as an understanding humanitarian, a world peace advocate, one who has opened up a new way for women, who has risen above non-essentials free and unbound; one who fearlessly follows her own convictions with tolerance for opposing views, who has the common human touch, who has shown herself a master of time unhurried, a seeker of actuality, a practical idealist, and one whose record in this profession of ours is significant as a teacher.

Anna Eleanor Roosevelt, in the name of the National Education Association, and with the authority vested in me as its president, I present to you this key, symbolic of the highest honor in the power of this Association to bestow, the key of honorary Life Membership in the largest organized body of educators in the world, which will admit you to all the rights and privileges and give to you the official entree into all the activities of the National Education Association of the United States for the rest of your life. The Association is honored by your acceptance.

CHAIRMAN ROOSEVELT: Dr. Woodruff, I am deeply honored to receive this key, and I thank you and the members of the Association for the privilege and honor which has come to me today. I am very happy to have been a teacher, and I hope I may continue to be in the future. Thank you.

INTRODUCTION OF THE NEW PRESIDENT OF THE NATIONAL EDUCATION ASSOCIATION

CAROLINE S. WOODRUFF, PRESIDENT OF THE ASSOCIATION

PRESIDENT WOODRUFF: I am deeply conscious of the honor you bestowed upon me last year in Detroit and the confidence you reposed in me. As I assumed the presidency of this great Association, largest, and, in many respects, the most significant body of educators, I said it was a solemn

moment ; it was not a moment of triumph but of consecration. I meant it then, but the solemnity has deepened thru the year, the bigness of it has at times seemed almost overwhelming, and now, at this closing hour of that year, the memory of which will be to me forever a precious possession, I want to express my deepest appreciation.

Dr. Shaw, you and I have been working long together in the interests of education and I pass on to you this symbol of leadership with the assurance that it will be in the hands of one who will give the best, as he sees it, to the progress of this organization.

May God bless you and the National Education Association this coming year and lead it on thru you, to a greater and more unified profession than it has ever been.

DR. RUEBEN T. SHAW: Madam President, I deeply appreciate all the honors that are evidenced by the friendship which comes from my fellow members at this convention. I am deeply conscious also of the responsibility which the gavel that you have passed to me represents, a responsibility far too great to be carried by me alone. I am glad that you are going to be with me during the coming year on the Executive Committee, and I crave the support of every member of the Association that we may carry forward much more than was evidenced in President Woodruff's remarks. I want in a small way, if I can, with your help, to carry forward the great torch which our distinguished leader and much beloved president has carried during the past year.



LIFE MEMBERSHIP DINNER

HISTORICAL NOTE

AS EARLY as 1863 the regulations of the Association provided that a person eligible to become an active member might also become a Life Member by paying an additional fee. However, comparatively few took advantage of the privilege until 1926. In 1884 and again in 1921 special efforts were made to increase the number of Life Members but with little success. Prior to 1926 there were less than two hundred Life Members.

At the Philadelphia convention in 1926 the officers of the Association approved Secretary Crabtree's recommendation to permit the payment of the Life Membership fee on the instalment plan, ten annual payments of ten dollars each, with the understanding that these payments would go directly into the Permanent Fund, a lasting contribution to the work of the Association. This put Life Membership within the reach of the average teacher's budget and Life Membership in the Association became at once a democratic and popular professional possession. To date, 5927 Life Memberships have been issued of which 132 were issued during the past year.

The custom of holding a Life Membership Dinner on Monday evening of the annual convention was inaugurated at Atlanta, Georgia, in 1929, and has been continued each year with growing interest and enthusiasm. The following have presided on these occasions:

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| 1929 | Atlanta, Georgia, Uel W. Lamkin |
| 1930 | Columbus, Ohio, E. Ruth Pyrtle |
| 1931 | Los Angeles, California, Carroll G. Pearse |
| 1932 | Atlantic City, New Jersey, Thomas E. Finegan |
| 1933 | Chicago, Illinois, Rose A. Pesta |
| 1934 | Washington, D. C., Frank W. Ballou |
| 1935 | Denver, Colorado, Willis A. Sutton |
| 1936 | Portland, Oregon, C. A. Howard |
| 1937 | Detroit, Michigan, Edgar G. Doudna |
| 1938 | New York City, Willard E. Givens |

TENTH ANNUAL LIFE MEMBERSHIP DINNER

T. D. MARTIN, DIRECTOR OF MEMBERSHIP, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, D. C.

THE TENTH N.E.A. Life Membership Dinner was held in the Grand Ballroom of the Hotel Astor, New York City, Monday evening, June 27. There were 328 Life Members and their friends present. The music for the occasion was furnished by a Salon Group of thirty-six students from the New York City High School of Music and Art, under the direction of Alexander Richter.

The dramatic high light of the dinner program was the presentation of a Life Membership in the National Education Association to Virginia Sappington, an eighteen-year-old teacher of the Piety Hill Rural School, Chetopa, Kansas. Last spring Miss Sappington saved the lives of her twenty pupils by having them lie in a ditch while a tornado swept across the Kansas plains demolishing the schoolhouse.

Brief addresses were presented on the subject "The Meaning of Life Membership"—"To the Association" by President Woodruff; "To the Profession" by Dr. J. W. Crabtree, secretary emeritus; "To the Classroom Teacher" by Daisy Lord, past-president of the Department of Classroom Teachers; "To a Teacher on Capitol Hill" by the Honorable Noah Mason, a Life Member of the Association and a member of the United States Congress from Illinois. Summaries of the addresses by President Woodruff, Dr. Crabtree, and Congressman Mason follow.

THE ASSOCIATION

CAROLINE S. WOODRUFF, PRINCIPAL, STATE NORMAL SCHOOL, CASTLETON, VT.; PRESIDENT OF THE ASSOCIATION

I am glad to have been invited to open this program of the Tenth Life Membership Dinner. This is the fireside, the family gathering where we meet to break bread together, the one occasion during the week when we can be very personal, very intimate, and in these few minutes may I say some things that might be ill-fitting elsewhere.

First a word of the man who made this family of life members possible, Dr. James W. Crabtree. It was my privilege not many weeks ago to sit at a banquet in Cincinnati given by the life members of the state of Ohio on his birthday. This has become an annual event, a significant tribute paid to Dr. Crabtree by his home state, and we hail him as the father of Life Membership in this Association.

And now tonight I want to give public recognition to teachers, those to whom we owe much of whatever success we may have had in the teaching profession, believing that this personal allusion will strike a responsive chord in the experience of each of you.

Let me mention three teachers, for they are types and stand out clearly in my mind. Are you recognizing them with me? My first teacher we have as a guest tonight, one in whose lap I have sat as she taught me to read—Cornelia Cushing Carpenter. She wore a buff dress, with little blackbirds all over it, and I remember how I liked to get close to her and touch them to see if they would fly. She gave me the tools to work with, my first ones, and I hold her and all first teachers in deep reverence. Another made a lasting impression upon me in my early adolescence. A Dartmouth College student, who taught a year at my home, now Judge Dunklee of the Supreme Court of Colorado, in Denver, led me to discover within myself power unrealized. To him and all those who enable us to find ourselves we owe a debt of eternal gratitude. Last, let me name an inspiring leader, a profound scholar, a deep thinker, Dr. Charles E. Putney, for many years the principal of that old New England Academy at St. Johnsbury, Vermont. For four years he made Latin a living thing for me; the Latin may have faded somewhat but the intangible things he gave, as I sat day after day in his classroom, will endure. He roused an ambition within me to be forever advancing, to be never dissatisfied but forever unsatisfied, always pushing forward to something better than is today. I hold this teacher and such as he in deepest reverence. These three, the first teachers, those who gave us tools to work with, those who wakened within ourselves consciousness of power, and those who stimulated worthy ambition, will never be forgotten.

This great Association with its quarter of a million members is made up of teachers, and tonight as the official representative of this parent group I would glorify the name "teacher." May we feel the mighty trust that is ours!

ANOTHER TEACHER HEROINE

J. W. CRABTREE, SECRETARY EMERITUS, NATIONAL EDUCATION ASSOCIATION,
WASHINGTON, D. C.

This is the pleasure of a lifetime. I am to present the Life Membership award to a young teacher who has recently taken her place among the heroines of the century.

There are few of us at this banquet who readily recall that terrible blizzard which swept over the west just fifty years ago last January, and the tributes that were paid Miss Minnie Freeman of Nebraska whose quick judgment and bravery enabled her to take the pupils of her school to a place of safety, tho freezing her own hands and feet in doing so. The whole nation rated her as one of the greatest heroines of that day. Funds were provided by a generous public to assist her in continuing her education.

We have another such character in beautiful eighteen-year-old Virginia Sappington of Kansas, who last March in a most precarious situation saved the lives of all the children of the Piety Hill County School.

One of the worst tornadoes of years was approaching. She saw it coming. She knew the meaning of that dark funnel-shaped neck reaching from the black clouds above to the ground below—zigzagging from side to side.

It was coming straight for the building. She knew intuitively that lives were at stake. She knew she had only seconds to decide on a plan of action.

All at once her countenance lighted and she became another Joan of Arc in leadership and in action. In one second her quickened judgment told her what to do, and how to do it. In the next, she was directing and leading her school down the road to a place of safety. Just before that vicious tornado struck the school building, and just before the timbers were going high into the air, came her orders to the children to at once throw themselves face downward into a ditch at the side of the road. All obeyed, and there they lay, stretched out in the drenching rain, pounded by hail stones, with bolts of lightning shooting across the sky above. They had run with their teacher only about an eighth of a mile, but far enough to escape disaster. They were safe. In a few moments it was over, and the children were up and moving back towards the debris where the school building had stood only a few minutes before.

The frenzied fear disappeared from their faces as they turned to the teacher who had saved them from a horrible death. Gratefulness beamed on their faces. How appreciative were the parents as their children came trudging home, mud-bespattered as they were! But the homes of eight had gone with the wind. Their parents, however, had found safety in cyclone caves. These eight children went to Miss Sappington's home. All were now safe—their parents happy—and their teacher a heroine for all time. Miss Sappington thinks God must have directed her mind.

Now, Miss Sappington, in the name of the National Education Association, with the authority vested in me by its president, and under the inspiration of this occasion, may I present to you this award symbolic of the highest honor in the power of this Association to bestow—the certificate of Honorary Life Membership in the largest organized body of educators in the world—which will admit you to all the rights and privileges and give to you official entree into all the activities of the National Education Association of the United States for the rest of your life. The Association is honored by your acceptance. May you be guided in all your undertakings in the future by that same Divine Hand which has guided you in your marvelous service up to this time.

A TEACHER'S VIEWPOINT OF EDUCATION FROM CAPITOL HILL—*Abstract*

HONORABLE NOAH M. MASON, MEMBER OF CONGRESS FROM ILLINOIS

Capitol Hill is a vantage point from which one can gain a bird's-eye view of the various problems that confront our national government. It is one hill from which a person can get a pretty fair view of the whole nation and the issues that affect the nation's welfare. Having been a school teacher for over thirty years, naturally I brought to Capitol Hill a school teacher's viewpoint.

When Congress appropriates \$70,000,000 to build one battleship that will take four years to build, and that will become obsolete a few years after it is launched, the school teacher part of me cannot help wondering how many modern school buildings that money would build; how much badly-needed school equipment that money would provide; how many schools that money would operate, and for how many years.

When Congress appropriates one billion dollars each year as a defense fund against imaginary enemies from without—possible but not probable enemies—the school teacher part of me cannot help wondering how much better it would be if Congress would take one-tenth of that amount (the amount called for in the Harrison-Black-Fletcher Bill last year) and set it aside as a defense fund against real enemies within—such as ignorance, disease, crime, poverty, and the many isms that trouble us today.

A little over a year and a half ago President Roosevelt appointed an Advisory Committee on Education. This Advisory Committee was composed of outstanding leaders in the various fields of knowledge including the educational field. The very character and standing of the members of the Committee guaranteed that the task assigned to them would be well done. That Committee has completed its work, and has made its report to the Congress. I say without hesitation that the report is one of the most comprehensive reports ever made in the field of education in the United States.

I have studied the report of the President's Advisory Committee on Education. I have gone over the provisions of the Harrison-Thomas-Fletcher Bill very carefully. Neither in the report nor in the bill can I find what the opponents of the program claim is to be found there, namely:

1. Dangerous precedents that would be established, tending to centralize control over education
2. A violation of constitutional provisions concerning the relationship between government and religion.

I do find that the report and the bill recognize presentday actualities that exist in the various states, and accept those actualities.

All legislation is the result of compromise. If and when a bill for federal aid for schools is passed by Congress, it is bound to be a compromise bill. Legislation by its very nature is a give-and-take proposition. There is a real battle in the offing before Uncle Sam can be persuaded to assume his fair share of the educational load. Therefore, the teachers of America should present a united front if they want to convince "doubting Thomases" on Capitol Hill that such legislation should be passed. What are you going to do about it?

NATIONAL COUNCIL OF EDUCATION

HISTORICAL NOTE

THE NATIONAL COUNCIL OF EDUCATION was organized in 1880, growing out of a paper read by Thomas W. Bicknell before the Department of Superintendence. The active membership of the Council consists of 60 members chosen by the Council; 60 chosen by the Board of Directors of the Association; and three chosen by each of the Departments of the Association. For constitution and bylaws, see PROCEEDINGS, 1906: 608-11.

The officers of the Council for the year 1937-38 are: PRESIDENT, L. A. Pechstein, Dean, Teachers College, University of Cincinnati, Cincinnati, Ohio; VICEPRESIDENT, E. G. Doudna, Secretary, Board of Normal School Regents, Madison, Wis.; SECRETARY, Margaret Kiely, Dean of Women, Queens College, Flushing, N. Y.; EXECUTIVE COMMITTEE: A. L. Threlkeld, Superintendent of Schools, Montclair, N. J. (term expires 1939); Mrs. Edith B. Joynes, Principal, Washington-Gatewood Schools, Norfolk, Va. (term expires 1939); H. V. Holloway, State Superintendent of Public Instruction, Dover, Del. (term expires 1940).

The Council meets twice each year, once in February and once in June. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1880: 90- 94	1894:593-678	1905:271-340	1916:195-287	1927:247-292
1882: 77- 87	1895:430-509	1906:607-623	1917:129-219	1928:221-262
1884:Pt. III:1-67	1896:393-470	1907:329-454	1918:135-149	1929:229-274
1885:405-551	1897:317-583	1908:313-500	1919:675-739	1930:199-245
1886:259-331	1898:489-588	1909:331-435	1920:107-190	1931:275-311
1887:255-328	1899:380-529	1910:307-375	1921:269-368	1932:221-257
1888:251-321	1900:297-364	1911:331-476	1922:349-574	1933:225-266
1889:345-440	1901:349-499	1912:499-605	1923:425-551	1934:229-262
1890:287-364	1902:306-408	1913:355-424	1924:350-428	1935:225-248
1891:275-378	1903:301-376	1914:293-404	1925:266-336	1936:137-154
1892:745-806	1904:333-377	1915:527-627	1926:281-327	1937:153-170
1893:925				

FIRST SESSION

IMPLEMENTING DEMOCRATIC PROCESSES AND PERFECTING DEMOCRATIC TECHNICS THRU THE AMERICAN PUBLIC SCHOOL

Participants:

JOHN A. SEXSON, Superintendent of Schools, Pasadena, Calif.; and

President, American Association of School Administrators, *Leader*

A. L. THRELKELD, Superintendent of Schools, Montclair, N. J.

ALONZO F. MYERS, New York University, New York, N. Y.

EDGAR G. DOUDNA, Secretary, Board of Regents of Normal Schools, Madison, Wis.

JOSEPH H. SAUNDERS, Superintendent of Schools, Newport News, Va.

ALBERT M. SHAW, Past-President, N. E. A. Department of Classroom Teachers, Los Angeles, Calif.

MRS. RUTH RUNYAN, President, Cincinnati Teachers Association, Public Schools, Cincinnati, Ohio

EMILY TARBELL, President, N. E. A. Department of Classroom Teachers, Syracuse, N. Y.

WILLIS A. SUTTON, Superintendent of Schools, Atlanta, Ga.

HARRY S. GAUDERS, School of Education, Syracuse University, Syracuse, N. Y.

Statement of Theses and Abstract of Introductory Comments by John A. Sexson¹

I. Education and the problem of democratic processes and technics:

1. Democracy will not work automatically. It rests upon a moral imperative that human life has a value in itself. Unremitting insistence upon this value and the development of this moral sense are an obligation of all who teach and lead in democracy.

2. Education, to be serviceable to democracy, must cherish and inculcate its moral values, disseminate knowledge necessary to its functioning, spread information relevant to its institutions and economy, and keep alive the creative and sustaining spirit without which the letter is dead.

3. Education does not arrogate to itself the solution of the specific problems of democracy or does it claim the competence or the sole power, legal or spiritual, to do so. It does propose to preserve and spread knowledge appropriate to the solution of specific problems, instil the disciplines essential to the acquisition of knowledge, describe the points of view from which problems are discussed, set forth the assumptions and imperatives on which solutions depend, and illustrate in the classroom the spirit and procedure in which knowledge and reason are applied in coping with the adjustments of society. It illustrates in miniature, apart from the tempers and distempers of the political arena, the processes of enlightenment and discussion by which matured decisions are reached. In so doing it acts not as a mere branch of government, but as one profession among many engaged by

¹ The writer in formulating these theses and issues has drawn freely from the pronouncements of the Educational Policies Commission, often using verbatim quotations from its publications. He, therefore, acknowledges gratefully his indebtedness to Charles A. Beard, William G. Carr, and others.

government. It stands behind, exemplifies, and aids in sustaining all the processes of government and society.

II. *What are democratic processes? What is the democratic way of living?*

1. The continuous manifestation of broad humanitarianism, an interest in the other fellow, a feeling of responsibility for others less fortunate than oneself. The promotion of the *general welfare*.

2. The possession and exercise of certain inalienable rights—respect for oneself and for one's moral rights and feelings. Here reside free speech; unhampered access to the facts, the ballot, religious liberty, impartial justice; equal protection of the laws; and the right to life, liberty, and the pursuit of happiness.

3. The assent of the majority in matters of social control and the participation of all concerned in arriving at important decisions. The consent of the governed.

4. The reliance upon peaceful and orderly methods of settling controversial questions in all areas of one's life ranging from those of the home, the school, and the community up thru and including international affairs. The appeal to reason and the use of intelligence.

5. The utilization of human happiness as a basis for judging the effectiveness of social policy and social action. The pursuit of happiness.

III. *What are the obvious characteristics of an institution wherein democratic processes and technics are applicable?*

1. There can be no utilization of the devices of autocracy even under the excuse of expediency or efficiency.

2. Rivalry may not be employed to produce interest or effort.

3. Personal advancement must be properly balanced with group advancement.

4. Intolerance, fear, suspicion, and insecurity must be eliminated.

5. A sense of "belonging"—of appreciated contributing of one's worth, of one's importance to welfare, progress, and success—must be inculcated.

6. Individual personality must be preserved by recognition of differences and divergence of need.

To provoke the discussion of these principles and their application to school and to administration, the following issues have been phrased:

Issue I—A major function of the chief administrative officer is to see that the policies evolved by the use of democratic processes and the application of democratic technics on the part of the teachers are made effective with respect to all children.

Issue II—Since the chief administrative officer secures his position, derives his status, and receives his directions from the board of education, he cannot, in fact, operate fully in accord with the best concept of democratic processes and technics or satisfactorily represent the total interest and welfare of teachers.

Issue III—The legal provisions governing the structure and administration of public education in most states are not consonant with our developing concept of the best democratic organization for the effective functioning of our schools. In too many instances, the necessity for grounding administration firmly in instruction is ignored.

Issue IV—A board of education elected by the people to represent them in the conduct of school affairs must be governed in its action in formulating policies, especially in such matters as expenditures, by the wishes of the electorate and cannot, therefore, participate with the staff on a wholly democratic basis in policy-making activities.

Issue V—Agencies such as boards of education and administrative officers, if they function in accord with truly democratic processes, must confine their activities to relatively insignificant details, leaving almost wholly to effective teachers the responsibility for determining not only method, content, and purpose in education but structure, organization, and policy as well.

Issue VI—The well-recognized principle of separating our public schools from other agencies and units of government and granting to boards of education and

administrative officers a degree of autonomy not enjoyed by those directing other governmental services, indicates that the founders of our democracy realized that persons concerned with education have contacts with society and powers over individuals that are different from, and wider reaching in, consequence than those assigned to other boards, commissions, and officers. This fact implies peculiar duties, special responsibilities, and unique functions for these boards and officers. The effective functioning of our public school system demands a clearer recognition of these unique functions and relationships and the evolving of administrative technics consonant both with the implications of autonomy and with the equally but not exclusive importance of the structure, organization, and function of the school itself.

Issue VII—Sound structure, adequate organization, and effective administration not destructive of the ideals and spirit of democracy, not interfering with the full application of democratic processes or the full utilization of democratic technics by teachers or pupils are necessary and desirable for the proper functioning of public education. The value of services rendered in evolving such services and the wages paid by society for such services should be determined by the same factors that control in comparable situations within the society and not by gross comparisons with wages paid for dissimilar services involving quite different capabilities.

Democracy will not work automatically, but must utilize a variety of co-operative agencies by which may be evolved technics conducive to the operation of democratic processes. Present practice, however good, is not to be wholly defended. The current social and economic up-surge demands new action. The function of education as a service agency in a democracy is no more a question of establishing its relation to other agencies of service than it is of showing example. Schools should lead other agencies in sound democratic practice.

The democratic way of living involves a sensitivity to the individual, a genuine willingness to see and to be the other person. We are in danger of repeating the time-honored abstractions concerning democracy, forgetful that traditional principles must be made applicable in the life of today's school and in the routine of our daily situations. The foundations of democratic institutions rest on the consent of the governed, a fundamental principle, the frequent disregard of which in school administration is deeply resented by teachers. Administrative programs often fail because of a forgetfulness of democratic principles, sometimes because of ignorance of the importance of the principles, but seldom thru malicious intent. The school, in its relation to the home and other agencies, must remember that not all homes are democratic and that the school may, in its processes, be leading the way thru a new experience.

Democratic administration implies that the leaders, the principals of our school systems, shall inspire policies to be democratically arrived at, accepting as their major responsibility the administration of these policies. Superintendents should voice their opinions while important issues are still open. Once decisions are made, not much interest remains in their discussion. Democratic procedures in policy making are not, however, always popular. The business of evolving policies by the democratic process is more difficult than that of administering them. It is important to note that teachers are not jealous of administrative rights but do, often for the sake of justice, resent their being ignored in the making of policies.

A discussion of the peculiar duties, special responsibilities, and unusual functions of schoolboards and officers draws our attention to the whole business of understanding organized education. We suffer from ignorance of what constitutes a good school. If educational leadership does not conceive the school in broad terms, it depreciates itself by a lack of social understanding. Busying itself with small tasks, seeing everything in small dimensions, administration tends to lower public respect for organized education and for its leaders and teachers.

Current interest in discussions dealing with comparisons of compensation of teachers and administrators highlights extreme angles of the situation. Basic values should be established prior to discussions of relative scales. We need, and must pay for, the services of educators who will direct for the democratic group a workable plan of instruction. The salaries of such educators should be adjusted to the natural factors influencing their service. Proposals that classroom teachers and administrators shall receive identical salaries are countered by the fact that no such policy prevails in any other service group. It would seem that the school need not go out of its way to innovate changes in this direction.

Abstract of Remarks by A. L. Threlkeld

Democracy in school administration must in the final analysis pervade the spirit of the personnel of the school system, regardless of what structure is set up for effecting democracy. A superintendent who is determined to have his way will make that fact clear and will defeat the purposes of democracy no matter what kind of administrative structure is in effect. On the other hand, a superintendent who really means to be democratic will be so and the spirit of democracy will pervade the school system with which he is associated even tho no extensive definite structural set-up for the function of democracy is in effect. The importance of structure is not to be minimized. Structure should be of the kind that is most conducive to the expression of the spirit of democracy, but above all the spirit must be there. The ideal is to have both structure and function harmonize in order to effect a democratic organization.

We may challenge the alleged inability of the superintendent to exercise with reasonable fulness a democratic administration even granting the difficulty of setting up a structure consistent with democratic practices. It is the spirit of democracy rather than the structure of the organization that counts. There are no defects in the structure of educational organizations strong enough to hinder democratic progress if we have the spirit of democracy. It is important that we sense the relationship of the teaching staff to the administrative. Teachers are responsible in their own right for contributions to the development of democratic technics. Lacking the essential love of the democratic spirit, teachers must share with superintendents the faults of a non-democratic régime. We need essentially the spirit of democracy, defined as that way of life which survives the freest possible discussion.

Abstract of Remarks by Alonzo F. Myers

We hear a lot of talk about education and democracy but there is one thing common to both education and democracy which is little discussed but which is fundamental. It is the quality of sheer honesty. Education, and particularly public education, if it is to justify the time, the energy, the pains, and the money expended upon it, must attempt to give both young and old people an honest picture of the world which has been, which is, and which may be.

It is impossible to bring an honest picture of the world under any organization of life which is authoritarian. That is why democracy alone is the only system which permits an honest education. The National Education Association is meeting here in New York at a time when both education and democracy are threatened by dictators abroad and at home. "Hitlerism" in Germany makes an honest presentation of the world utterly impossible. "Hagueism" in New Jersey makes an honest presentation of the world and of conditions in Jersey City and New Jersey utterly impossible.

Two things can be done in this convention which could be far-reaching in maintaining education and democracy in America. In my opinion, President Roosevelt could make clear precisely where he stands in relation to Mayor Hague of Jersey City. Second, the National Education Association should take action now to prepare for use in every public school in America a study of what dictatorship as represented by Mayor Hague means.

I hope that both the National Education Association and the President will be consistent, honest, educational, and democratic. It is just as bad for the members of the N.E.A. to give tacit approval by their silences as it is for President Roosevelt to do so.

Abstract of Remarks by E. G. Doudna

Democracy will not work automatically. Talk does seem to bring about results of a kind. Today two-thirds of the world is ruled by dictators. Teachers in the classrooms of Europe tell the people of Europe what they are to think. It is said that democracy never has worked. We are in our third revolution, our first term in democracy having carried us from Washington to Jackson, our second from Jackson to the present day, and now we seem to be breaking away and moving forward—to what? We are living under the influence of group opinion and mass pressure. The individual voice is lost. Our curriculums are being fashioned by legislation. Wisconsin may be cited as having passed twenty-six laws affecting subjects of the public school curriculum. School calendars, dotted with special holidays, reflect the interests of special groups. We have arrogated the control of education, yet we resent the minor interferences of parents. It is our duty to sensitize the great body of the people to feel their own rights, and as individual parents and teachers of education to resist the mass influence

of pressure groups. We should seek to develop the leadership of interested people. Democracy will survive only if it retains its individualism as a force opposed to group pressure.

Abstract of Remarks by Joseph H. Saunders

We may be in some disagreement with certain current conceptions of "democracy" which to some of us indicate "Sovietism" designed to make us Russians and not Americans. Distinctions may be made between *pure* democracy and *representative* democracy. Under our American system we select representatives to whom we give power to develop policies and to administer them. In this system there are definite implications for school administration.

Our discussion of free speech and free press threatens to go far afield. There may be a place for limitation. The "free speech" of a Nazi leader in terming every Jew an enemy to the United States may be questioned as a right. "Human happiness" is a relative term and should be clearly so interpreted.

Abstract of Remarks by Albert M. Shaw

Teacher participation in school administration in various forms has come to be an established policy. The most successful administrators seem to be those who have availed themselves of its many advantages. Those administrators who use it most seem to like it best. Its main purpose and advantage is to improve the morale of the staff and to increase the efficiency of the school system thereby rendering better service to the children and to the patrons of the schools.

Teacher participation relieves the administration from many time-consuming, routine details which can be handled very acceptably by the teachers. It inspires a democratic feeling of mutual confidence and understanding between teachers and the administrative staff which strengthens the general morale and inspires teachers to their best effort.

The higher training of teachers nowadays includes expert training in school administration, economics, social studies, and other specialized subjects which fits them to make valuable suggestions for promoting effectively the executive routine of the schools. Such participation is reciprocal in its action, a good rule which works two ways. It is at the same time an excellent means of developing teacher growth in service, and this, in turn, strongly tends toward improving the professional ideals and the educational standards of the schools.

My interest in and experience with teacher participation gives me firm belief that it promotes these desirable outcomes.

Abstract of Remarks by Mrs. Ruth Runyan

The truly democratic approach to a solution of the problem of school administration, as it actually exists, involves the coordination of the welfare and opinions of teachers, administrators, and the lay public. The association president must, then, in presenting the viewpoint of the teachers, seek to adjust it to the prevailing opinions of other groups in the interest of the democratic process, even while planning to revise adverse opinions thru additional information and persuasion.

All educational problems must be considered eventually in relation to the various viewpoints of the staff and in relation to the resources, needs, and sentiments of the community. Here the administrative staff, the superintendent, and the board of education have an indispensable function in the operation of the democratic process. Obstacles to success are the usual ones in a democracy—intolerance, selfishness, and greed for control. Genuine progress comes only thru cooperative thinking and by common consent of these overlapping groups and must include in its technic unselfish, honest leadership and consistent salesmanship.

Such progress demands a public-spirited, independent board of education; a superintendent with social intelligence, professional enthusiasm, and absolute integrity; and teachers with a combination of vision and common sense. Democracy must depend for its success, as always, on the strength of each link in the chain.

Abstract of Remarks by Emily Tarbell

A major obstacle in the path of educational progress is the fact that democracy is too often preached in an atmosphere of autocracy. As teachers we advocate free speech, but do not actually encourage it among ourselves or in our classrooms. Wholesome differences of opinion should be stimulated among children and between children and teachers. Young teachers especially need the encouragement and assurance that original, honest self-expression is desirable and welcome. Democratic progress demands that teachers in our classrooms shall teach as they preach.

Abstract of Remarks by Willis A. Sutton

Our most fundamental responsibility is the implementing of democracy. We may well give attention to the development of human types which may be counted upon to cooperate in the democratic way of living. A Ph.D. dissertation, for instance, might study "Societal Relations and the Production of Type Personalities." Social injustice somewhere gives power to "un-social savior." The Ku Klux Klan was revived because of "conditions." We must study these conditions—good and bad. Heflins and Huey Longs do not develop overnight. What kind of conditions produced Horace Mann?

We spend our energy too often on little issues, incidentals such as minor conflicts between instruction and administration, while the great stream of democracy awaits implementing. Our zeal for the teacher's share in the development of democracy must permeate thru to the sixth grade, or below, where we may ask the great question, Who is fit to teach school? Teacher-training institutions must safeguard their admissions. Promising teachers are in the making somewhere—and frequently in our public schools—and the processes of democracy should be set in motion thru the entire organization from nursery school thru the university. Great teachers are the basic values in the educational whole. They are worth as much, or more, than administrators. Salaries for the best teachers equal to those enjoyed by the best administrators is a fair proposal.

Abstract of Remarks by Harry S. Gauders

Two patterns of organization are in popular use. Some authorities advocate the following steps in setting up an educational scheme: (1) determination of objectives, (2) setting up of organization, and (3) selection of personnel. There are others who would change this order to: (1) determination of objectives, (2) selection of personnel, and (3) setting up of organization.

The more widely practiced is pattern 1, designed (a) to define the function of the organization in terms of the job to be done, (b) to plan the kind of organization needed to fulfil the accepted function, and (c) to select the people who are to staff the organization. This pattern is simple, direct, efficient, and authoritarian. The second pattern of organization likewise defines its function first, but then proceeds to the selection of the group of workers best fitted to perform that function. With the staff lined up in relation to the task before it, the type of organization is then formulated. This second pattern is equally simple, direct, and efficient, but centers its strength on the human factor in efficiency and is probably conducive to a more varied and more vigorous development. Under this scheme staff members can make more important contributions to the service that the institution is trying to render. The second type of school organization is recommended as an implement of democracy.

Summary of Discussions, by John A. Sexson

The structure of educational organization is no guarantee of democratic administration; neither is it an excuse for the lack of it. The essential contribution of the personnel of an organization is the thought value it imparts. In a democratic school the philosophy of the teaching group is vital and its opinions are often very valuable.

The rising dominance of well-directed group opinion will, it is hoped, counteract in a wholesome manner the imposed will of a few too powerful

leaders. Undemocratic practices in classrooms and in administrative offices are often cited as examples of efficiency and unfortunately often serve to impede and endanger the progress of democratic procedures.

Consideration of the nature of *pure* democracy and of *representative* democracy may influence planning for democratic administration. Democracy is a cooperative enterprise. It cannot make a scapegoat of any one person or of a group of persons. All who are to profit must share in its responsibilities.

Supervision and administration are integral parts of the education scheme. Instruction has its inherent place and will not supersede its companion functions. Education is the great common task. Everyone's opinion is probably worth something in the fulfilment of the task. Cooperation is not an automatic force. It has its own technics and procedures and must be studied as one of the arts and sciences of living.

Professional leadership will develop from the organization of democratic agencies. Society is the expression of many forces operating within it. Desired outcomes may be planned thru the interaction of new forces and new influences. Autocratic organizations in education may seem to be our heritage. They are autocratic by custom and not by the voluntary choice or design of their leaders. We must beware of the evils of institutionalism. In the interest of democracy we must change the direction of many long accepted forces and the character of much that is traditional in influence.

SECOND SESSION

REPORT OF THE ADVISORY COMMITTEE ON EDUCATION AND IMPENDING LEGISLATION

Participants:

GEORGE F. ZOOK, President, American Council on Education, Washington, D. C., *Leader*

JESSE NEWLON, Teachers College, Columbia University, New York, N. Y.

MARGARET KIELY, Dean, Queens College, Flushing, N. Y.

GEORGIA W. AIKEN, President, Ohio Southwestern Teachers Association, Cincinnati, Ohio

H. B. ALLMAN, Superintendent of Schools, Muncie, Ind.

UEL W. LAMKIN, Northwestern Missouri State Teachers College, Maryville, Mo.

FRANK P. GRAHAM, University of North Carolina, Chapel Hill, N. C.

EDMUND DES. BRUNNER, Teachers College, Columbia University, New York, N. Y.

Statement of Theses and Abstract of Introductory Comments by George F. Zook

I. . . . the federal government must to an increasing extent provide financial assistance for the educational enterprises of the states and localities, in order that opportunities may be greater and especially in order that they may be more equitably distributed.

II. The major portion of all federal aid for education should be granted as a general fund for the current support of elementary and secondary education.

III. The major portion of federal aid for education should at all times be granted on a basis that tends to lessen inequalities of opportunity among states and within states.

IV. Federal grants for special educational purposes may properly be used to bring about attention to educational matters of special national concern and thus to improve the educational programs conducted under state and local auspices. . . .

V. The general principle of cooperation between the federal government and the states, without coercion by either party, should dominate legislation providing for federal grants. . . .¹

The question no longer is whether or not the federal government shall give assistance to local communities, but is now concerned wholly with the method and character of that assistance. Inequalities of opportunity among the states can be remedied in no other way than by federal support. At the present time the poorest states have the largest number of children attending school and are making the greatest effort to maintain a reasonable level of opportunity.

The inequalities of educational opportunity that characterize the educational system today challenge American statesmanship. Education can be made a force to equalize the condition of men. For most of the children the opportunity for anything more than a modicum of meager, formal education is largely conditioned by place of birth.

The proposed general aid will be expended ineffectively in many cases in the absence of general improvement in the quality of teaching and in the organization and administration of schools. By some other method than by the specification of standards in federal statutes, and consequently by large federal supervision over funds, these improvements must be brought about. Certain special funds for the improved preparation of teachers and other educational personnel, for the construction of school buildings for facilitation of a desirable reorganization of attendance and administrative units, and for the administration of state departments of education are recommended primarily as methods of securing essential improvements necessary for the effective expenditure of the proposed general aid.

The grants for elementary and secondary education would provide in part for the special needs for educational service for adults. For some years, however, these grants will be absorbed by the needs of children and youth. Special federal grants should be provided for educational service to adults.

The organization of education within the states must, in some measure, determine whether all federal aid should be granted in a single fund. If all types of educational institutions, from the kindergarten to the university, were under the unified supervision of one state board of education in every state, it might be feasible to grant all aid for education in a single fund to be controlled and distributed within the states by these unified boards of education. This form of organization does not exist in any state. Under the

¹ *Report of the Advisory Committee on Education*, p. 40-42.

circumstances, it will not be possible, even if desirable, to provide federal aid by means of a single federal aid fund. Federal relations to education should be reviewed under specially constituted and appropriate auspices at intervals of not more than ten years.

Abstract of Remarks by Jesse H. Newlon

Since the most authentic research has shown that it is beyond the economic capacity of many of the states of the nation to provide adequate educational facilities for their people without federal assistance, and since education is basic to the perpetuation of democracy and the full realization of the possibilities of American life, it is clear that both the local and national welfare demand greatly increased federal participation in the support of education. The first thesis presented by Dr. Zook, then, is amply supported by the facts in the situation.

The second and third theses are also sound in holding that the greatest need is for support for elementary and secondary education, and that federal funds must be employed to equalize the burden of financial support of education as between the states, and to equalize the educational opportunities provided by the states.

The fourth and fifth theses raise issues of profound importance. The report of the Committee lays down the principle that federal aid should not involve federal control of education, but the actual recommendations do not seem to accord with this principle in certain very important respects.

It may be that federal support without federal control is impossible. But every state in the Union has developed a going system of education. Federal funds may be safely entrusted to these state systems of education without strings, other than the necessary provisions for auditing to insure that federal appropriations for education are used for the purpose intended, and to insure that there is no discrimination because of color or for any other reason. Beyond that, federal control is not necessary.

In one other recommendation not touched upon in Dr. Zook's theses, this report proposes a clear break in our long-established educational tradition and policy. It is recommended that, at the discretion of the states, federal funds be made available for the support of education in private and parochial schools.

Federal aid for education is essential. Without it democracy's schools and democracy itself will be endangered. The Advisory Committee has performed a public service of fundamental importance in making this need clear and in crystallizing public support in favor of an extended program of federal participation in the support of education at all levels. But the Committee is fishing in troubled waters—is taking a dangerous step—when it proposes so much of federal control and proposes federal aid for education in private and parochial schools.

Abstract of Remarks by Margaret Kiely

Granting that the major portion of federal aid for education should be granted as a general fund for the current support of elementary and secondary education, the question may be raised and the hope expressed that as these federal funds become available, some consideration may be given to the possibility of other extensions of aid, downward to the support of nursery and kindergarten education and upward to the encouragement of our colleges and universities. Such extensions of aid are not to be advocated at this time. The recommendation of the Committee, as stated in the report, is thoroly approved.

In opposition to the Committee's report, proposals have been made that federal aid for education be limited to public schools. The following statements from the report warrant particular consideration:

The major portion of federal aid for education should at all times be granted on a basis that tends to lessen inequalities of opportunity among states and within states.

The federal government should record its purpose explicitly but broadly leaving to the states wide discretion and flexibility in the administration of the federal grants.

In order that local administration and local responsibility may be maintained, all federal action should reserve explicitly to state and local auspices the general administration of schools.

Federal grants should be used to build up and to strengthen existing educational agencies and institutions so far as they are able to serve important needs and not to establish competing agencies and institutions.

. . . For purposes of federal aid distribution, the states should be responsible for determining which schools are public. Consideration should be given to the fact that large numbers of children receive instruction in non-public schools and that maintenance of schools under non-public auspices results in a significant reduction in public expense.

Attention should be centered on the main purpose of the reason for federal support of education—to lessen inequalities of opportunity. The relation of "schooling" to educational opportunity is obvious. The dependence of the child upon the parent for this schooling is equally obvious. The parent has the right to select the type of school which he believes best serves the needs of his child and should not be penalized by the federal government for exercising this right so long as the school selected meets the requirements laid down by the state for the safeguarding of the educational rights of the child and of the community. In the ultimate taxation of the general public for the purpose of equalizing the educational opportunities of children, the federal government will penalize parents who exercise their rights of free choice of school if, in the distribution of the funds raised by taxation, limitations as to children recipients are laid down.

Federal aid is now offered to children and should not be denied them because of circumstances controlled by their adult superiors. It is hoped that the Committee's recommendations will be adhered to and that the states "shall be responsible for determining what schools are public."

Abstract of Remarks by Uel W. Lamkin

In recommending that the major portion of federal aid should be granted as a general fund for the current support of elementary and secondary edu-

cation, the Committee indicates the desirability of leaving to state and local jurisdiction a necessary flexibility in the development of programs suited to local conditions and advises against any specification of particular phases of elementary and secondary education to be supported from such a fund.

Our fears of federal control would seem, from a reading of the report, to have some basis. The provision that federal grants be made available only to such states as establish adequate and effective systems to provide prompt and adequate reports may offer a question to some thinkers.

The auditing of the federal fund accounts by the United States Office of Education will, as the Committee points out, undoubtedly prove to be the major safeguard in connection with the expenditure of the proposed grants. However, it is pointed out that the requirement of reports from the states is a matter not susceptible to enforcement thru a federal auditing process.

The final recommendation of the Committee on this point gives authority to the United States Office of Education to suspend payments to any state after notice and hearing, during any period in which the state fails to maintain an adequate administrative agency or fails to make required reports with reasonable promptness. It is probable that if the Committee's report is studied carefully, our fears of centralized power and control will be allayed. As to the question of a limitation of funds to public schools, the point may be advanced that it should be the state's right to spend federal money as it spends its own money and that, therefore, to the states should be reserved the right to determine what schools are public.

Abstract of Remarks by Frank P. Graham

Equal educational opportunity of the children who are to be citizens of both the states and the nation is the main responsibility of our constitutional republic of states and people. The main support of public education will continue to be by the states and localities. Provision for local and state control is expressly written in the federal bill with the freedom and autonomy of the localities and states preserved as now in the selection of teachers and curriculum, the management of textbooks, school buses, health service, and the entire administration of the schools.

The two main principles for the distribution of the federal funds will be equitable distribution between the races and democratic distribution among the states according to the economic ability of the states and the number of children per adult population. The basis for these principles is the fact that in the states of the least economic ability the people pay the highest tax rate for the education of their children which is on the lowest plane in the nation.

A large proportion of the children who in their non-productive years are supported and educated by rural people become in their economically creative years the producers in the vital industries and the citizens of the urban communities. Therefore, the quality of the education in these rural areas is a matter of vital concern to the industries, the cities, and the people of

the whole country. Economic inability and educational overload coincide in the same rural and sectional areas to fix educational inequality and to impair the foundations of our national democracy. Just as within the states, children in rural localities can have a fairer educational opportunity only thru aid to the localities, so children in the rural states can have a more equal educational opportunity only thru federal aid to the states.

With democracy in retreat in many parts of the world, may America give a lift to the democratic hopes of the forgotten millions in all parts of the world. This may be accomplished, by a new declaration for equitable and democratic federal aid to public education under state control which will give the children in all the states a more equal opportunity.

Abstract of Remarks by Edmund deS. Brunner

The story of the rise of finance-capitalism and the surge of industrial development of the last century resulting from inequalities is familiar to many of us. Per capita wealth and income varies manifold between the richest and the poorest states. Despite the fact that most of the poorer states are putting forth more effort in proportion to their resources than most of the richer states, there are huge variations in the value of the educational output, and even within states a comparable situation exists. Also, differences in the age distribution of our population are part of the story.

Many of our rural states have twice as many children for every 1000 adults as some of our most urbanized and wealthy states. This spread is likely to increase rather than the reverse because of trends in the birth-rate.

The cities of America are no longer producing enough children to maintain their population at the present level. Rural America is, more than ever, the seed-bed of the nation. When it asks for federal aid to education it asks for simple justice. It bears, rears, feeds, clothes, and educates as well as it can, these children who from seventeen to twenty-two years of age turn cityward, there to spend the productive, working years of their lives. This is a net gain to the cities, wholly measured, and a net and largely unrequited loss to rural America.

But it is not only on the basis of simple justice that the sociologist rests his plea for federal aid toward equalizing educational opportunity. It is in behalf of the city and the nation that he also speaks, for a highly disproportionate share of the blood for the renewing of the urban population comes now from districts which are known as the six problem areas of America. Not only have these areas a disproportionate share of the children, but straitened economic circumstances compel some of them to migrate or die. It is the most handicapped then who surge into the cities. There demonstrably they lower the quality of goods sold and the profits of stores, contribute to crime, disproportionately increase the relief rolls for, again demonstrably, the less the educational opportunity the greater the chance of drawing a relief check.

Not simple justice alone, but also self-interest dictates the wisdom of the wealthier, more urban states working for federal aid to education. Cities

are safeguarding jealously the purity of their milk and food supplies. Is not the time over-due when they will pay some attention to the sources of their human supply?

The proposals of the President's Advisory Committee on Education are but modest in the face of the need. The eventual achievement of equality of educational opportunity in this land will mightily help to guarantee that our national destiny will be that of a free people, freed and kept free by truth.

Summary of Discussion by George F. Zook

The discussion to which this conference has given its attention indicates an apparently unanimous approval of the proposal for federal support of education. There is to be noted, likewise, an apparently general acceptance of the fact that federal support of education must carry some measure of control. The nature and extent of this control constitutes the crux of the question. That federal control of education be held to an absolute minimum is undoubtedly the recommendation of the group participating in this conference.

As to the assertion relative to aid for non-public schools, the Committee has treated the question as a minor issue. Let it be made clear at once that the Committee has made no recommendation relative to aid for private schools. It has made certain recommendations which give the states the liberty to use federal funds, as well as their own funds, to assist children in attending schools, whether public or private, just as at the present time the building of a sidewalk facilitates the passage of attendants at school, some to public and some to private schools. The opinion of the United States Supreme Court in the Louisiana case involving the purchase of textbooks for children in private as well as in public schools is in point. An action had been brought to invalidate the purchase of such books on the ground that the supplying of textbooks constituted support of denominational schools. In its decision the Court entered into this discussion very carefully and unanimously rendered an opinion that the purchase of such books for the children in private schools in no way constituted the support of the schools themselves. In other words, the children and the state were the beneficiaries and not the particular schools. It seems clear that the precedent set down in the Louisiana decision applies not only to the purchase of textbooks but to transportation and other services which may be made available equally to children in private as well as public schools.

SECRETARY'S MINUTES

New York City

Sunday, June 26, 1938

First General Session

The annual meeting of the National Council of Education was called to order at 9:35 A.M. on Sunday, June 26, 1938, at the Hotel Pennsylvania, President Louis A. Pechstein, presiding. The attendance at the morning session totaled approximately ninety.

The discussion for the first general session was devoted to the topic, "Implementing Democratic Processes and Perfecting Democratic Technics thru the American Public School." John A. Sexson, superintendent of schools, Pasadena, California, and president of the American Association of School Administrators, formally presented three groups of prepared theses, with the statement of seven issues evolved from the theses. A summary of Dr. Sexson's comments, offered in amplification of the printed theses, is presented in the preceding pages together with abstracts of the contributions to the discussion. At the close of the prepared addresses a brief general discussion was conducted from the floor.

The first session of the meeting adjourned at 12:15 P.M.

Luncheon Meeting

A meeting of our officers, Executive Committee, and Committee on Membership of the National Council of Education was held during the lunch hour following the close of the first session on Sunday, June 26, 1938, at 12:30 P. M., in the Hotel Pennsylvania. A full attendance was present as follows: President Louis A. Pechstein; Vicepresident E. G. Doudna; Secretary Margaret Kiely; members of the executive committee—A. L. Threlkeld, H. V. Holloway, and Mrs. Edith B. Joynes; members of the Committee on Membership—Caroline S. Woodruff, Joseph H. Saunders, W. C. Bagley, Mrs. Inez J. Lewis, and Kate V. Wofford.

President Pechstein presided at the luncheon and introduced questions of policy governing the conduct of the National Council meetings. The discussion centered about such questions as the day and hour of the conference, the number of sessions, the character of the programs—issues which have come to be very important, especially in the light of the difficulties attending the former meeting. A general agreement was reached that the Council meetings should be narrowed to one full day of two general sessions, and that the Council hold strictly to its function as a service agency acting in an advisory capacity to the National Education Association and working closely with the Educational Policies Commission. The action of President Pechstein and the executive board in scheduling the current meeting for two sessions on Sunday was ratified by vote of the group.

As chairman of the Committee on Membership, President Pechstein discussed existing vacancies in the various divisions of the Council, reporting progress made thru his personal efforts with state organizations and with other affiliated National Education Association groups who, under the constitution, are entitled to representation on the Council.

A discussion of the situation indicated a very encouraging prospect for membership. Thru the active interest of the president, afforded largely thru correspondence with member groups, the rolls have been generally invigorated by the naming of representatives to the Council from groups in danger of inactivity and loss of interest. By vote of the business board, the president was requested to proceed with the task which he had undertaken so generously and efficiently in the rebuilding of the membership group. As chairman of the Committee, he was further empowered to lead in the formulation of a plan by which nominations to the Council will be offered to the general membership for approval prior to the mid-winter meeting.

After a discussion of general plans for the February meeting, the board empowered the officers of the Council to draw up proposals for the Cleveland program, voting to recommend that these proposals be placed before the general membership, probably by mail, and that the officers be guided in their final planning by the reactions of the members.

The president was authorized to report the recommendation of our Executive Committee and the Committee on Membership to the business meeting of the general body of the Council scheduled to follow the afternoon conference.

The meeting adjourned at 1:10 P.M.

Business Meeting

The regular business meeting of the National Council of Education was called to order following the close of the second session at 4:25 P. M. on Sunday, June 26, 1938, in the Hotel Pennsylvania. Forty-one members attended this meeting.

President Pechstein reported the proceedings of the noon conference of our officers, Executive Committee, and Committee on Membership (see earlier report). The following proposals were voted on by the Council:

1. That the Membership Committee proceed under the direction of the president to the end that representation assigned to state organizations and to other member organizations affiliated with the National Education Association be completed at the earliest possible date.
2. That the Membership Committee take under immediate consideration the filling of the vacancy now existent in the ranks reserved to the choice of the Council; in this connection the recommendation of the Executive Committee, authorizing the Membership Committee to draw up a panel of candidates to be circularized among the Council members and voted upon by them, be approved, and the report of this project be given at the February meeting.
3. That the Executive Committee prepare for the approval of the general membership a program for the February meeting and in submitting its proposals shall also place before the Council such questions as may warrant consideration or decision by the general body.
4. That the Council record its grateful appreciation of the service rendered by the several speakers who so ably contributed to the success of this annual meeting.

The business meeting, and with it the annual meeting, adjourned at 5:15 P.M.

Second General Session

The second session of the annual meeting was called to order at 1:50 P.M. on Sunday, June 26, 1938, President Louis A. Pechstein, presiding. The attendance at this session was approximately ninety.

The discussion for the afternoon session was directed to the "Report of the Advisory Committee on Education and Impending Legislation." George F. Zook, president of the American Council on Education, acting as leader, opened the meeting with a review of certain selected statements culled from the report. A summary of Dr. Zook's comments upon these several statements appear in the preceding pages. Following Dr. Zook's presentation of the topic, the discussion was taken up by invited participants. Abstracts of these contributions to the discussion are also printed in the preceding pages. Following the prepared addresses, a discussion of the report was conducted by the general group present.

The second session adjourned at 4:25 P.M.



DEPARTMENTS OF THE ASSOCIATION

INTRODUCTION

THE GROWTH OF DEPARTMENTS *in the Association began in 1870 when the American Normal School Association became the Department of Normal Schools (now the American Association of Teachers Colleges), and the National Association of School Superintendents became the Department of Superintendence (now the American Association of School Administrators).*

Another great forward step was taken in 1921 when departments were given larger independence and responsibility. This led to the establishment of fees by the stronger departments, to the selection of an executive secretary by the Department of Superintendence, and later to the selection of full-time secretaries by several other departments.

There are now twenty-four departments. Information regarding their organization may be found in the historical note at the beginning of the section devoted to the department in question. The list of departments with the years of organization is as follows:

AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION, AND RECREATION	1894
AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS.....	1870
AMERICAN ASSOCIATION OF TEACHERS COLLEGES.....	1870
AMERICAN EDUCATIONAL RESEARCH ASSOCIATION.....	1930
ADULT EDUCATION	1921
ART EDUCATION	1933
BUSINESS EDUCATION	1892
CLASSROOM TEACHERS	1914
ELEMENTARY SCHOOL PRINCIPALS.....	1921
HOME ECONOMICS	1930
KINDERGARTEN-PRIMARY EDUCATION	1884
LIP READING	1926
MUSIC EDUCATION	1884
RURAL EDUCATION	1907
SCIENCE INSTRUCTION	1895
SECONDARY EDUCATION	1886
SECONDARY SCHOOL PRINCIPALS.....	1886
SPECIAL EDUCATION	1930
SUPERVISORS AND DIRECTORS OF INSTRUCTION.....	1929
VISUAL INSTRUCTION	1923
VOCATIONAL EDUCATION.....	1875
NATIONAL ASSOCIATION OF DEANS OF WOMEN.....	1918
NATIONAL COUNCIL OF ADMINISTRATIVE WOMEN IN EDUCATION...	1932
NATIONAL COUNCIL FOR THE SOCIAL STUDIES.....	1925

*AMERICAN ASSOCIATION FOR HEALTH,
PHYSICAL EDUCATION, AND RECREATION*

HISTORICAL NOTE

THE AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION, AND RECREATION is the result of a merger of the *American Physical Education Association* and the *Department of School Health and Physical Education* of the *National Education Association* in 1937. The *Department of School Health and Physical Education* had its beginning as the *Department of Child Study*, created at the Asbury Park meeting held in 1894. In 1911 the name was changed to the *Department of Child Hygiene*. See PROCEEDINGS 1911: 870. At the Denver meeting in 1895 there was created the *Department of Physical Education* which, in 1923, became the *Department of Physical and Health Education*. In July 1924 the *Department of Child Hygiene* was merged with the *Department of Physical and Health Education* under the name of the *Department of School Health and Physical Education*. See PROCEEDINGS 1924: 96. The *American Physical Education Association* was officially founded in 1885 under the name of the *American Association for the Advancement of Physical Education*. In 1903 the name was changed to the *American Physical Education Association*. In 1896 the Association began the publication of its official organ, the *AMERICAN PHYSICAL EDUCATION REVIEW*. In 1930 the name of the publication was changed to the *JOURNAL OF HEALTH AND PHYSICAL EDUCATION*, and in the same year the publication of the *RESEARCH QUARTERLY* was begun.

The officers of the Department for the year 1938-39 are: PRESIDENT, F. W. Cozens, *University of California at Los Angeles, Los Angeles, Calif.*; PRESIDENT-ELECT, Margaret Bell, *University of Michigan, Ann Arbor, Mich.*; SECRETARY-TREASURER, N. P. Neilson, 1201 Sixteenth Street, N. W., *Washington, D. C.*; EDITOR, E. D. Mitchell, *University of Michigan, Ann Arbor, Mich.*; MEMBER-AT-LARGE ON GOVERNING BOARD, C. E. Turner, *Massachusetts Institute of Technology, Cambridge, Mass.* (term expires 1941).

The Department holds its annual national meeting in April. In addition to the national organization of the Association, there are six regional district organizations—the Eastern, Midwestern, Central, Southern, Northwestern, and Southwestern—each of which holds an annual convention, with the exception of the district in which the national meeting is held. This district holds its meeting jointly with the national organization.

Facts relating to this Department are found in PROCEEDINGS as follows:

1894:40	1903:753-816	1913:637-666	1922:591-682	1931:541-560
1895:944-950	1904:737-802	1914:663-682	1923:568-744	1932:455-466
1896:893-936	1905:707-754	1915:941-970	1924:439-637	1933:463-476
1897:970-915	1907:905-924	1916:751-782	1925:577-597	1934:461-468
1898:929-958	1908:907-964	1917:491-520	1926:601-624	1935:429-438
1899:1064-1096	1909:719-744	1918:323-338	1927:561-582	1936:321-332
1900:582-591	1910:873-920	1919:303-314	1928:545-568	1937:357-374
1901:500-539	1911:869-904	1920:311-322	1929:543-558	
1902:702-738	1912:1095-1140	1921:377-398	1930:501-528	

ATLANTA MEETING

IN THE FOLLOWING PAGES appear abstracts of the papers delivered at the general sessions of the national convention of the American Association for Health, Physical Education, and Recreation in Atlanta, Georgia, April 20-23, 1938. Many of these papers and also many of those given at the section meetings will be published in full in the *Journal of Health and Physical Education*.

THE CHALLENGE OF TEACHING

WILLARD E. GIVENS, EXECUTIVE SECRETARY, NATIONAL EDUCATION ASSOCIATION, WASHINGTON, D. C.

The situation in which youth finds itself today offers a great challenge to teaching. This problem involves both science and philosophy. Science provides facts and tells us what is. Philosophy establishes values and indicates what ought to be in the light of these values.

Our population is becoming increasingly adult. Youth is moving to the cities. Children of the lower economic levels will dominate the next generation. We have 30 percent fewer youth employed today than there were in 1930. Too many youth plan to enter the professions. Young people's pay today is pitiful. Considering all of our youth between the ages of sixteen and twenty-four in the nation, four million are in school and five million are idle.

Having now dealt with the science of this problem which presents the facts, let us turn to the philosophy which indicates what ought to be.

The decreasing proportion of youth to adults will release money now spent for education which ought to be used for one of three purposes: (1) to bring the right kind of an educational program to the five million out of school and not at work; (2) to improve the quality of instruction now being offered those who are in school; or (3) to relieve the tax burden.

Our curriculum should be changed so as to reflect the life needs of youth. Occupational clinics should be established to help determine what each youth should prepare for in light of national employment possibilities.

We are challenged to develop more enlightened citizens. Since 35 to 45 percent of our youth are planning to go into the professions we must help develop more demands in the service field. This country needs thousands more of well-trained teachers. We need thousands of recreational leaders for playgrounds not yet developed.

We are challenged to develop right attitudes among our young people toward dignity of labor and the value of skill. Our educational program should be broadened and enriched so that we could give worthwhile educational activities to all youth until they are twenty or twenty-one years of age. As youth themselves see it, the youth problem is largely a matter of economic security. It seems to me, as apparently as it seems to them, that

the most pressing problems involving the need for the most vigorous social action fall into three general areas as follows:

Employment—For five million youth in America, this means getting a job. For another five million it means a wage that will provide both an acceptable standard of living and an opportunity to provide for future years.

Education—For large numbers who have been forced out of school for economic reasons this means creation of a less fictitious equality of opportunity and for many others, who are still in school, it means an educational program that is more clearly in harmony with their interests and needs.

Recreation—For millions of young people in America this calls for an awakening on the part of communities to the social as well as the personal values, of helpful and satisfying recreation and a determination to develop leisure-time programs which will not only absorb energies that often lead to delinquent behavior but which will add something valuable to the spiritual and cultural status of those who participate in them.

Real democracy demands an equality of opportunity which will give each youth a fair start in life. We are challenged to see that democracy does this; it is our business to help each individual succeed. In the last analysis the challenge is, "What can the individual teacher do for the individual youth?" The spark of power is in him. It belongs to him. It is our business as teachers to search it out and fan it into flame. Why let it smoulder and die?

WHAT PRICE PROGRESS?

C. H. MC CLOY, STATE UNIVERSITY OF IOWA, IOWA CITY, IOWA

The history of the progressive development of the philosophy of physical education is a fascinating subject to any philosophically-minded person. For the sake of simplification, I shall divide the objectives of physical education roughly into four types according to their primary emphases.

1. Education of the physical
2. Education in terms of increased skills of performance
3. Education in terms of the betterment of character and personality
4. Education in terms of an improved cultural status.

Unfortunately some writers have seemed to imply that there is an incompatibility between some of these major classes of objectives. This has often resulted in heated controversy. From the beginnings of the recorded history of physical education to about 1913, physical education was *physical* education. There was no controversy over education *of* the physical versus education *thru* the physical. Content varied from age to age, but this type of emphasis was still the common one thirty years ago.

Professor Thorndike provided the educational catalyzer that changed much of this. In 1913, he published the first educational psychology that made sense to most physical educators. We saw increasingly greater educational possibilities in our work, and responded to them, as a movement, with enthusiasm. Some of us strove the more valiantly to crusade for an education that was primarily physical. Some sought primarily to prepare for the increased amount of leisure that was coming upon us. Some tried to combat the physically disintegrating forces of our civilization, and stressed

better body mechanics. A few stressed character education and the development of personality. At first, these multiple objectives arose as expansions of the program of education of the physical. More recently they have in many places become a cult of their own, and education of the physical body itself has been more and more neglected.

Let us turn to a consideration of certain facts.

1. All recent competent biological and psychological thinking has stressed the fact that the human animal is one united, integrated organism.

2. There are certain prerequisites that must be met, such as strength and endurance, physical and mental health, and certain attitudes and habits.

3. To elicit a superior performance, one needs a mastery of technics.

4. Good teaching demands active teacher participation and leadership in the organizing and teaching situation, and much active coaching of the best type.

5. We may speak of two general arrangements of functions in education—the horizontal and the vertical. The horizontal ones are such characteristics as good citizenship, character, personality, general culture, and perhaps health. The vertical ones are those peculiar to a given discipline. We hear much of the need for integration, but I believe that this should be largely in the horizontal fields, not in the vertical.

I believe that it is time to take stock of the peculiar and individual contributions of physical education and to give a great deal more attention to them than we have seemed to do recently.

6. To most of the educated folk, each subject has its own cultural contribution, and the thoughtful teacher should attempt to inculcate in his students the culture peculiarly belonging to his subject. The cultural aspects of physical education are not the same as those in other fields, but they are as real as they are unique.

7. We must not only decide what we are going to teach, but we must teach it as well as we can, keeping our instruction geared to the potentialities and present abilities of our pupils.

If as teachers we raise the levels of the masses *until they approach the upper limitations of the individuals themselves*, we shall have done our bit to improve the status of our people.

What price progress in physical education?

I think the answer is that we must study our own field, and for the most part stay within it. A good body, adequate strength, physiological organic vigor, and a well-poised, graceful body are as important objectives today as they ever were. But to this we must add the development of adequate skills in many activities. We must add to our technics of character education within the limitations of our field. We must learn to appreciate the culture inherent in our own field and those of health education and the many branches of recreation, and to endeavor at all times to inculcate them.

And finally, those of us who are physical educators must grow with our expanding field. We must examine every positive contribution from other fields. But in the last analysis, we must think thru those contributions which

only physical education and its very closely allied fields can make, and give them the preferred right of way.

Education *of* the physical? Education *thru* the physical? We need to forget this division which smacks too much of the old body-mind dualism. We cannot separate them and have an adequate physical education of the whole organism, for only as we perfect the instrument do we obtain a truly artistic performance.

EXPERIMENTAL VENTURES IN A SCHOOL HEALTH PROGRAM

DOROTHY B. NYSWANDER, COMMITTEE ON NEIGHBORHOOD HEALTH DEVELOPMENT, ASTORIA, N. Y.

There is very little to be said about the objectives or underlying philosophy of the school health program that is revolutionary or even new. A serpent of doubt, however, lurks in this garden of perfection. At present there is hardly one phase of the program that has not been subjected to criticism by professional groups, lay groups, or administrators. Either the program is not understood, or its results are not demonstrable, or analyses reveal indefensible weaknesses. Do we need to do some serious overhauling of this program which looks so well on paper but whose satisfactory operation is far from a reality?

For your consideration and critical comment I should like to present a progress report of such study now under way in New York City.

It has been in operation now for one and one-half years. As originally planned it is a four-year program. During the first year the study staff worked only in one large elementary school. The school principal and the sixty-one teachers cooperated with the study staff in analyzing and attempting to solve the many administrative problems found in that school. The use of records, the use of the time of the physician and nurse within the school, the means of relating the teacher's activities in her health work to those of the medical and nursing staff, the integration of health facts coming from private physicians, dentists, and clinics—all were questioned as to their value in achieving the desired result of aiding the individual child. Each administrative procedure was followed thru to see if it had proved successful in reaching this objective. In this way, we were able to find specific casual factors of weak links. Then new procedures were substituted to see if they might prove more successful.

The second year of work has seen an expansion of the program. Six more elementary schools and one junior high school have been added. The study staff has expanded too. It now includes a full-time pediatrician-consultant, a public health nurse consultant, and a health and physical education consultant. The work of the second year of study consists for the most part of field work by the three consultants who are searching for solutions to the problems pertaining to their own professional contributions to the school health program.

During the third year the study staff plans to complete two manuals: one a manual for school physicians emphasizing the educational as well as the technical aspects of their work; the other a handbook for school nurses. During this third year the work of studying teacher knowledges and interests in the health program will continue. The third year calls, too, for the beginning of continuing in-service education programs for staff nurses and staff physicians of the entire city. The materials developed during the first two years in the experimental schools will be used in small discussion groups in each health center district.

It is difficult to plan ahead for the work of the fourth year because each problem to be solved grows out of some preceding problem. If some of you, while following the plans of the study as I outlined them for the next two years, share with me some serious doubts as to their eventuation, more satisfying materials perhaps may be found in some of the elements of procedures which are outcomes of the first year and a half of our work.

The *first* procedure is not a new one. It postulates the formation of a joint advisory committee for the school health program of the city with a lay member as chairman. This committee is charged with the responsibility of developing policies cooperatively and then interpreting these policies to their respective groups. The *second* procedure states that within the department or departments administering the school health program there should be an actively functioning committee of all the directors or consultants charged with any phase of the work. The *third* procedure is that of the necessity of forming a committee on school health procedures within each school. The *fourth* procedure concerns the work of the physician in the school. Not only must methods be used by which he secures more detailed health history for each child in order to aid him in his judgments of health status, but he must be sensitive to the child's home conditions in order that individualized planning for the care of the child may be made. The *fifth* procedure deals with the duties of the school nurse. Increased efficiency in functioning will come thru more systematic planning of the work to be done in each school, the development of informative complete records, and the minimizing of non-productive routines. The *sixth* procedure states that the teacher's participation in the health service program works to the advantage of physician, nurse, and child. The *seventh* procedure is based on our experiments in in-service staff education. These ventures have led us to conclude that supervisors of teachers, nurses, and physicians must adopt newer methods in directing and educating their respective personnel.

The *final* procedure is made up of administrative parts. First, we have reason to believe that a more careful health examination of entering children, and awareness by the physician and nurse of the importance of this first conference with the parent contribute to more effective action by the parent than is evidenced later. Second, that the utilization of the services of the private physician in examining entering children should be encouraged when possible. Third, that the administrative personnel make continuing check studies as to the way the school health program is functioning.

EDUCATION AND THE INDIVIDUAL

O. C. CARMICHAEL, CHANCELLOR, VANDERBILT UNIVERSITY, NASHVILLE, TENN.

There has never been a time in the history of America when there was greater confusion and divergence of view about what education is or should be. No doubt this diversity represents a healthy state. There is surely an unusual amount of effort being put forth, but for want of analysis it sometimes appears a hopeless jumble of ideas and purposes.

Amidst all this confusion there is one common element discernible. Providing more adequately for the individual is clearly the aim in the variety of experiments and plans now in operation. This emphasis had its beginning two hundred years ago when Rousseau declared that *individual development* was the purpose of education. This is the philosophical background from which the interest in physical and health education sprang.

I should like to consider certain fundamental objectives in the physical and health education program of the American school system that seem to me, as a layman, to be of great importance. There are three great national problems the solution of which depends to a large extent upon this group and the educational interests which it represents, at least so far as education can solve them.

The first of these problems is that of physical health and well-being. There are two fundamental reasons for conditions subjecting both youth and adults to greater health hazards. In 1850, 15 percent of the American population was urban, while now the figure is nearly 60 percent. In crowded areas infectious diseases spread more rapidly than in rural sections. Doubtless a large proportion of the defects of children could be removed or prevented. Why, then, has the practice of health not kept pace with knowledge? It is due to a lack of public sentiment. The task of the physical and health educator is more than merely giving instruction to the youth who attend his classes. If he is to minister to the individual properly he must know the home background.

Clearly related to the problem of health is that of safety. No one has a better opportunity to stress safety and the importance of the proper attitude toward the matter of precaution than the physical educator.

It must be clear from the above how vast is your opportunity as educators if you accept some responsibility in these matters. The view of education as the most effective development of the individual, for the physical educator, comprehends these larger aims and purposes, for the individual's welfare is bound up in their achievement.

The second of the national problems to which I refer is that of emotional health. I am well aware that this problem is rooted in sociological conditions that cannot be reached merely by education. On the other hand, there is much that education could do to improve the situation. The physical educator and recreational leader have perhaps more opportunity to make a contribution at this point than the teachers of other school subjects.

Basic to emotional well-being are three elements: (a) a sense of belonging, (b) a sense of being accepted, and (c) a sense of being needed. In all organized activity these three elements can be supplied.

In play activities the development of emotional control, of intellectual conceptions and judgments, and the strengthening of such qualities of character as honesty, generosity, modesty, fairness, and loyalty in social contacts should be the aim. These qualities are essential to the emotional stability and well-being of the individual.

The third general problem to which I would call your attention is that of leisure and its proper use. Great cultures can arise only when there is freedom and leisure, but crime often grows from the same soil. Every leader of youth should bear in mind this significant fact and recognize that preparation for the use of leisure is one of the inescapable responsibilities of education. The physical educator and recreational leader have an opportunity to make a real contribution to the solution of the leisure-time problem if they will be guided by the long view of individual needs.

A stimulating, creative, and active form of recreation is the great need of youth and age. Recreational leaders of youth have a responsibility for the development of appreciation of what constitutes the proper use of leisure.

OUR DEBT TO DEMOCRACY

A. F. HARMAN, PRESIDENT, ALABAMA COLLEGE, MONTEVALLO, ALA.

If the word "democracy" is on every tongue, if it glares forth from every printed page, it is not due solely to the fact that we live in a topsy-turvy world. Since those brilliant days in ancient Athens, democracy, whether as a philosophy of government or as a way of life, has met with challenge at every inch of its progress. Surely, we of America cannot be so obtuse as to regard indifferently the existing conflict between the democratic and the totalitarian states of the world.

Since the very beginnings of civilization, government and education have been outstanding and dominant influences upon human character and conduct. That these influences have failed to satisfy the cravings of humanity is too obvious to require comment.

To admit the defects and failures of our American democracy is not to entertain for even a passing moment the thought of substituting for it a dictatorship of any kind. For the purposes of this hour, faith in democracy as the chief hope of a hectic and sorry world is taken for granted.

The conclusions toward which we are heading are predicated, at least in part, upon the unintelligent exercise of citizenship in America. Whether with respect to the locality, to the state, or to the nation, our total attitude to law and order is certainly not conducive to the best results from government. We may well consider whether the failures of such democratic government as we have in America are chargeable to the constituted authorities or to an unintelligent and inactive citizenship. In such a democracy as ours it is an obligation of citizenship to understand the purposes and the operations of government.

There is a hope—a chief and unfailing hope—for democracy! That hope is education! We cannot think of our debt to democracy intelligently or conclusively unless we shall have weighed well all the finer meanings and the far-reaching influences of education as a part of the democratic ideal. Here in “the blessed land of room enough,” wide disagreement prevails among students and scholars as to education.

Out of all our confusion and uncertainty, however, arises the well-grounded hope in the democratic ideal which is concerned with the education of all its people at every level, from the lowest school to the highest. A democracy fails in proportion as the people who live under it fail to live according to its tenets.

Our debt to democracy shall be paid only if we who are professionally and officially engaged in education in America shall realize and accept responsibility for leadership in the struggle of democracy for supremacy. If we are to prove worthy and able leaders in the struggle, we must possess more than mere knowledge. We must be good citizens as well as good educators.

The fact that you here are engaged in a highly specialized field of human endeavor provides no escape for you from our debt to democracy. Yours is the duty to sublimate the beauty of the human body and to develop its strength and endurance not so much for the athletic contest as for the highest ethical and civic purposes. You will assist in the payment of our debt to democracy only in proportion as you accept responsibility for leadership in education in this larger sense of the term.

ACCIDENTS AND THE NATIONAL HEALTH

HERBERT J. STACK, NATIONAL SAFETY COUNCIL, CHICAGO, ILL.

Why this sudden flurry of interest in safety education and accident prevention? Can we justify our belief that safety training must of necessity form a part of every child's education? Is physical education the proper channel thru which we should direct our efforts?

Accidents in our national life—Let me quote from some reliable statistics which have been assembled. According to National Safety Council estimates, in *Accident Facts, 1936-1937*, “the accident toll in our country during the last year approximated 105,000 deaths and over 10,000,000 injuries.” In one year, the loss of life from accidents was, therefore, about one-third of the total loss of American soldiers in all wars in which our country has been engaged, back as far as the French and Indian wars.

In view of these staggering facts the need for immediate action is only too obvious. America, like other democracies, tends to move slowly, but once awakened to its needs, it moves fast. Governors are calling conferences, legislatures are passing laws requiring the teaching of safety, new regulations are being enacted for greater safety on street and highway as well as in industries and transportation, and courts are tightening up on traffic violators.

The growing interest in safety education in our schools is, therefore, just a reflection of the widespread desire that something be done about reduc-

ing preventable accidents. The American people realize that in the long run the best solution of many of our safety problems lies in a more thorough education of all the people. They are, therefore, calling upon the schools to help.

The camel's share of the burden for organization and supervision of safety instruction has fallen on health and physical educators. The best safety programs in states and cities can be found, as a rule, under the leadership of these departments. This is to be expected, for when superintendents of schools are called upon by boards of education and by committees to promote greater safety in the schools, they have generally called upon physical education departments to organize preventive measures.

In our discussion we should keep one thing in mind. It is impossible for physical education teachers per se to carry on all safety activities. It will be best to organize the work along two fronts. *First*, to give instruction and to provide supervision in certain phases of safety—for example, in athletics, in swimming, and in the gymnasium. This is the direct work of physical education. *Second*, to organize programs and supervise activities to be carried on in other departments—for example, driver training, school patrols, home safety in household arts. In this case, physical education acts as a coordinator.

Street and highway safety—The automobile, while it has brought us convenience, pleasure, and recreation, has also brought serious accident problems—problems which require the efforts of every agency to provide solutions. It is the responsibility of the school to give and to encourage the formation of good safety habits and attitudes. Much already has been accomplished. While adult accidents have increased sharply, those of children have shown but a slight increase.

The schools should continue the work they are doing and should enlarge on certain activities. There are many states and cities without definite programs, and there is altogether too much hit-or-miss teaching of safety.

In the high-school field, the shift is from pedestrian to driver accidents. In view of this fact, motor vehicle authorities are beginning to view all young drivers with alarm. Most of the authorities have wisely decided that education should be given a trial before taking the automobile away from young people. In some states—notably New Hampshire, Delaware, Indiana, and New Jersey—driver education activities are well advanced. This work in driver education is obviously closely associated with health and physical education. Much of the subjectmatter concerns the physical condition as well as the personality of the driver, his attitudes, habits, and skills.

Drowning accidents—There is no field of safety in which results are more apparent than in the prevention of water accidents. From 1913 to 1935, according to United States Mortality Statistics, drowning accidents have steadily decreased, in spite of the fact that the use of the water for bathing and for water craft has shown a steady increase. Yet there is much that can be done to provide better and safer swimming facilities in our towns and cities.

School building accidents—In the average school building, 35 percent of the accidents occur in the gymnasium. This is of immediate concern to physical educators. Much has been said in the past few years about gymnasium accidents. Frank Lloyd, in *Safety in Physical Education in Secondary Schools*, states that many accidents are due to faulty equipment controls. Most of these conditions are to a certain degree within our control.

Athletics and recreation—From the very nature of sports and recreational activities we will always find accidents. As I observe the work of coaches and physical educators in recent years there has been a striking improvement in the attitude of coaches toward the safety of players over the attitude one or two decades ago. Yet there is much that can be done to improve the safety of boys and girls in sports today.

There are many other phases of safety that should be included in our school programs.

Health and safety are basic in the school curriculum. The sad part of the accident situation is that of the huge total of ten million accidents, at least 50 percent were entirely preventable. This does not mean just a program of traffic safety alone, but a program of well-balanced, all-round safety activities. And the job of developing this program lies in the hands of health and physical educators.

SECRETARY'S REPORT

E. D. MITCHELL, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.

The year 1937-38 has for a number of reasons been memorable in the history of our Department. Perhaps the most outstanding event was the consummation last June of our merger with the Department of Health and Physical Education, and the start of our new life as the American Association for Health and Physical Education—a department of the National Education Association.

The reorganization of our constitution and the development of new alignments of formerly existing activities has occupied the time and thought of several committees during the past twelve months. The revised constitution, prepared under the able chairmanship of C. L. Brownell, was approved by the legislative council in Atlanta, and is published in the June 1938 issue of the *Journal of Health and Physical Education*. Among the important changes made were the following:

1. The Department's name was changed to the American Association for Health, Physical Education, and Recreation—a department of the National Education Association. (The word "Recreation" was added to the title by council vote, April 1938.)

2. Three divisions—Health Education, Physical Education, and Recreation—were created to coordinate the work of the sections.

3. The chairmen of the three divisions will act as vicepresidents of the Department, and will serve as members of our Executive Committee.

4. The office of executive secretary-treasurer of the Department has been created, and the duties of this office defined. This officer will replace the former secretary-editor on the Executive Committee.

5. The basis for council representation of state associations has been changed, to allow for adequate representation of states having more than five hundred members in the Department.

Temporary division chairmen were appointed by President McCloy last summer as follows: Health Education, Mrs. Edna W. Bailey, University of California; Physical Education, F. W. Cozens, University of California at Los Angeles; and Recreation, F. S. Lloyd, New York University. These chairmen during the year have set up successfully functioning division councils. The following new division chairmen have been elected by the division councils for 1938-39: Health Education, Dorothy Nyswander, Astoria, N. Y.; Physical Education, Grover W. Mueller, public schools, Philadelphia; and Recreation, Frank S. Lloyd, New York University.

Officers were elected by the council for the coming year as follows: president, N. P. Neilson, Stanford University; president-elect, Margaret Bell, University of Michigan; member-at-large on governing board for 1938-41, C. E. Turner, Massachusetts Institute of Technology. Dr. Neilson was also selected as executive secretary-treasurer, to take office September 1, and F. W. Cozens of the University of California at Los Angeles was elected to succeed him as president for the unexpired term. E. D. Mitchell was re-appointed as editor, retiring from his secretarial duties September 1.

As many of our members know, James E. Rogers, director of the National Physical Education Service of the National Recreation Association, has since 1930 also acted as volunteer chairman of field service for our Department. Last summer, the Recreation Association asked President McCloy to release Mr. Rogers from his responsibilities in connection with our Department in order that he might be free to devote his full time to the National Physical Education Field Service. Mr. Rogers is continuing to work for physical education legislation and to assist the state associations in their work, and will also continue his news page in the *Journal of Health and Physical Education*. In appreciation for the valuable services rendered by Mr. Rogers during his connection with our group, the governing board voted to present him with a Department key.

Eight outstanding leaders in our profession were given the Honor Award of the Department this year upon the recommendation of the Honor Awards Committee under the chairmanship of John Brown, Jr., as follows: V. K. Brown, Chicago Park District; Helen W. Hazelton, Purdue University; Hiram A. Jones, New York State Education Department; Guy S. Lowman, University of Wisconsin; Thomas N. Metcalf, University of Chicago; Alfreda Moss crop, Vassar College; Josephine L. Rathbone, Teachers College, Columbia University; and Seward C. Staley, University of Illinois. The Department key was also presented to the retiring president, C. H. McCloy.

In addition to the various council actions previously noted, a number of important motions were passed at the meetings of this body in Atlanta. The minutes of these meetings have been mimeographed, and are available to all interested members of the Department.

The council also passed a motion that the rebates to state associations should be continued on the basis of twenty-five cents per new member, provided that the total membership of the state association was greater than it had been for the previous year. The selection of Atlantic City was approved as the location for the annual convention in 1941. San Francisco and Chicago had already been selected at previous meetings as the sites for the 1939 and 1940 meetings. Reports were received from the Department's many active committees.

Our annual convention at Atlanta was one of the most successful in our history. J. Lewis Cook and his local committees made every effort to see that our delegates were comfortable and contented. We also feel grateful to the Program Committee and our hard working section chairmen for their fine contribution to the success of the convention.

The growth of the Department in expanding interests has been paralleled by its rapid growth in size and strength. During the past year the membership has increased from the previous record figure of 8442 to 9406. Income from all sources increased from \$28,866.60 in 1936 to \$33,139.82 in 1937, with a profit for the year of \$1824.37, which has encouraged the Finance Committee to set up a \$35,000 budget for the coming fiscal year of 1938-39.

The past year has been an unusual one in the demands it has made upon the time and thought of our officers. Their ability, interest, and unflagging energy have brought the Department thru this strenuous period of readjustment. Special praise should go to President C. H. McCloy for his wise and tactful leadership, his efficient grasp of the details of management, and his unfailing adherence to the high objective of a unified professional organization. The American Association for Health, Physical Education, and Recreation will remember with gratitude his part during its year of reorganization.

NEW YORK CITY MEETING

In the following pages appear abstracts of the papers delivered at the meetings of the Department in connection with the annual convention of the National Education Association, New York City, June 26-30, 1938. Several of these papers and those not available for abstracting in the *Proceedings* will be published in full in the *Journal of Health and Physical Education*.

PROBLEMS IN THE PROMOTION AND ORGANIZATION OF RECREATION IN THE RURAL AREAS

ROBERT A. POLSON, DEPARTMENT OF RURAL SOCIAL ORGANIZATION, CORNELL UNIVERSITY, ITHACA, N. Y.

The traditional antipathy of rural people to recreation no longer exists as an insurmountable hurdle for the development of constructive leisure-time programs. The rural people of America are now in a receptive mood for recreational experiences, and the field lies open if there is leadership wise enough to properly guide its development. The general desire is for a very broad program that includes the many phases of recreation. The rural community has, of course, always been interested in competitive athletics, outdoor sports, and social parties. But more and more it is including in its repertoire folk art activities in music, dramatics, dancing, and handicrafts.

To meet this expansion, three major problems must be solved. First is the need for well-trained leadership—both professional leaders who will act as teachers and stimulators and volunteer leaders who will direct specific activities. Second is the need for more adequate outdoor and indoor facilities. Correlated with this is the frequent necessity for making existing facilities available to the people that need them. Third is the need for those in charge of the program to adhere to improved methods in program planning, based upon an appreciation of the community needs and interests, and to see that the public and private promotion agencies coordinate their activities to serve the rural community rather than impose themselves upon it.

THE SCHOOL AS A RECREATIONAL CENTER FOR RURAL AREAS

EDMUND DE S. BRUNNER, PROFESSOR OF RURAL AND ADULT EDUCATION, TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, N. Y.

This discussion considers as rural the open country and the "service station" villages that are the primary centers for their outlying rural territory. The recreational problems and possibilities from the school point of view differ in these two situations.

The small, open country school with one or two overworked and often inexperienced teachers, and with a small one- or two-room antique, uncomfortable building, can do little. But that little includes constructive use

of the recess period and the making of the building available for social and farm groups. In such situations county field days often help to introduce the recreational emphasis.

In open country consolidated schools and in village schools much more is possible. Drama and music work on either a credit or non-credit basis is increasing and the activities resulting make many contributions to the social life of the community. School hobby clubs are not only recreational for the children but are creating interest among the parents. Some schools have a community night on Fridays, starting with a supper and running a varied educational, recreational, and athletic program for the following three hours or more. Others content themselves by making their facilities available to responsible local organizations.

There is increasing cooperation of the schools with other agencies, especially some of the new federal organizations, in putting on a broadly recreational and cultural program. There is an amazing revival of interest in such matters all over the nation and the schools are part of the trend.

A COUNTY RECREATION COMMISSION PROGRAM

CHARLES B. CRANFORD, ASSISTANT SUPERINTENDENT, WESTCHESTER
COUNTY RECREATION COMMISSION, WHITE PLAINS, N. Y.

The Westchester Recreation Commission helps communities to help themselves, and its success lies in its ability to make organizations and activities independent of it. The program is divided into five general groups of services. They are as follows:

1. Field service to some 52 local villages, towns, and cities. Also serving some 60 to 70 small communities having only a few houses and sometimes a store or post office.
2. Administrative departments in athletics, arts and crafts, camps and outings, music, dramatics, and community centers.
3. The administration of a county center where a great variety of events are held that are of interest to people from every section of the county.
4. Cooperation with, and many times the development of, affiliated organizations such as the Arts and Crafts Guild, Chamber Music Society, Drama Association, Children's Theater Guild, Little Opera Company, and Trails Association.
5. Cooperation with other county departments and civic organizations.

Community "X"—with a population of less than 5000—developed a program. This community illustrates the procedure followed in establishing a year-round program. Community "X" first had a committee, then a legal commission which received the support of the village board, the board of education, then a lay recreation-education council was organized as an advisory body to the commission. The council contributed not only advice, but money, materials, and labor to expand the program of this small community. People are participating in the planning and execution of this program.

The County Commission helped community "X" with expert advice, training its leaders, providing camps for its children, providing a county

center where its people can enjoy meeting people from other sections of the county, by demonstrating new activities, and in numerous other ways. The following problems of recreation were emphasized:

1. Many people have a narrow conception of recreation.
2. Education and recreation must become more deeply rooted in the community.
3. We need to perform a marriage between education and recreation to provide a leisure program for youth and adults who are not in school.
4. Schools must educate for leisure as well as for labor.
5. Education and recreation must become more closely related to the community life in which they function and with workers in other community service fields.
6. Budgets can be balanced and taxes reduced by weighing qualitatively and quantitatively the public services, one against the other, and making appropriations in accordance with the value of these services to the people.
7. Qualified leaders are needed who can lead the people to the riches of human experience and can develop a program that will truly meet the needs and desires of the people.

Good recreation is good education, and good education is good recreation. I hope these two will join hands and travel together, making for rich opportunities for good living, for all people regardless of race, creed, color, age, or financial status.

FUNCTIONS OF THE HEALTH TEACHER

LILLIAN B. DAVIS, SCIENTIST AND EDUCATOR, PUBLIC SCHOOLS,
BALTIMORE, MD.

Habits are necessary but they must be controlled by a thinking individual. We should aim to develop thinking individuals who will base their behavior on scientific reasons, and will use their judgment and knowledge in living a full and happy life.

Healthful living does not consist of an accumulation of health habits, but depends upon the acceptance of intelligent reasons as guides or rules of conduct. This being true, health knowledge and health instruction must bear a large part of the responsibility for healthy living.

The classroom teacher is the most important person in the program of health education. Health teaching cannot be trusted to correlation or integration. It must have a definite time allotment. The amount of time and its distribution are two problems that need serious consideration.

There are no specific or unusual technics for health instruction. The principles and methods of general education are entirely applicable to health education. Courses of study should be organized around life experiences and not subjectmatter topics. By the completion of the elementary grades, all pupils should have received a complete, balanced, unified course of health instruction.

Good health lessons demand that the teacher possess a full, rich background of scientific information, that she provide much concrete material for the pupils, and that she provide for many kinds of learning. Knowledge in and of itself does not necessarily influence conduct. It must serve some drive before it will truly function. But knowledge is one tool in the program of

health education, and the classroom teacher has the power to make this tool sharp and polished.

FUNCTIONS OF THE NURSE—A PROBLEM IN SCHOOL HEALTH ADMINISTRATION

MARIE SWANSON, STATE SUPERVISOR OF SCHOOL NURSING, STATE EDUCATION DEPARTMENT, ALBANY, N. Y.

The initial problem of school administration in relation to provision of nursing service is still unsolved by schools attended by more than fourteen million of the twenty-six million pupils in the public elementary and high schools of the country. Fifty-four percent have no nursing service; another five million, or 19 percent, have some in name or actuality; while seven million are provided with a moderately reasonable amount of service.

Tho there is a nice unanimity of opinion as to the purpose of the nurse in the schools—in the words of the White House Conference, "To help in the avoidance of preventable diseases and the development and maintenance of healthy bodies and minds," there is more variety of opinion regarding her functions. There has been a shift of emphasis from the nurse doing things to and for the child to a real educational process of stimulating him and his parents to desire and obtain the best of health service.

Each of the many changes in social work, public health, and methods of education, while relieving the nurse of some old responsibilities, has usually brought her new and often more difficult ones requiring a better scientific background and broader preparation in the fields of health and education.

It is an administrative responsibility to choose such nurses and to ensure their continuous growth and development while in service (as the processes of change are continuous). Provision of a well-informed director to determine the "what" and "when" of the nurse's activities and of good and adequate nursing supervision to assist the nurse in improving the "how" of her methods of functioning have proven effective for this purpose.

FUNCTIONS OF THE NUTRITIONIST IN SCHOOL HEALTH ADMINISTRATION

HARRIET STONE, SUPERVISOR OF NUTRITION, NEWARK, N. J.

With the development of school health programs, the need for bringing people with specialized training into the school system became apparent. The nutritionist is one of the more recent additions to the school health staff. The importance of nutrition to health and to health protection is not a new discovery, but the recognition on the part of administrators that the schools have a definite responsibility for nutritional improvement is one of the newer concepts of education.

When schools recognize and assume responsibility for education in nutrition and for improvement in the nutritional condition of children and teachers there must be someone within the system to guide and direct efforts

to this end. The nutritionist in the public school system should be consultant, guide, and teacher in this special field for the rest of the education staff. She should be a member of the curriculum committee and should be responsible for development of curriculum materials in nutrition. She must observe and evaluate nutrition teaching on the various grade levels and must do demonstration teaching when necessary. She must be able to teach and to interpret nutritional needs to parents, teachers, principals, supervisors, school nurses, and social workers. She must lead in selection and evaluation of nutrition education materials for the use of teachers and pupils.

The nutritionist should be the consultant regarding special nutrition problems that arise in the schools. She must be alert to recognize anything that interferes with good nutrition and must make recommendations concerning them. She must help to eliminate diet fads and special health isms by presenting scientific information.

Because of the responsibilities which she is expected to carry and the contributions which she is expected to make, the nutritionist must have good training and experience in both the science of nutrition and the art of teaching. She must be primarily an educator with a scientific attitude and must have the ability to work with others in the cooperative task of promoting and protecting the health of pupils and teachers.

THE PROGRAM OF THE ASSOCIATION

MARGARET BELL, DIRECTOR, PHYSICAL EDUCATION FOR WOMEN, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.; AND PRESIDENT-ELECT OF THE ASSOCIATION

This is the first anniversary of our union. The assets of two old responsible organizations—the Department of School Health and Physical Education of the National Education Association and the American Physical Education Association—have been combined. This year's work has seemed to demonstrate that there are great advantages to be gained from this long-anticipated merger.

The history back of us is illustrious. It is fair to say that in the combined archives of our progenitors, dating back to 1885, will be found the names of the most prominent educators in these fields. But this is not the time to look backward, for we are assured of the solidity of our foundations. It is the time to look forward. Let us review our assets. The constitution states our purposes. In regard to health, physical education, and recreation, we propose to: (a) awaken and promote a wide and intelligent interest; (b) acquire and disseminate accurate information; (c) provide such means of promotion as will secure an adequate program.

The program of the Department is extensive. The publications include the periodical *Journal of Health and Physical Education*, the *Research Quarterly*, and the supplements, committee reports, and publications of the various sections.

The convention programs are a resource that is worthy of participation by every member and includes not only the two national meetings but the

district, the state, and the intrastate conferences. The organization—the machinery—is so extensive that, especially at the present time, every member should take an active interest in the development of the Health and Recreation Divisions.

From the multiple problems that are obvious now, I enlist your interest in the following. Can you help to coordinate the health organizations of your own locale? Can you promote the aims of your recreation groups? The state organization must be strengthened. The work of the district, strong as it has been, needs additional effort compatible with the increased scope of our organization. The position of the sections thruout the national, district, and state organizations must be clarified. Have you any opinion in regard to the reorganization of sections? Should the pattern be changed? Are we justified in our present arrangement? The Recreation Division needs new sections. The publications and information service will necessarily expand and take on new directions. In forming these new roads, you will play your part.

Before closing I should like to cite the immediate advantages that come to the American Association for Health, Physical Education, and Recreation as a Department of the National Education Association. The National Education Association gives us office space, light, telephone, some secretarial and mimeographing help; services of the Publicity Division at our convention, and general publicizing of the Department; as well as space in the annual *Proceedings* for report of meetings of the Department, and coordination of work with all other departments. We will probably also have valuable assistance from the Research Division and other divisions at N. E. A. headquarters.

With the appointment of our new executive secretary and present president, Dr. Neilson of Stanford University whom I am representing today, we can have every confidence that the work of our organization will progress consistently and in a manner appropriate to our ideals and objectives.

THE SCHOOL AS A COORDINATING AGENCY FOR LEISURE-TIME ACTIVITIES

HARRY A. SCOTT, PROFESSOR OF PHYSICAL EDUCATION, RICE INSTITUTE,
HOUSTON, TEXAS

The purpose of a program of leisure-time activities is no longer simply to provide recreational facilities and leadership to prevent the underprivileged youth of the community from getting into trouble. Its purpose is chiefly educational and it reaches all ages and classes of people. The activities of the program range all the way from creative discussion groups and creative art projects to vigorous team games. These activities dovetail with and supplement the activities of the school. At the same time the school curriculum serves to supplement the activities of the leisure-time program.

Due to recent changes in our economic, political, social, and educational philosophies there has been a great increase in the number and kinds of

agencies conducting leisure-time programs. In addition to the already existing institutions such as public recreation departments, public schools, churches, Y.M.C.A.'s, community centers, playgrounds, etc., the federal government now has some thirty-five bureaus, departments, or agencies actually engaged in some sort of recreational promotion. Never before has there been such an enormous national consciousness concerning the need for and the development of skills necessary to a profitable enjoyment of leisure time. Likewise, recreational facilities and equipment exist far beyond the dreams of the most enthusiastic supporter.

This mushroom growth in promotional agencies has resulted in much confusion in the field of public recreation. There is considerable duplication of effort, inexpertness of leadership, extravagance in the expenditure of funds, and other evidences of a lack of coordination. To date, there is no single organization acting to coordinate the efforts of these many promotional agencies. Such a control is imperative if the best results, both recreational and educational, are to come from the present situation.

The public school is the one existing institution in America that is qualified to coordinate the activities of these various recreational organizations. We cannot look to philanthropical, political, private, or semipublic institutions to do the job as it should be done. The public school is the chief means of social betterment. Leisure-time activities, like all other phases of the educational program, should be one of the first obligations of the school. It is a non-political, non-sectarian, and non-class institution. It is an enduring organization which will exist thruout the victories and defeats of political parties and thru periods of economic stress. The school already has the youth of the land, and, thru the youngsters, the parents—mobilized and accustomed to rely upon it for all sorts of educational activities. Thru its staff of educational and statistical experts it is familiar with the needs, including recreational, of the people in all sections of the country.

For the above reasons the American Association for Health, Physical Education, and Recreation and the National Education Association should unite to effect a plan whereby the public school would assume its rightful place in the coordination of the various recreational agencies.

THE DEVELOPMENT OF CO-RECREATIONAL ACTIVITIES

MARION G. SMITH, VASSAR COLLEGE, POUGHKEEPSIE, N. Y.

Due to the fact that in the past high-school physical education has consisted mainly of team games and developmental gymnastics, the program has seldom included activities which boys and girls could play together. In the light of presentday educational theory this policy would seem to be inadequate, for it is natural and normal for mixed play to continue thruout all the school years. Some schools and colleges are already appreciating the possibility of coeducational recreation. In one eastern woman's college the new sports building was planned with co-recreation in mind. Here sports facilities are open for students and their guests over each week-end. Dress-

ing rooms for men are provided, sports costumes may be rented, and equipment for all activities is made available to the visitors and their hostesses.

In the spring and fall the outdoor facilities are in continuous use. During the winter months the swimming pool, the squash and badminton courts, basketball, tennis, and handball courts, and the bowling alleys are popular; after these games groups frequently entertain at tea or supper in the club-room.

Not only does the individual girl come with her date, but there is an increasing tendency for groups to get together for informal games. Such games are always solely in the spirit of fun and never in the spirit of serious competition of men against women. There has been some publicity concerning the hockey games played between this college and certain eastern men's colleges. It is true that the men come up to play with a group of girls, but in no case is it anything but just a friendly group from each school getting together to play games which they enjoy. It is purely social, never varsity against varsity.

The actual carrying out of the recreational program is done by the students who are being trained to take more and more of the responsibility which was originally assumed by the physical education faculty who now help only in the planning and who are on call in case of emergency.

In such a program as this, surely the college is recognizing its fuller responsibilities to the students when it offers them, instead of denying them, access to their normal play desires.

*AMERICAN ASSOCIATION OF
SCHOOL ADMINISTRATORS*

HISTORICAL NOTE

AT THE MEETING of the *National Teachers' Association* in Harrisburg, Pennsylvania, August 1865, the state and city superintendents present decided to form an organization of their own. The new organization was called the *National Association of School Superintendents*.

In 1870 the *National Association of School Superintendents* became one of the four original departments of the *National Educational Association*. Under the act of incorporation passed by Congress in 1907, it was called the *Department of Superintendents of the National Education Association*. In 1921 the Department was reorganized with a full-time executive secretary at Washington headquarters.

At the New Orleans convention in February 1937, the Department adopted a revised constitution and bylaws changing the name to the *American Association of School Administrators*, a Department of the *National Education Association*. It meets annually during the last week in February. A yearbook and an official report of its annual convention are its principal publications. The annual dues, \$5, are payable to the executive secretary.

The officers of this Department for the year 1938-39 are: PRESIDENT, John A. Sexson, Superintendent of Schools, Pasadena, Calif.; FIRST VICEPRESIDENT, Charles B. Glenn, Superintendent of Schools, Birmingham, Ala.; SECOND VICEPRESIDENT, Paul T. Rankin, Supervising Director, Research and Informational Service, Public Schools, Detroit, Mich.; EXECUTIVE SECRETARY, Sherwood D. Shankland, 1201 Sixteenth Street, N. W., Washington, D. C.; EXECUTIVE COMMITTEE: Ben G. Graham, Superintendent of Schools, Pittsburgh, Pa. (term expires 1939); J. C. Cochran, Superintendent of Schools, San Antonio, Texas (term expires 1940); Jesse H. Mason, Superintendent of Schools, Canton, Ohio (term expires 1941); J. W. Ramsey, Superintendent of Schools, Fort Smith, Ark. (term expires 1942); president, first vicepresident, and second vicepresident, *ex officio*.

Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1870:151	1885:160-191	1900:183-296	1914:133-292	1928:655-830
1871:211-228	1886:333-350	1901:189-348	1915:253-526	1929:643-802
1872:245-284	1887:509-538	1902:151-305	1916:895-1100	1930:607-770
1873:244-270	1888:513-544	1903:139-300	1917:661-846	1931:645-800
1874:297	1889:611-614	1904:173-332	1918:473-684	1932:543-678
1875:189-190	1890:365-542	1905:155-270	1919:483-674	1933:551-680
1876:291-292	1891:379-526	1906: 29-214	1920:407-536	1934:535-672
1877:253-261	1892:559-744	1907:145-328	1921:679-850	1935:499-626
1879:223	1894:252-592	1908:129-312	1922:1295-1464	1936:399-521
1880:235-236	1895:213-429	1909:159-330	1923:881-1024	1937:447-566
1881:252-281	1896:231-392	1910:143-306	1924:803-962	
1882:205	1897:195-316	1911:161-330	1925:633-862	
1883:131	1898:303-488	1912:329-498	1926:665-838	
1884:283-292	1899:251-379	1913: 99-354	1927:697-872	

SATURDAY AFTERNOON, FEBRUARY 26, 1938

CEREMONIAL OPENING OF THE EXHIBITS

CHARLES B. GLENN, SUPERINTENDENT OF SCHOOLS, BIRMINGHAM, ALA.;
PRESIDENT, AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS, *Presiding*

PRESIDENT GLENN: No single feature of our annual convention is of more interest or of greater benefit than this splendid exhibit of every type of school equipment and classroom tool. It is made possible thru the joint responsibility of the American Association of School Administrators and the National Education Association and the splendid cooperation of the Associated Exhibitors and individual firms. We take this occasion to acknowledge for the Association our indebtedness to all who have helped to make it possible.

It now gives me pleasure to introduce Major William F. Casey, commissioner of public works of Atlantic City, who will speak in behalf of Atlantic City; and Earle F. Opie of Chicago Heights, Illinois, president of the Associated Exhibitors, who will respond in our behalf.

MAJOR CASEY: President Glenn, I extend to you and to the members of the American Association of School Administrators, the freedom of our city and a welcome from all the citizens of Atlantic City; justly noted, we boast as the center of American health, recreation, and hospitality. We hope that your sojourn with us will produce in each and every one of your members health, happiness, and goodwill, and that your deliberations will result in progress toward the solution of the youth problem of the world.

Mindful as I am of the necessity and advantages of thoro education of the young, may I humbly suggest that following education there is a sudden neglect of civilization's duty to provide useful occupation for those whose minds and bodies we have spent so much money and effort to train, and if we fail to solve that problem we must all realize that in many instances education will make more acute the dangers of idleness and misdirected activity in the young. It may not be the province of your Association to probe beyond the needs of education and yet I cannot help but feel that you must lead the industrial world to find a way to employ the young.

Again may I welcome you on behalf of this great city, and as a symbol of our hospitality I extend to your chairman the key to the city.

MR. OPIE: Coming East on a plane the other day we developed engine trouble one hundred miles out of Chicago. We returned to Chicago, switched planes as easily as we might have traded horses, and arrived at the Newark airport five hours after our original starting time from Chicago.

Changing times and conditions are much like the man who felt he needed more accident insurance. He visited an insurance agent's office to make application, and the agent asked if he drove a car. He said no, and the agent asked if he flew. He replied that he did not, and the agent said: "I am sorry, sir, but we don't insure pedestrians anymore."

It is truly a long cry from the old horse and buggy days and we are a long way from the so-called three R's. Just as the streamlined trains and modern airplanes have kept abreast of transportation needs, the publishers and manufacturers of school supplies and equipment have likewise kept pace with the requirements of education.

The commercial exhibits at this meeting are no longer a mere display of commodities. They go back to a manufacturing department where educational thinking—research—and precision of manufacture result in the development of materials attuned to the latest advances made in best thinking on educational policies, procedures, and curriculums. Today, it is a case of the manufacturer thinking educationally and joining hands with the educator to provide the finest educational equipment and supplies—educational tools to meet better the educational needs for which they are intended. We have been living the last few years in an era where price has been too often the determining factor. You as educators and we as manufacturers must work together in the production and selection of products that best fit the needs of the schools. More than the dollar saving must be considered.

The exhibits this year are a long cry from those of even a few years ago. I feel and believe that you will agree that the exhibits this year are beyond any question of doubt the finest educational display ever shown anywhere. They are beautiful and they are very much worthwhile. We want to help you school administrators take back to your schools and to your boards of education information and ideas that will constitute savings to be made thru more helpful, instructive teaching equipment which will make your work and that of your teachers more valuable to your community. The expense of your trip here can be justified thru information and ideas that you gain from these commercial exhibits, to say nothing of the many other fine things you will get from the convention proper.

We know and appreciate that the American Association of School Administrators feels keenly the value of educational exhibits to the extent that last year an official Exhibit Committee was inaugurated to help coordinate the needs and interests of educators and exhibitors. This Committee, consisting of Ben G. Graham, superintendent of schools, Pittsburgh; Phil Hickey, secretary of the Board of Education, St. Louis; and Chairman Homer Anderson, superintendent of schools, Omaha, Nebraska, has done a splendid job. On behalf of the Exhibitors Association I extend sincere thanks to this Committee and to this Association for your support and friendly cooperation.

It is a real joy to every exhibitor to see old friends here, and we hope you will budget a large portion of your time in Atlantic City to visiting the exhibits. If you have problems or if there is anything we can help you with in connection with our materials, we assure you it will be a pleasure to do so.

GENERAL SESSION—VESPER SERVICE
SUNDAY AFTERNOON, FEBRUARY 27, 1938

TRUTH AND POETRY

WILLIAM LYON PHELPS, YALE UNIVERSITY, NEW HAVEN, CONN.

I consider it a very great honor to speak before such an audience as this and on such an occasion, and it gives me particular pleasure to speak on a subject very close to my own heart—"Truth and Poetry."

I may point out at the start that there is a great deal more truth in poetry than there is in science or, for that matter, history or biography. Of course, it would be ridiculous for me, a university man all my life, to say anything in any way slighting or superficially derogatory to science. I believe in the equal dignity of all studies from the educational point of view. Sanskrit is just as important as Socialism.

But, the point that I make is that truth is more in poetry and music and in works of literature and in the fine arts than it is in science, and that is a statement, of course, that I can prove. Whenever you buy any work of science, it is necessary to buy the latest edition. That is all that need be said! No matter how important the scientific discoveries may be, no matter how important the scientific works may be, as a rule, a work on science so often remains valuable like an almanac—valuable for that particular year! Because if anyone should attempt to teach even to a group of boys and girls a work on science that was published by the most distinguished authority in the world in 1880 or 1890, the boys and girls would laugh at him. Whereas, in works of poetry, it is always the earliest edition that is the most valuable—*always*—which means, of course, that the truth in works of poetry remains true. Great works of poetry are always contemporary, no matter what year they may be read or studied.

Charles Darwin was one of the greatest geniuses in science who ever lived and I select him on purpose because everyone justly has so much respect for his genius, and those who knew him say his character was as modest and beautiful as his scientific works were important. But once he was asked this question, "Mr. Darwin, do you believe a certain novel [which was mentioned] is true to life?" His reply was: "I don't know whether it is. I just read a novel to go to sleep at night." But if he had lived on, he would have had to revise every chapter he ever wrote whereas Charles Dickens wrote fiction that would not have to have a single page changed, because the works of literature, like the works of music, are founded upon the emotions and thoughts of humanity, the instincts of humanity, which always remain the same. Human nature in its instincts has never changed—will never change! What we all hope for the future is that people will gradually get control of their instincts because a good definition of civilization is control of instincts.

Once I was talking to George W. Russell, the greatest Irish personality of the twentieth century, and I make that statement advisedly because

Ireland has produced so many men of genius in the twentieth century—John M. Synge, Bernard Shaw, St. John Ervine, Lady Gregory, W. B. Yeats, and many others. Altho George W. Russell, who always signed his writings by the two vowels "A.E.," was not so great a poet as Yeats or so great a painter as some other people, he was the greatest personality of them all. I had what I call a long talk with him once. He came to my house and talked from ten o'clock in the morning until eleven at night, and he was the only person I could have listened to with eagerness for so long a time. I, of course, fed him. He ate two copious meals, talking all the time. He had that soft Irish voice that seems to come from the mists and fogs of his native land. Bernard Shaw, you know, says we have an athletic expression. Well, while it has its defects in sound, it has its merits in audibility! But, as I said, he had a soft Irish voice, which was further softened by an enormous beard so that his voice came sifting thru those whiskers. His voice was further softened by floods and floods of tobacco smoke. As I listened, as if consulting the Delphian oracle, I heard his soft Irish voice come sifting thru his beard, emerging from the smoke, and certainly I got more from him than the Greeks got from their oracles. Nobody could be near the man without realizing he was a saint and nobody could be near him without feeling his profound spirituality. You felt his communication with divine power. He made this remark, among others: "Narrative poetry, no matter how good it may be, is second-rate because it is always on one plane. The only great poetry is the poetry of transfiguration."

Well now, narrative poetry—I am speaking to an audience interested in education—is, of course, the right poetry to bring boys and girls up on. Get them excited about narrative poetry and they will love it, not for its poetic value but for its story; unconsciously they will learn the magic of words and the loveliness of rhythm.

When I was ten years old, we had to recite a piece in school for declamation exercises—torture for the teachers, it must have been, but delightful for us. I remember reciting one morning:

Lars Porsena of Clusium
By the Nine Gods he swore
That the great house of Tarquin
Should suffer wrong no more.
By the Nine Gods he swore it,
And named a trysting day,
And bade his messengers ride forth,
East and west and south and north,
To summon his array.

I will spare you the following eighty-six stanzas! Now, that is ripping, you know. There is a martial splendor about it. Altho all of us should all our lives continuously grow in intellectual attainment, altho we should steadily advance intellectually and get more pleasure from higher things, still, if we have the right kind of temperament, the right kind of heart, we should never lose the love of simple things.

The fact that I would rather hear a competent symphony orchestra play Beethoven than anything else does not prevent me from loving a brass band,

and drum and fife corps. I mean the secret of life is to grow steadily in intellectual attainment while preserving a golden mien—a mature mind and the heart of a child. When one does, he continually loves simple sentiment, simple things, while progressing to higher and higher things. So I am delighted that when I was a boy I learned all those ripping pieces—Walter Scott's works, Longfellow's *Evangeline* and many others, which are second-rate but which developed my mind so that later I could appreciate something higher.

Now then, you know the words "soothsayer" and "clairvoyant" have sunk in meaning. Any person today who has any brains at all knows that a soothsayer is a fraud. Any person who has any reasonable intelligence knows that a clairvoyant is a fraud. *Soothsayer* means truth-speaker; *clairvoyant* means ability to see into the future. As a matter of fact, every soothsayer is a professional liar and every professional clairvoyant is suffering from myopia—he not only cannot see into the future but only so far as the money in the hand of the idiot that consults him. The fact that so many soothsayers and clairvoyants make a good living is a sad reflection on the intelligence of humanity. Are there any real soothsayers and clairvoyants? Yes—they are the great poets. The great poets tell us about the deepest truths in human nature, the greatest things in human life, things that remain forever true. They tell us about the darkest places in our own hearts; they tell us about the highest places. They tell us about the faint dawn of ambition, the faint motive that precedes action. That is their occupation and the greater they are, the more profound is their truth.

I will give you an illustration of how very inferior science is to poetry when it deals with poetry. When I was a boy in high school, our teacher, who was a great scholar, told us that there was not "any such person as Homer," and that the *Iliad* and the *Odyssey* were "synthetic poems drawn from a variety of sources." That was the application of scientific research to the *Iliad* and the *Odyssey*. But, any scholar who said that today would be laughed at. They have now found out they were all wrong, those editions of 1880. Now they have discovered that Homer did live, that there was a man Homer, and that he did write the *Iliad* and the *Odyssey*, or most of it, and meanwhile we had the poetry, you know—whoever wrote it!

When I was teaching at Harvard—and I taught one year at Harvard and forty-one at Yale, which I regard as an equitable distribution of my time—I went up for new experiences—and got them. Learned a great deal! Fine boys! I taught them way back in the early nineties. There was a student who wrote a theme, and in the margin of the paper he wrote, "I have entirely given up belief in human religion." I was not entirely shocked. I had heard that from a lot of others, altho I still had not given up my belief in it. He said he had given up his belief in human religion because all four gospels were written four hundred years after Christ lived and were, therefore, untrustworthy. He believed that because a great many scientific people told him so, not the people who read the new testament and profited by it spiritually but the scientific, research scholars. What a

pity for that boy to lose his religion—and in the meantime we had the gospels, you know. I could go on but I will not, because you know it is a tragic thing. There are things science should not meddle with—poetry, music, the fine arts, and literature. One of the most popular books now selling in America, heading the list of the non-fiction books, has a sentence in it, “Religion should keep its mouth shut in the presence of biology.” Very nice—but I would turn that right around!

Now, what do they mean by transfiguration? You and I envy people who know the voices of all the singing birds so if they hear them in the early dawn, or in the deep wood, they know the name of the bird. I know a good many but not all. But, there is something much greater than that. There is a poet down in Mississippi whose name is William Alexander Percy. He said the highest poetry is poetry of transfiguration. He did not give any illustrations but I can supply those because I know what he meant. Transfiguration is when you take some simple object or simple idea or phrase or some thought and transfigure it by the power of poetic genius into a universal idea, into a much loftier idea, and in that moment you rise from the plane of narrative poetry.

I have always wondered why the birds go South. At my home, in New England, when I play golf in October and November, I see the birds getting ready to go South, and I always wonder why they do not string along like my friends do, in January, February, and March. I suppose a lot of them were born in New England last spring and have made no reservations so that the fathers and mothers and aunts take them along. If that is not the reason, it ought to be! But, there is still something else more remarkable than that. Why do some of them not go at all? I would give anything, up in New England where I live, to walk out in the fields in February and see a single robin or meadowlark; I would give anything if I could go up to that bird and say, “Why didn’t you go South when all the family went—or was that perhaps the reason?” When I see a bird like that, I am curious why that bird did not go South. Let us see how the poet transfigured the loneliness of that bird:

I heard a bird at break of day
Sing from the autumn trees
A song so mystical and calm,
So full of certainties,
No man, I think, could listen long
Except upon his knees.
Yet this was but a simple bird,
Alone, among dead trees.

That is the whole poem. The poet saw this bird singing in the leafless trees of autumn and instead of being lonely and homesick for his companions, there was this thrilling music of triumph, of certainty—the music that suggests we are all surrounded by eternal mystery.

Now, let us see how the American poet Longfellow transfigured a common sight. There is no sight more familiar than a mother calling a child from his playthings and telling him that it is bedtime. No healthy child

ever wants to go to bed. Almost all healthy children have to be put to bed and the people who say childhood is the happiest time because somebody looks out for the child, are very stupid. When a child is sleepy, somebody puts him to bed—but when a child is *not* sleepy, somebody puts him to bed. I would rather have a few worries and go to bed when I like!

Now, this sight that is so familiar to you—a mother saying: “It is bed-time, leave your playthings,” and the child looking back at them as he goes off to bed—let us see how Longfellow transfigured that.

As a fond mother, when the day is o'er,
Leads by the hand her little child to
bed.
Half willing, half reluctant to be led,
And leave his broken playthings on
the floor,
Still gazing at them thru the open
door,
Nor wholly reassured and comforted
By promises of others in their stead,
Which, tho more splendid, may
not please him more;
So Nature deals with us, and takes
away
Our playthings one by one, and by
the hand
Leads us to rest so gently, that we
go
Scarce knowing if we wish to go or
stay,
Being too full of sleep to understand
How far the unknown transcends
the what we know.

In the simple picture of a mother and child, Longfellow shows us the great issues of life and death.

There is not a single person in this room—the musicians who have entertained, the people on the platform, the people in the gallery—who has not had at some time this emotion, an almost intolerable longing to escape. I do not mean merely to escape from the ordinary bonds of the day's duties and troubles but the bonds that flesh puts on spirit. When Faust sat in the moonlight at his desk, looked out and had that almost intolerable longing, he merely explained what the psalmist expressed: “Oh, that I had the wings of a dove that I might fly away.” There is nothing so much a contrast in the whole world than is in the head of every person I now see in this audience—the veto of the flesh and the terrific range of the spirit. You see, when I just say the word “sudden,” you travel ninety-one hundred miles, and yet there is not a person in the room who can jump six feet into the air. Now, that longing which people have is simply the thirst of the mind that can be satisfied only in eternity. That is expressed in a familiar phrase that we often say half smilingly or as a joke—“over the hills and far away.” But if you stop and think what that phrase means! Henley, the English poet,

was a cripple and, of course, he had that feeling stronger than most of us. This is what he transfigured:

Where forlorn sunsets flare and fade
On desolate sea and lonely sand,
Out of the silence and the shade
What is the voice of strange command
Calling you still, as friend calls friend
With love that cannot brook delay,
To rise and follow the ways that wend
Over the hills and far away?
Hark in the city, street on street
A roaring reach of death and life,
Of vortices that clash and fleet
And ruin in appointed strife,
Hark to it calling, calling clear,
Calling until you cannot stay
From dearer things than your own most dear
Over the hills and far away.
Out of the sound of the ebb-and-flow,
Out of the sight of lamp and star,
It calls you where the good winds blow,
And the unchanging meadows are:
From faded hopes and hopes a gleam,
It calls you, calls you night and day
Beyond the dark into the dream
Over the hills and far away.

That is a universal feeling in the mind, transfigured by the poet because just as the alchemists—they were the frauds of the Middle Ages, just as prophets are now—professed to take base metals and transfigure them into gold, so the prophets take base ideas and transmute them. Three-fourths of Wordsworth's poetry is uninspired, not worth reading, but the other fourth is good enough to shake the whole world. Wordsworth wrote a poem—*Intimations of Immortality from Recollections of Early Childhood*. He suggested in this poem that not only do we at death go into an eternity that is so much greater than this life that, as Saint Paul said, we cannot even conceive of it, but he suggested also that we come into this world from an eternity, so that our human life here is a strange interlude between two eternities. I think the first part of this is more imaginative; the second part, more real, perhaps. Our human life from the age of one to eighty years might be represented by this desk, and all at the left hand, the eternity from whence the child comes, and all to the right, the eternity whence we must go. There is nothing more beautiful than a child—its wonderful eyes and hair, its radiant skin, the loveliness of its innocence. The child is the only true democrat. The child will put his hand into the hand of a murderer, the hand of the poor, and the hand of the rich. Wordsworth says the reason for that is because the child still reflects the glory of the climate whence it came.

Take a very simple matter, for example. I was down in Georgia playing golf in January. When I went home to New England, I carried a tan and anybody who looked at me could see I had been in another climate. When

Nicodemus talked to our Lord, he said, "We know Thou art a teacher come from God." Just as we know a Scotchman when he speaks, from his accent, our Lord had a tone of authority, a tone of another world. Now, the children have that loveliness, that reflection of the climate from whence they came, and Wordsworth says it is a great pity that, in a world like this, we have to come in contact with vulgarity and hardness and so many trivial and mundane words you cannot help hearing. For instance, no matter where you live, no matter how clean that part of the city, if you do not wash—you do not have to go and look for the dirt—you become dirty by the air you breathe. That is the climate of the air we breathe. I sometimes look at a child and say, "What a pity that child grows up and learns bad words—as every priest and teacher realizes—and all these uglinesses and horrors!" "And yet," said Wordsworth, and this is why it affects us, "there are moments in our lives in maturity"—he called it "inland," meaning halfway between the two seas of eternity—"when we get some glimpse of shining eternity and hear the divine whisper." This is the way he expressed it. I will not quote the whole poem. He showed how first as children we reflect the shining eternity whence we came and then as we grow older, we lose that.

There was a time when meadow, grove, and stream,
The earth, and every common sight,
To me did seem
Apparelled in celestial light,
The glory and the freshness of a dream.
It is not now as it hath been of yore;—
Turn wheresoe'er I may,
By night or day,
The things which I have seen I now can see no more.
The Rainbow comes and goes,
And lovely is the Rose,
The Moon doth with delight
Look round her when the heavens are bare;
Waters on a starry night
Are beautiful and fair;
The sunshine is a glorious birth;
But yet I know, where'er I go,
That there hath passed away a glory from the earth.

Our birth is but a sleep and a forgetting:
The Soul that rises with us, our life's Star,
Hath had elsewhere its setting,
And cometh from afar:
Not in entire forgetfulness,
And not in utter nakedness,
But trailing clouds of glory do we come
From God, who is our home:
Heaven lies about us in our infancy!
Shades of the prison-house begin to close
Upon the growing Boy.

All you educators know perhaps the most appalling descent into vulgarity is between a little child and a boy of fourteen. Wordsworth said, as we go

on in life just as vulgarity is part of all of us, and everyone of us knows it is true, there are moments when you have an elevation—maybe at a funeral, maybe in church, maybe in listening to music, maybe looking at snowcapped mountains or the stars, or nothing at all! But, the point is, do not close the eyes to those divine visions, do not shut the ears to those divine whispers, because those are the proofs that we are something more than animals, that we are made for eternity. Nearly all our time is made up making a living; as Browning said, most of the time we live in C major. We can only occasionally live in F Minor where Bach wrote his great “Fugue” or in D Minor where Beethoven wrote the “Ninth Symphony.” Let us see what Wordsworth said. After admitting we become more vulgar, he then said:

Though inland far we be,
[we may be forty-five or fifty or sixty]
Our Souls have sight of that immortal sea
Which brought us hither,
Can in a moment travel thither,
And see the Children sport upon the shore,
And hear the mighty waters rolling evermore.

Now, if I asked every person in this audience to write a list of the four greatest poets, everyone would put Homer down, and you would be right, but I wish more people studied Homer. I am very glad I studied Greek when I was young but, you know, there are plenty of good translations. Why is Homer so great? Homer lived about a thousand years before Christ and wrote two poems about the Trojan War, a war between all the Greeks and the city of Troy, and that War was fought for a woman, and the surprising thing was every soldier knew exactly what he was fighting for! That has never happened since! Paris spent a week at the palace of Menelaus and ran away with the wife of Menelaus. That was not right but he did it, and the Greeks camped outside the walls of Troy until they took the town, not by force but by a trick of Ulysses, for which I never forgave him, for I am always pro-Troy.

Now, why is Homer so great? I read a great many novels where they try to persuade me the heroine is beautiful and after they describe her, I feel I do not care to meet her. Homer leads us to believe his heroine is beautiful but he never describes her. How does he do it? A lot of old silver-tops are sitting around sunning their old bones. One of them exclaims, “It’s a miserable shame this war goes on. The woman’s no good. We ought to pack her up and send her back.” They agree, “That’s right!” Suddenly Helen comes out. This fellow glances up, takes one look and says, “*This war is going on!*” You do not need to know anything more about the beauty of Helen than that, if one sight of her could warm up those old bones so that he was all for war. That is the way Homer did it.

Just one more illustration. Altho Homer was a Greek, he made the best man on either side the Prince of Troy. That is contrary to the method of the modern story. Do you suppose a French scholar and a German scholar, both lovers of the truth, would write exactly the same way about the World

War! I often think in our regular professional biographies should appear what you see in every murder story—"Every character in this book is fictitious!" But, Homer made the enemy have the best man.

If Hector were alive today, he would be the most popular man at this convention. He would be the most popular undergraduate at Harvard, Tulane, or Duke, or in Tokyo or South Africa or Canada. People say that morals have changed. No, they have not. A gentleman has always been a gentleman since the dawn of his dream. Hector was big and brave and noble and splendid, but considerate and kind and fine. He came to say goodbye to his wife. He was a splendid looking fellow with all his armor, and he had a plume on top of his helmet. His wife Andromache was standing there with their little five-year-old boy. She said, "Hector, you must not leave me. If you go out there, you'll be killed in battle." And, Hector said, "My dear wife, I love you more than anything else in the whole world but, my dear, I am a captain of the Trojan army. The boys are out there waiting. You know I must go. You know I have to go. And, I have not told you the worst. I know we are going to lose the war. We cannot win. But, that doesn't make any difference about my duty. I have to fight just the same." Then he stooped over to kiss his boy and the horse-hair plume touched the boy's face and he cried, and altho the father and mother felt so terrible, they laughed—and we hear that laughter across thirty centuries.

Then Hector took up that five-year-old boy and felt what every father who has ever lived or ever will live has felt, feels, and will feel, when he said, "I hope the time will come when people say: 'Yes, Hector was a great fellow but the real genius of the family was his son. His son was the real hero of the family.' " Because just as every teacher likes to be surpassed by his pupils so the father wanted to be surpassed by his son. That was the transfiguration he gives a single incident.

Finally, one very, very short poem. Francis Thompson, who died in 1907, was most dreadfully poor. He was so poor that he slept on the embankments of London at night; had no address. He was a vagabond, but a genius. When he died, this little poem was found among his papers, and this is the purest case of transfiguration I know. He meant that you do not have to have a revelation from the sky, that you do not have to believe anything extraordinary—we are surrounded all the time by spiritual manifestations.

O world invisible, we view thee,
O world intangible, we touch thee,
O world unknowable, we know thee,
Inapprehensible, we clutch thee!
Does the fish soar to find the ocean,
The eagle plunge to find the air—
That we ask of the stars in motion
If they have rumor of thee there?
Not where the wheeling systems darken,
And our benumbed conceiving soars!—
The drift of pinions, would we hearken,
Beat at our own clay-shuttered doors.

The angels keep their ancient places;—
Turn but a stone and start a wing!
'Tis ye, 'tis your estranged faces,
That miss the many-splendoured thing.
But when so sad thou canst not sadder
Cry;—and upon thy so sore loss
Shall shine the traffic of Jacob's ladder
Pitched betwixt Heaven and Charing Cross.
Yes, in the night, my Soul, my daughter,
Cry,—clinging Heaven by the hems;
And lo, Christ walking on the water
Not of Gennesareth, but Thames!

GENERAL SESSION
MONDAY MORNING, FEBRUARY 28, 1938

PRESENTATION OF GAVEL

ARTHUR S. CHENOWETH, SUPERINTENDENT OF SCHOOLS,
ATLANTIC CITY, N. J.

For a number of years at the annual meeting of the Department of Superintendence it has been the custom for the host superintendent to present to the president of the Department a block and gavel. This year, since the Association is meeting for the first time under its new name—the American Association of School Administrators—we in Atlantic City wish to vary the tradition to some extent and to present, instead of merely the traditional block and gavel, a perpetual block and gavel for the American Association of School Administrators. The gavel has been donated by Harry H. Young, the secretary and business manager of our Board of Education, and the block is made of wood from the Panama Canal Zone. The case for the block and gavel is Philippine mahogany inlaid with woods from fifteen states.

In presenting a permanent block and gavel to the Association, assuming that Dr. Glenn and his successors are willing to accept our offer, we are depriving Dr. Glenn of a souvenir; therefore, we wish to present him something that will be his very own. It was impossible for us in Atlantic City to do anything that would be in any way adequate, so we called upon friends of Dr. Glenn all over the country, and they have responded. The chest, which we have built for Dr. Glenn in our Boys Vocational School, is made of materials from each one of the forty-eight states in the United States, from the District of Columbia, from Canada, and from Hawaii. The materials have been combined into a unique and, I hope you will agree with me, a beautiful chest. I understand that it will be on display during the convention and I trust that many of you will have an opportunity to examine it. It is filled with interesting materials. Many of them have

historical significance, and there is a book to explain in detail each contribution.

It is filled, also—filled to overflowing—with the very best wishes of all of us in Atlantic City and I present it now to Dr. Glenn in the hope that he will always remember this convention in Atlantic City with pleasure and pride. And now, Dr. Glenn, I have also the honor to hand to you the official gavel of the American Association of School Administrators.

PRESIDENT GLENN: I accept on behalf of the Association this symbol of authority. It may be needed during this convention. Since it is to be not a personal gift but a perpetual gavel, I am interested to see that it is made a stout and heavy one.

This personal tribute from Atlantic City, this unique gift, means to me more than I can express. All of us have known that cordiality and hospitality were not the possession of any one section of this land; they belong to all sections. Mr. Chenoweth, I am deeply appreciative and shall treasure always this evidence of your kind thoughts.

I trust all in this group enjoyed the vesper service yesterday afternoon. That program seemed to your Executive Committee very happily balanced, even beginning with the invocation which, thru custom, sometimes passes as merely formal words unnoticed. Yesterday the invocation seemed to us exceptionally fitting and fine; the music, the quintet of harps, angelic in sound, performed by angels—I am sorry all you men were not here to see how attractive those performers were—the beautiful vocal selections rendered by the Westminster Choir; the fine inspirational address of Dr. Phelps; and, if you please, the conclusion, the part that you contributed to the program when you joined with the choir so lustily and with so much feeling in singing “The Battle Hymn of the Republic”—seemed to us, as I say, a very happily balanced program.

THE CHALLENGE TO COMPLACENCY

ALEXANDER J. STODDARD, SUPERINTENDENT OF SCHOOLS, DENVER, COLO.;
AND CHAIRMAN, EDUCATIONAL POLICIES COMMISSION

PRESIDENT GLENN: The spiritual theme yesterday has launched us today on this initial professional program. It is well known to you that the Educational Policies Commission has thru the months and years of its existence led the way and assisted us in our thinking. We have come to lean heavily upon it. When we look for guidance, we are glad to look toward this Commission. Its reports have been widely circulated. It promises much service for the future.

It would, therefore, seem most appropriate that the initial speaker on our professional program today should be the chairman of the Educational Policies Commission. It is my pleasure at this time to present Alexander J. Stoddard.

MR. STODDARD: The desire for progress is intrinsic in the culture of our people. The willingness to undergo change, if by so doing conditions might be

improved, has been the social motif in the life of our nation since its foundations were laid more than three centuries ago. Despite the fact that, like our New England forefathers, we have often been very reluctant to give up certain of our cherished traditions, on the whole America has been built and preserved thru the years by men and women who were willing to turn their backs upon the old and to dare the new and the unknown.

But the mind of man did not always seek new worlds to conquer. There were times long ago, we are told, when human civilization remained static for thousands of years at a stretch, when generation followed generation in dreary repetition like the monotonous succession of day and night on the silent wastes of a changeless desert. And just as an offspring will often revert in some of his characteristics to ancestral traits hundreds or even thousands of years old, there are those in our own midst who by their reaction or lack of reaction toward progress emulate their forbears of the centuries long ago.

Complacency is one of the most baffling and challenging of all human traits or attitudes. Any of us may be susceptible to it under certain conditions. Those who have never been ill have difficulty in responding to appeals for assistance by a hospital; those who have never been on a dole or who never received work relief cannot quite understand an overwhelming majority in a great election; and, as Emile Zola's friend remarked, those whose comfortable condition in life is reflected in an enlarging girth often cannot see what is happening on the earth below.

Complacency is also a way of retreat, a smug excuse for justifying inactivity, a self-satisfying alibi for lack of concern about many of the problems of life. There are the poor. We are told they will always be with us. Then why worry about them? What an opportunity the poor offer to those who seek to convince themselves of their own unselfishness! So, far too often we preserve medieval concepts and maintain an order which invests us with the glittering regalia that accompanies complacent charity.

Or, we say, civilization is only skin deep, and, therefore, war is but the expression of our real natures after all, so why try to prevent it? What would a world be in which the brotherhood of man were a living reality? What would such a world offer to the complacent adherents of the philosophy of the survival of the fittest? To those whose place in society is cemented only by ancestral mementos of ancient battlefields? To those who flee from the baffling problem of the crusade for peace, to bask in the glow of the glorious names that mark their lineage from warriors of other days?

Or, we say, man has gone only a little way along the difficult path of self-government and cannot succeed anyhow, so what is the sense of resisting the inevitable triumph of dictatorship in the world? What about the unconscious onslaught against democracy waged by those who find complacent shelter in the philosophy "Might Makes Right"? The eternal struggle to maintain the sovereignty of a people is not one in which complacent indolence is likely to join. Dictatorship is always a pathetic form of hiding heads in the sand!

Or, human beings are born to be different anyhow some with high intelligence quotients, some low, some to rule, and others to draw the water

and hew the wood, so why worry about improving the lot of the common man? Educate those who are capable of receiving an education—such is the argument of the complacent heirs of an educational tradition which regarded yesterday's glittering accomplishments in the field of foreign languages and art as the only real marks of culture.

Or, movements and reforms in education come and go like the passing seasons, and yet the schools go plodding along with their mass instruction and formal curriculum, seemingly unaware that society is rushing madly on, so why worry about the rantings of the frontier thinkers? And then there is the old alibi that the schools are unable to contribute to social progress anyhow because the teachers are too frail to participate in the hurly-burly of life. It is an old story, this temptation to be complacent, to hide one's talent because it might be lost by trying to double it.

Let us turn to a consideration of some of the many specific relationships of complacency to education. In the first place, the discussion is presented within some areas of education that have been and are the subject of particular study by the Educational Policies Commission, which, along with several other lay and professional groups, has been attempting to challenge widespread complacency in reference to problems within these areas. The second part of the discussion will deal with the more important lessons of the depression and will make some proposals as a challenge to that complacency already developing in reference to these lessons that should have been learned more certainly and effectively.

Two years ago, the National Education Association and the American Association of School Administrators (then the Department of Superintendence) established the Educational Policies Commission. This Commission was conceived as an educational agency whose function it would be to take a comprehensive view of American life, with all the sociological, economic, and ethnic factors involved, and to determine the essential functions of education as well as the manner in which these functions could best be discharged. In other words, the Commission was to seek on our behalf, not only to determine the best educational procedures and bring together from all possible sources the best information available from all other agencies, but also to present those procedures and this information to the profession and the public in such a way as possibly to bring about their acceptance and incorporation into actual practise.

Already advance has been made on several fronts. The most urgent need appeared to be to define the functions of education in a democratic society. With the multiplication of governmental services there developed a widespread attempt to reduce education to a status equivalent merely to that of the many other agencies thru which the functions of organized society are discharged. The Commission met this attack with a pronouncement involving Charles A. Beard's brilliant and effective analysis of the nature and obligations of education in our national life. This publication has rallied powerful support both within and without the profession. The demand was made that the schools be accorded freedom from partisan politics and other special-interest controls in order that they might make real in the lives of

all, and not a particular part of the people, the purposes, and promises of the American democracy.

It was decided that the next cornerstone needed in a complete structure of educational policy was a restatement of educational objectives in terms of the democratic philosophy of life. The Commission was not satisfied with existing statements of objectives, many of which could apply with equal force in other countries of the world where the mind of man is not free. Thru many meetings in different sections of the country and conferences with educational experts and other outstanding individuals and groups, some of the best thinking of the profession has been enlisted in this study. The attempt is to make a pronouncement of policy in the field of objectives that will challenge the schools of this country to an aggressive and continuing attack on all the forces, both patent and insidious, that seek to undermine or to destroy either directly or indirectly, either immediately or thru long-term circumvention, the principles of the democratic way of life and the institutions that we have dedicated to their realization.

This is no time for the schools to equivocate on this question of democracy. In a public discussion in one of our great cities not long ago the question was raised, "If we lose our democracy, which shall we choose, communism or fascism?" This is no time to be considering such choices! Let us admit no possibility of any alternative beyond democracy, much less any desirability of such a choice. Let us not countenance for a moment the debilitating effect of compromise. When a man is engaged in a battle to protect his home and his liberty, it ill behoves him to be picking out his prison camp if and when he is captured! It is fitting that we extend the spirit of tolerance toward the right of other peoples to choose their own political philosophies. But it is the height of spineless complacency for us to sit idly by, if we really believe that the democratic philosophy is the true way of life, and allow forces either within or without our country to undermine those institutions that make the democratic ideal possible.

This is a momentous struggle to the death in which the world is now engaged. Great forces battle on a thousand fronts for control over the minds of men, and leaders of powerful nations ridicule the attempts of free peoples to govern themselves thru the democratic process. Our schools have a stake in this battle. If it is lost, free schools as we know them will be gone. It is no easy task to define the part that education should play in these tempestuous days, but the Commission is daring to do so. We know that the situation is to be met not only by resisting attack but even more fundamentally by demonstrating that democracy can and will work, and by building and maintaining a program of education dedicated to an unfettered opportunity for every individual to search for the truth in his own way with no other limitation than that which he wills for himself. Even our methods of procedure must be different here from those employed in some other countries. There must be here no policy of "off with their heads," but rather a positive program of education in which the will of each man is the expression of his own processes of reasoning, freely exercised.

The third fundamental area considered by the Commission was that of the structure and administration of public education in the United States which have developed in accordance with a pattern that is peculiar to our country. Ever since its beginning our educational system has been under local and state control. We have been altogether too complacent concerning many conditions that still prevail in connection with this school system. For instance, it is common knowledge within this group that there are far too many small, inefficient administrative units. Many state departments of education are poorly organized, and professional leadership is often sadly lacking. The basis of school support in many sections of the country is still the property tax, levied and distributed to the schools from small geographical units, producing great inequalities in the type and amount of school service. Thousands of teachers possess less than what ought to be the very minimum standard of general and professional education. The average salary of teachers scarcely provides for the bare necessities of life, much less for the cultural advantages that even good business judgment ought to provide. Thousands of school buildings are obsolete, playgrounds are inadequate, and instructional equipment is meager. Finally, too many school systems, large and small, still operate on the old business pattern wherein authority is passed down from one level to another, without any plan for utilizing the initiative and intelligence of the whole school personnel in the determination of school policy.

Fundamental to any satisfactory treatment of these and other conditions that hamper the efficiency of the program of the school is adequate financial support. Moreover, the present program should be enlarged to include many services not now possible, such as nursery schools and adequate parental and other forms of adult education. Under present philosophies of taxation local sources of additional revenue have been exhausted in many communities.

Altho accentuated by the depression, the necessity and logic of federal aid for public education has been presented by our National Education Association for many years. However, neither the Association nor the Educational Policies Commission agrees with some who advocate federal aid at any price. In a preliminary pronouncement on the subject issued recently by the Commission, the following policy is advocated as the only sound and defensible one:

It is sound policy for the federal government to contribute to the support of education within the several states without seeking to control or to administer the schools or to determine the curriculums of the schools or the methods of teaching employed in them. Any good that might come from federal support would be more than outweighed by the evil that would arise were control and administration to be vested in the central government as the price to be paid for support.

A fourth point at which the Commission seeks to challenge complacency is concerned with the economic effects of education. Too generally is the school program justified solely on the basis of individual rights and civic expediency. A forthcoming pronouncement will present the tremendous potential economic consequences of effective free public education. It will show that if the millions of inadequately educated people in this country

could experience an educational program deliberately designed to raise living standards, then both the production and consumption of economic goods would be increased.

Time does not permit a detailed discussion of attacks that have been made on several other important sectors defended by complacency. For instance, there is the report on population trends; also, the statement of the principles upon which our profession should be organized nationally if it is to have an effective influence in legislation; and there is the study and statement of policy in reference to the relationship of the schools to the other rapidly multiplying forms and types of service in such fields as public health, welfare and recreation, and social security.

Either of two attitudes can be taken in the face of the high-pressure salesmanship being used all the way from Washington to the local community in the promotion of these new and additional forms of social service. One is an attitude of complacency under which the schools may find themselves shoved into the background of public interest and support, relatively speaking. The other is to welcome and cooperate with these new members of the family but demonstrate more effectively than ever before thru a modernized educational program the unique and basic contribution of the schools to the purposes of the democracy.

If the latter attitude is adopted, our attention must be turned towards our program of teacher education. The very future of our democracy may depend on what happens during the present generation to our teacher education institutions and to the service which they perform. Our program for the preparation of teachers should be subjected to most searching study and evaluation in the relentless light of the new day. It has been charged frequently in recent years that many of our teachers colleges not only fail to lead in social progress but actually constitute one of the most deadening and conservative influences in American life. The lessons of post-war conditions and the tragic effects of the depression demand that we rid our program of teacher education of any bad effects that result from complacency and that we eliminate outworn practises that can be justified only by tradition.

Much has been said and written about the preparation of teachers and many significant studies have been made concerning such preparation, culminating in 1930-33 in the National Survey of the Education of Teachers. The Educational Policies Commission will issue shortly a monograph on the subject "The Improvement of Teacher Education in the United States," designed to stimulate and accelerate progress in teacher education and to point out the next steps commensurate with the advance in other phases of life.

The most encouraging and comprehensive study yet launched in this important area is the "Study of Major Issues in Teacher Education" projected by the American Council on Education. A feature of this study is that it contemplates contemporaneous consideration of the same problems in teacher education institutions located in all parts of the country and the active participation of these institutions in proposing solutions of these problems. In other words, this study is not to be just another investigation, but rather

a cooperative endeavor to effect progress. It is very possible that this project will rank with the events of a hundred years ago in marking the beginning of a new era in the history of education.

Thus, the Commission has attempted to present a vital philosophy for education in the American democracy and to restate educational objectives in accordance with that philosophy. It has presented a study of the nature and characteristics of the school population, a rethinking of the educational structure and administration, and an investigation of the economic basis of education. It has defined certain policies in areas where the schools and other social services may overlap, has issued a statement of principles applying to professional organization, and will issue soon an extensive statement of policy in the field of teacher education. These are some of the challenges which the Commission has made and will make to educational complacency.

The black clouds of depression again overcast the country and once more unemployment, want, and other forms of distress are stalking thru the land. It is as if a man just recuperating from a long illness had suddenly suffered a relapse, being called upon to meet new crises, or the recurrence of old ones, with depleted reserves and exhausted strength.

After this brief review of the challenges which the Commission has made and will make to educational complacency, let us turn our attention now to the challenge that depression makes to this same complacency. When the Commission issued its *Research Memorandum on Education in the Depression* last summer, it scarcely anticipated that the monograph would become so immediately interesting and pertinent.

Even tho the present catastrophe proves to be but a recession, and altho no one wants to assume the role of Cassandra "prognosticating woe," it is altogether possible that this recession will become a depression, and that other depressions with their emergencies, will come again and again. Would it not be the part of wisdom to capitalize upon recent experiences and to attempt to determine in advance the general lines of educational policy along which our schools could meet or prevent such emergencies as may arise? Preparedness will not lead us to disaster, but complacency in the face of possibilities of future danger may do so.

The last depression struck education as an earthquake shakes a building, pitilessly revealing the weak construction and rotting timbers which had hitherto passed unnoticed. Reference has been made to some of these conditions. Others should be noted here. The first effect of the depression on the schools was to increase their responsibilities. Unemployed high-school graduates returned to school for additional work and little was provided of the type to meet their needs; those young people who would, under normal industrial conditions, have left school and gone to work remained in school instead, without a school program designed to serve the vast individual differences represented. Mothers, forced by necessity to work outside the home, turned to the nursery school and the kindergarten as responsible places to leave their young children during the day and found that nursery schools had not been established and many kindergartens were closed. The worker

who was displaced thru technological improvement asked for training which would enable him to secure another job, and the schools were not prepared to give this training. In this time of trial thousands of people turned to the schools as they had never done before for aid in distress, and the schools had neither the equipment nor the program adapted to these new conditions.

The second and most widely discussed effect of the depression on the schools was the reduction of the financial resources which make these valuable and much needed services possible. Kindergartens were either closed or combined with first grades in many cities; teachers were discharged and those who were experienced were replaced by inexperienced teachers who would work for less pay; useful courses were dispensed with as fads and frills; many schools in rural districts were closed and the terms of those that remained open were drastically shortened. In brief, the schools were unable to perform the duties required of them under normal conditions, to say nothing of adding anything to their work. However, the schools, to their everlasting credit, did add to their services thru the willingness of teachers and school people generally to give generously of their time and energy.

But the handicaps under which our public schools worked during the depression materially reduced the amount of service which they are capable of rendering when adequately supported. The blow to education, however, did not stop with the schools; it struck deeply into our social, economic, and political life. Its full effects are yet to be determined. The loss to American childhood is incalculable. Every year thousands of children enter school. They cannot wait until some later and more propitious time for their education. But where the schools turn them away or render poor and unsatisfactory service, their education *does not stop*. It goes on in the streets, in the alleys, in cheap commercialized amusement places, and on unsupervised vacant lots. Education from these unfavorable environments often constitutes a menace to democratic institutions; it lowers our standards of culture and health; it endangers the public morals and public security.

In the light of these conditions, what are the lines along which we can meet the present or challenge the next depression? In the first place, the American people need to be made aware right now of the difference between retrenchment and economy. *Retrenchment* means spending less money for the schools; *economy* means getting more educational results for each dollar that is spent. The two may, or may not, go together. The flagrant misuse of the term "economy" in the last depression to describe the butchering of essential school services must not be repeated, at least by our profession, in this or the next depression.

Second, we should deal more frankly with the public in future depressions than we did in the past one. We were too willing to state that our school budgets had been reduced by such and such a percent "without damaging educational services." Such statements may make the public feel happy for the time being, but nine times out of ten they are contrary to the truth. Schools, generally speaking, are financed so conservatively that even a slight reduction means that somewhere along the line essential services are weak-

ened or destroyed. If another depression comes, we should eschew alike the roles of Pollyanna and of Calamity Jane. Absolute frankness with the public in reporting the effects of retrenchments is especially necessary in times of doubt and uncertainty.

Third, in the event of another depression, or the continuance of this one, the teaching profession should act promptly thru its organizations to take an active part in the study of the effects of the depression on education and should set up agencies to rally an intelligent and informed public support to the schools. We were too slow in the last one in getting our emergency measures under way.

Fourth, in the event of another depression the states and the federal government should at once assume a larger share of the costs of the schools. For the most part this should be done whether conditions are good or bad, but if conditions are bad it is especially urgent. In providing such support for schools on an emergency basis, the federal government in particular should act immediately and should work with the properly constituted educational officials of the various states and localities. In America, where the principle of universal education for every child has been recognized for over a century, there surely need be no apology necessary on the part of the federal government for aiding in the support of education, at least on an emergency basis. It should not be necessary for the federal government to camouflage its emergency aids to the schools under the guise of relief appropriations as was done in the last depression. It should not be necessary for states and federal agencies to wait until schools are wrecked and closed before taking action. We should have assistance directly to the schools to keep these fundamental agencies of American democracy going when they are most needed.

Fifth, if there is an economic recession there is bound to be a reduction in school budgets. As has already been indicated, such reduction should be kept within reasonable bounds and the profession should exert leadership in indicating at what points unavoidable retrenchments should fall. However, again if past experience is a guide, we must recognize that even more serious reductions are likely to occur in some communities. When all of the money of a school district is gone, shall the teachers continue to render services or shall they leave their communities to get along as best they may? It seems clear that from the point of view of the long-range welfare of the teachers themselves, as well as from the point of view of professional service, the teachers should stay on the job regardless of payless pay days. A professional status carries with it certain responsibilities. In an epidemic, physicians work harder than ever regardless of pay. Even the poorest man must be given the services of a lawyer if he is brought to trial. The very act of permitting the schools to close is likely to suggest to the public the inaccurate but natural conclusion that teachers themselves do not regard the educational program as an absolute essential. Even from the most selfish viewpoint, teachers—all of us—are better off if they continue on the job. We certainly will secure the respect of the majority of the community because of our fidelity to our work.

Sixth, a crisis in American schools is a reliable indication of a crisis in American life. The local communities were the birthplace of freedom in America. The independence and integrity of the American government are derived directly from the self-sufficiency and honesty of the individual American. Before and actually during any future depression, the schools, therefore, should assume some responsibility for rallying the spirit of local communities in support of democratic ideals and processes and in opposition to undemocratic ideals and processes which might be precipitated on a national basis. The schools should make each school building the center of the democratic life of the community; a place where people could go on Saturdays and in the evenings to discuss problems that relate to the general welfare, to study the causes and cures of the difficulties which face them, to define the ideals of democracy, to guard democratic principles from encroachment, and to save this nation from the fate of other nations which have recently fallen victims to regimentation. The public schools seem to be the only institutions which are at once sufficiently localized, sufficiently universal, and sufficiently democratic in their essential philosophy to meet the requirements of the situation.

Seventh, if past experience is any guide, we may expect in the next depression that an effort will again be made to limit the freedom of American schools. These efforts will take various forms. Those who have never really accepted the ideal of universal education will be certain to repeat their attempts to undermine public faith in the schools and to destroy their efficiency; to mislead the public into thinking that the schools are hotbeds of communism, and similar nonsense; to subordinate the schools to state and municipal political machines on the plea of governmental efficiency; and to regiment and intimidate the members of the teaching profession. Educational leaders and the rank and file of the profession must be prepared in the next depression to combine in waging the fight of their lives that the schools may not again become the subject of this kind of attack.

Complacency, like the evil spirit in fairy stories, can assume many different forms and shapes. In science, complacency takes the form of superstition, unwillingness to study cause and effect, objection to experimentation, and belief in all the varied forms of witchcraft, ancient and modern. Complacency seizes upon the highest motives of religion and distorts them into intolerance, dogmatism, and bigotry. In the area of social relationships, complacency leads to self-patriotism, with its evil offspring of chauvinism and of international, racial, and class hatreds. In human psychology, complacency breeds a satisfaction with the status quo and, like the opiate, lulls the human organism into a sweet tranquillity in the midst of strife and storm. Education is engaged in a continuing campaign, challenging complacency on every front. In fact, education that does not disturb complacency is no education at all.

FEDERAL RELATIONS TO EDUCATION

FLOYD W. REEVES, CHAIRMAN, THE ADVISORY COMMITTEE ON EDUCATION,
WASHINGTON, D. C.

PRESIDENT GLENN: On your behalf an invitation was extended to the President of the United States to address this convention. The President, finding it impossible to be present and to present to us in person his message, graciously invited your representative to stop by Washington for an interview with him. In accepting the invitation, we invited four superintendents of schools widely scattered geographically and representing your official groups and committees to accompany us.

On last Thursday we were honored with an interview with the President. Fortunately, immediately preceding this interview, the President had transmitted to the Congress the report of the President's Advisory Committee on Education, a report which you and I, thru the months, have awaited with great eagerness. It was our privilege in this brief interview with the President to present to him, first, our appreciation of the courtesy extended us and, second, briefly, the deep interest and concern that we have for the future of public education in America.

I think it is particularly fortunate that this report broke immediately preceding this convention. All of you have seen brief accounts in the press. Many of you have received printed synopses of the report. Few of us have seen the report itself. I think, therefore, a superlative is fitting today when I say that the next speaker that I shall introduce to you comes to us at a most opportune time.

In concluding the interview with the President, he graciously gave to us a communication for you. This communication was written from Hyde Park and dated on Washington's birthday, addressed to the President of the Association. (See page 30.)

It is my privilege to present to you at this time, Floyd W. Reeves, chairman of the Advisory Committee on Education.

MR. REEVES: I am basing my discussion of "Federal Relations to Education" upon the report of the Advisory Committee on Education which was transmitted by the President to the Congress on February 23. This report indicates that the school system in this country has developed far beyond the expectations of educators of a few generations ago. The program of the schools, however, has not developed as rapidly as the need for education, and in many respects the facilities for education have fallen behind the growing needs of the country.

The members of this Association are undoubtedly familiar with the evidence which shows the great inequalities within and among the states in ability to support education and the similar inequalities that exist in the educational opportunities provided. The publications of the National Education Association and its various departments have, over a period of years, dealt with many aspects of these inequalities and time need not be taken here to repeat this evidence in detail.

Special Problem Areas in Education

A comprehensive review of educational facilities in this country today leads us to the conclusion that certain phases and areas of educational service present acute problems.

The most serious deficiency of education is found in the less prosperous rural sections of the country, where local tax resources are wholly inadequate to support a satisfactory system of schools. Both the quality and quantity of schooling in the poorer rural areas are low. Buildings are sometimes mere shacks, sanitary facilities are lacking, schoolbooks and other materials are few and poor in quality. The teachers in some of the rural states are paid on the average only \$600 a year. The salaries in country schools of these states are far below even this low average. Thruout the nation, in one-teacher schools, nearly one-fourth of the teachers have themselves never gone beyond the high school.

Public library service is greatly needed in rural areas, where there reside nearly forty million people who have no access to public libraries except for the very limited facilities available in the schools. These people want library service, and it is to the national interest that they get it.

The results of inadequate education in these regions affect the entire nation. The children residing in marginal rural areas today will be the citizens of our industrial centers tomorrow. In 1930 one-fourth of America's native-born population were living in states other than the state of birth. Furthermore, population migration is chiefly from areas in which educational facilities are the poorest. Of the boys and girls ten to twenty years of age who were living on farms in 1920, 40 percent had migrated to towns and cities by 1930.

The development of the American secondary school is one of the most dramatic aspects of American education. There are still several million boys and girls of high-school age, however, who are not in school, and who are without jobs. Altho 70 percent of the urban youth of high-school age were in school in 1934, only 30 percent of the rural youth of this age were enrolled.

The fact that a large number of boys and girls of high-school age are out of school is due in part to a lack of facilities, but it is due also in part to a curriculum that fails to meet their needs. The curriculums of many high schools are still designed primarily to meet the needs of pre-professional youth. But the vast majority of youth are not and should not be headed toward the professions. They need general education to fit them for citizenship; they need vocational education to prepare them to enter vocations of a non-professional type.

For more than twenty years the federal government has expressed its interest in vocational education thru aid to the states. But the federal grants for vocational education, made since the passage of the Smith-Hughes Act of 1917, have involved altogether too large a measure of detailed federal control. The American tradition does not admit the desirability of training a working class apart from a leisure and ruling class. And yet under this federally controlled system there has been an unfortunate tendency to sepa-

rate not only the vocational subjects from the general subjects, but to separate the pupils themselves into distinct schools.

Adult education is a special function that is rapidly growing in importance. In part, the need for adult classes arises from the deficiency of the schools of ten or twenty years ago, resulting in the inability of adults of today to adapt themselves to changing requirements for employment. Another factor calling for adult education is the rapid obsolescence of all kinds of factual knowledge in these fast moving times. At least one-fourth of American youth between the ages of sixteen and twenty-four years are out of school and unemployed. Many of these five million young people have dropped out of school because the curriculum is out of date and holds no interest for them. That is a problem for the schoolmen, a problem which they are attacking but which they have not yet solved. The chief problem of the federal government, however, is the millions of young people who have had to drop out of school because they lacked the clothes, the books, or the carfare to allow them to attend. They cannot get jobs because they lack schooling; they cannot stay in school because they lack money. The federal government cannot look with equanimity upon the fact that these young people are trapped, discouraged, and unwanted.

Two large-scale federal organizations have been created to cope with the youth problem: the National Youth Administration with its program of work projects, and grants-in-aid to students; and the Civilian Conservation Corps with its plan of work camps. These programs have values that should be preserved. They have provided a fundamental attack on the problem of inequality of educational opportunity, and they have demonstrated that aid to youth can be granted on a work basis with great advantages to all.

Federal Action Necessary

The greatest need for federal aid to the states for education is primarily for the purpose of raising the level of educational opportunity where it is now most inadequate. Grants should be made for this purpose. Such grants should be based fundamentally upon the proposition that neither the individual states nor the federal government can continue to tolerate conditions under which a substantial number of the citizens of tomorrow receive inadequate preparation for effective living. This means that the allocation of the funds among the states must be made in such a manner that the funds will go where they are most needed. The share of the wealthier states in the grants must be modest indeed if substantial improvement is to be brought about with grants no larger than seem socially feasible under present conditions.

Aside from general grants for elementary and secondary education the best method of securing improvement in the schools appears to be that of concentrating attention upon strategic factors thru the wisé use of a limited number of special aid funds set up to supplement the general aid fund. Three such funds are suggested: The first is a special fund for the improved preparation of teachers and other educational personnel.

Altho there is at present in most fields an ample supply of teachers holding certificates, the number of well-qualified teachers appears to be generally inadequate. The states most in need of assistance for their general programs of elementary and secondary education are particularly lacking in sufficient resources of competent educational personnel. A relatively small federal grant for the education of teachers is of major importance for the improvement of elementary and secondary schools.

The second special fund proposed is for the rehousing of rural schools, to facilitate the desirable reorganization of attendance and administrative units.

General aid for the operation of schools may perpetuate and entrench unsound district organization unless some definite corrective stimulus is provided. The dangers have been demonstrated thru experience with distributive funds in the states. In many regions, in the absence of other measures to secure improvement, general federal aid might actually interfere with needed local reorganization; therefore, a special grant is needed for school buildings as a means of encouraging the reorganization of school districts and attendance units.

The third special fund suggested is for the administration of state departments of education.

Altho there has been improvement in the departments of education in several of the states during recent years, in most cases these departments are not now adequate for the effective conduct of their present functions. They would be grossly inadequate in most instances to carry on the greatly enlarged functions that would be attendant upon the administration of an enlarged program of federal grants. A relatively small grant of federal funds to state education departments should be made to assure a wise expenditure of federal, state, and local funds.

For a similar purpose, the United States Office of Education should be provided with better facilities for research and leadership.

The Office of Education should be given the responsibility of administering federal grants for education. Its major function, however, should be research and leadership. These are the areas in which the Office can render its most important service. In order that it may render this service adequate to present national needs, an increased budget is essential.

Each of these funds would serve desirable special purposes, and in addition they would secure the improvements that are essential for the most effective utilization of a general aid grant for elementary and secondary education.

These proposals of the Advisory Committee on Education constitute an integrated program of six new federal grants-in-aid to the states, as follows:

1. Grants for public elementary and secondary education, made primarily for the purpose of raising the level of educational opportunity where it is now the most inadequate.

2. Grants for the improved preparation of teachers and other educational personnel.

3. Grants for school buildings, provided primarily and explicitly for construction in connection with the desirable reorganization of administrative and attendance areas.

4. Grants to improve the service of state departments of education.

5. Grants for adult education.

6. Grants for public library service, provided primarily for the improvement of such service in rural areas.

The present federal grants for vocational education in schools of less than senior college grade should be thrown together in one fund which, with few limitations, should be available to the states for all desirable types of occupational preparation. This suggestion is made in the interests of more equitable provision of opportunities for vocational education, of less separatism within the school system, and of greater flexibility in state and local school administration.

The United States Office of Education should be responsible for the allocation of funds to the states upon an objective basis. The federal statutes, however, should reserve explicitly to state and local agencies the administration of schools, the content and processes of education, and the determination of the best uses of the allotments of federal funds within the types of expenditure for which federal funds may be made available.

It is suggested that a national youth service administration be established in one of the departments of the federal government. The functions of this agency should be to direct work projects and administer work camps for needy unemployed youth and to allocate to educational agencies grants for student aid principally on a work basis, for youth who desire and are competent to enter on or continue secondary school or college education, but who without financial assistance could not do so. To this new agency should be transferred the student aid and youth work projects now carried on under the National Youth Administration. The existing Civilian Conservation Corps should be continued, but it should be reorganized on a wholly civilian basis and with greater emphasis upon educational activities for enrollees; it should also be placed under the direction of the proposed national youth service administration. Wherever feasible the educational aspects of the program of the proposed national youth service administration should be administered by the schools.

Principles of Federal-State Relationships

With increased federal support there is a danger, which it would be folly to disregard, that federal aid, unless thoroly safeguarded, may lead to an undesirable measure of federal control. Fear of centralized control is unquestionably one of the major obstacles now standing in the way of further federal assistance to education. In order to secure some extension of federal support for education without undesirable federal control, the Advisory Committee on Education has set forth certain principles, the essential elements of which should be incorporated in any legislation providing federal aid to the states. These principles, ten in number, are as follows:

1. The major portion of all federal aid for education should be granted as a general fund for the current support of elementary and secondary education. In

order that states and local school jurisdictions may have the necessary flexibility in the development of programs suited to local conditions, the specification of particular phases of elementary and secondary education to be supported from such a fund should be avoided.

2. The major portion of federal aid for education should at all times be granted on a basis that tends to lessen inequalities of opportunity among and within states.

3. Federal grants for special educational purposes may properly be used to bring about attention to educational matters of special national concern and thus to improve the educational programs conducted under state and local auspices, but such grants should be considered with very great care to see that improvement does in fact result. The states are the units for the organization of educational programs, and the methods of making grants should therefore avoid so far as possible the overdevelopment of any one phase of a state program at the expense of other phases.

4. The federal government should record its purposes explicitly, but broadly, leaving to the states wide discretion and flexibility in the administration of the federal grants, altho those grants should be conditioned upon distribution within states in conformity with the general purposes for which the grants are made.

5. The general principle of cooperation between the federal government and the states, without coercion by either party, should dominate legislation providing for federal grants; but wherever the major purpose of the grants is to bring about progress toward equality of educational opportunity, matching of funds by the states or local communities should not be required. Help is most needed in those areas where matching would be unjust if not impossible.

6. In order that local initiative and responsibility may be maintained, all federal action should reserve explicitly to state and local auspices the general administration of schools, control over the processes of education, and the determination of the best uses of the allotments of federal funds within the types of expenditure for which federal funds may be made available. The federal government should in no case attempt to control the curriculums of the schools or the methods of teaching to be employed in them. In those fields, however, it should carry on research and make the results widely available.

7. All federal grants for educational purposes to states maintaining separate schools and institutions for Negroes should be conditioned upon an equitable distribution of the federal funds between facilities for the two races.

8. Federal grants should be used to build up and strengthen existing educational agencies and institutions so far as they are able to serve important needs, and not to establish competing agencies and institutions.

9. Any system of federal grants as a whole should be consistent with sound fiscal policy and should facilitate progress in tax reform.

10. In view of the extent of existing federal relationships to state and local conduct of education and their probable increase thru the years, federal relations to education should be reviewed under specially constituted appropriate auspices at intervals of not more than ten years.

It has been suggested to the Advisory Committee on Education that in formulating principles of federal aid for educational purposes, it should accept the view that all federal aid for education should be appropriated as a single fund, to be distributed by the states among various types and levels of educational activity as they see fit. The Committee is unable to go so far, altho it does believe that only in very exceptional circumstances will it be desirable for the federal government to specify funds for any single phase of the current operation of elementary and secondary schools. The unitary nature of the program within the common schools should be respected. On the other hand, for example, it may prove permanently desirable to provide

funds for school building construction separately from other funds and to give such expenditures special supervision.

The organization of education within the states must also be given consideration in determining whether to grant all federal aid in a single fund. If all types of educational institutions from the kindergarten to the university were under the unified control of one board of education in every state, it would at least be feasible to grant all aid for education as a single fund, to be controlled and distributed within states by those unified boards of education. Actually no such form of organization, however desirable it may be, now exists in any state. Under the circumstances, it will not soon be possible even if desirable to provide federal aid for higher education, for public library service, for extension service, for other forms of adult education, and for elementary and secondary schools by means of a single federal aid fund. The difficulties need only be mentioned to indicate the lack of feasibility in such a plan under present conditions. In view of the present situation, there appears to be no way to escape the conclusion that a realistic and comprehensive study of educational needs can only result in several different federal aid funds, continuing the present practise at least in that respect.

Conclusion

The future stability and success of our democracy cannot be assured merely by the vast material resources of our country. Democracy depends first upon people, and under presentday conditions our people are not getting a fair chance to develop their innate capacities. Local control of education is an essential element in maintaining individual freedom and that diversity of culture that is one of the best guarantees of social stability. But local responsibility for the costs of education cannot provide the equality of opportunity which is also an essential prerequisite for democratic freedom. To meet this dilemma we are forced to accept the necessity for national grants-in-aid, while we continue to maintain by every possible means local freedom of management. This necessity raises new problems, but none that is insuperable, and none that is as serious as the problem of what to do with millions of citizens who by the accident of birth are now deprived of an equal chance for health and knowledge and an education that will fit them to shift for themselves in the swift current of our modern life.

PRESENTATION OF HONORARY LIFE MEMBERSHIP TO CHARLES H. JUDD

PAYSON SMITH, HARVARD UNIVERSITY, CAMBRIDGE, MASS.

PRESIDENT GLENN: Few experiences come to us as individuals more pleasant than introducing one good friend to another. Today it is my privilege at one and the same time to present two good friends to this Association, which thru the years has come to regard these two gentlemen as leaders and as friends of us all. They belong to no one university, to no one section; they are common property; we all claim them. At this time I

present to you these two gentlemen and they will speak to you in the order announced—Payson Smith of Harvard University, and Charles H. Judd of Chicago.

DR. SMITH: I suggested to Dr. Judd that he might sit during the preliminary remarks which I shall make. He said he preferred not to do so—the reasons, I am sure, being too potent: first, that he wanted to show that he could take it; and, second, because once upon a time he taught in an obscure school in New Haven, Connecticut, where, I understand, there is an unwritten rule that a representative of that institution shall never sit while a Harvard man is speaking!

From the platform of this Association, powerful voices have been heard in behalf of American education. Not least influential among them have been those of men and women who have never or seldom held official office, either in the Association or in the public school system itself.

It would indeed be difficult to imagine how poor would be American education today if it had not been for the presence among us of those wise people outside the public schools who have been at once our critics and our friends.

This is not the time, or the place, to attempt to call the roll of these but if from among them a man should be chosen who symbolizes the service which I have mentioned, there is no other who could more worthily or more completely represent them than the man who in a few minutes will speak to you.

It is indeed my happy lot to give on behalf of this Association its tangible, tho sorely inadequate, recognition to one of whose service for education it can be said without exaggeration that it has reached into every schoolhouse of the land.

Exactly twenty-five years ago his name appeared for the first time on the program of a general session of the Department of Superintendence. He is now to give the latest, but not the last, in a series of contributions, each one of which has been an event. Within the past twelve years he has given not less than ten general addresses before this Association.

In his work outside of its meetings, he has played a conspicuous part. As a member of the Committee on Curriculum, he was partly responsible for the Third, Fourth, Fifth, and Sixth Yearbooks of the Department. On the Committee on Articulation, he shared in the production of the Seventh and Ninth Yearbooks. In the crucial year of 1932, he gave consideration to a crucial subject, namely, that of school costs, serving as a member of a commission dealing with that matter. From 1928 to 1935 he was a member of the committee on financing research.

His services for the National Education Association have been by no means restricted to what he has done thru this Department. Thirty-three publications represent only part of what he has accomplished for the parent association.

But, outside and far beyond these associational relationships, important as they have been, there have been many other marks of his influence upon our

schools impressed deeply and permanently; the fruits of his keen analytical and creative mind.

In the Congressional Library are two hundred articles, reports, and books upon numerous phases of education that have come from his productive hand.

To name the surveys which he has directed, or with which he has been associated, would be to catalog some of the most significant findings that have been made in fields of national, state, and local administration.

No list, however impressive, of his addresses, reports, books, and commission memberships, can at all completely reflect to us who have known and lived and worked with Charles H. Judd, what his membership in the teaching profession has meant.

The straightforwardness of the man, the utter absence of any trace of sham or hypocrisy, his high courage, his intellectual sincerity, his complete mastery of the spoken word—these qualities have combined to make of him the envoy extraordinary of American education.

It would be something of a satisfaction to me if I were able to speak of my personal friendship for Dr. Judd but I must refrain. It was Emerson who said truly that friendship is too delicate a thing to entrust to expression. "I do not need to tell my friend," he said, "of my love for him." And so, perhaps, for you, as for myself, I may say that perhaps we need not remind Dr. Judd of our esteem for him, of our pride in him, and of our deep affection. I think he must know of these. At any rate, I trust and believe that in this token which in your name and on your behalf I am to pass to him, he will read far more than an honorary life membership in this Association; I trust he will see an emblem of the insoluble ties that bind him to us.

Charles Hubbard Judd—teacher of teachers, courageous protagonist of youth, exponent of American ideals of education, safe guide, inspiring leader—this Association bestows upon you this honorary life membership and it wishes for you health and happiness, and for us your long continuing service for the schools of the Republic.

[The convention arose and applauded as Payson Smith handed the life membership to Charles H. Judd.]

FACING THE FUTURE

CHARLES H. JUDD, HEAD, DEPARTMENT OF EDUCATION, UNIVERSITY OF CHICAGO, CHICAGO, ILL.

I can hardly begin to express my appreciation for the honor you have bestowed upon me. I am indeed very thankful—thankful, in the first place, to Dr. Glenn who made the recommendation of this honorary life membership to the Executive Committee of the Association. I like to think, Dr. Glenn, that this recommendation was in part a continuance of our long-standing friendship. But, I am also convinced that the recommendation was even more an expression of enthusiasm for the activities in which we cooperated.

As for Payson Smith, first of all I want to say I appreciate his kind exaggerations very greatly. It is my observation that when one friend begins to talk about another, he omits all references to shortcomings and expresses the ideals that he has about himself and transfers those to someone else.

It is true that Payson Smith and I have known each other ever since he started back in the provinces, if you people from Maine will allow me to classify you in that way. And, to use one of the phrases of my friend, E. C. Elliott, I knew him when he was a polliwog, and I have seen him grow and develop into a full-fledged leader of American education.

I appreciate very much what he has said. And, as for you, my friends, I appreciate very much the kind patience with which you have listened to me. Sometimes you have agreed with me and sometimes you have not. Where you have not, I think you have always been wrong. But, at the same time, I appreciate your patience.

Now, my main function today is to fulfil a commission that Dr. Glenn laid upon me. He chose the title. As I began to prepare this paper, I thought to myself that there must have been a reason why he chose this particular title, and I think I know what it is. There is grave danger that old men will fall into reminiscence and he gave me the title of the future so as to make that entirely impossible.

Before I begin, I want to make one other remark. I am so enthusiastic about what has been done for us in connection with this discussion of the great problem of the federal relation to education that I am going to take the personal liberty with you of expressing my high appreciation for the cooperative and sympathetic treatment that the committee received thru all of its activities from the federal administration and the enthusiasm which I know the administration has for a proper establishment of a suitable relation between the federal government, the states, and the localities. I look forward with great enthusiasm to the solution of a problem which we have been discussing for these many years. I think what we need now is to have a frank and open discussion of all the problems so that there shall be agreement not only in small groups but an agreement by the educational profession in the establishment of this policy.

And so I turn to this discussion of "Facing the Future."

Human evolution does not move in a straight line. The struggle toward civilization turned abruptly in a new direction when men discovered metals; the age of stone with all its limitations came to an end. So it is with education. Horace Mann and his contemporaries organized the eight-year graded elementary school and changed the character of common schooling in the United States. The academies which flourished in the middle of the nineteenth century disappeared with astonishing rapidity during the seventies and eighties, giving place to a new kind of secondary school, the free public high school.

One can find specific causes which explain the changes in the educational system. The free public high school is the product of the social upheaval which followed the Civil War. The graded elementary school is due to the genius for organization, the energy, and the insight of educational reformers.

In each case, however, one must recognize that in addition to the obvious factor in the situation which explains the turn in events there was a subtle, fundamental maturing of social life which made possible the effective operation of the particular cause that brought reform. The reform was not superimposed on an unresponsive world. It took place because the conditions were ripe and ready for a new trend in evolution.

We stand today at one of the turning points. Powerful influences are operating to make the educational practises of yesterday obsolete and to create new forms of school organization, new contents of instruction, and new ideas with regard to the scope of school activities. Restlessness and experimentation are discoverable on every hand. Some of the movements are temporary and abortive. They seem important for a time but spend themselves without producing the changes that satisfy those deep social needs which sooner or later determine the direction in which true advances are made. Not all the significant trends are readily recognized. We see some of them at such close range that we do not realize how crucial they are.

When I was asked by the president of our Association to prepare a paper entitled "Facing the Future," I realized that the effort to foresee whither we are going is a venturesome undertaking but one worth trying. I feel sure that prophecy can be justified only if we are careful to base prognostications on clearly statable grounds. If we can see definite reasons why certain changes are inevitable, we can speak of the future with assurance, and we may gain the advantage of being able to strengthen those trends which give promise of making enduring contributions to the improvement of the educational system.

The first trend to which I call attention is so concrete in its manifestations that it can be readily seen by everyone. It is the trend toward a reconstruction of the administrative units of the educational system. The eight-year elementary school, the four-year high school, and the four-year college are undergoing radical readjustments.

It is not my purpose to advocate any particular plan for the organization of the educational system. I shall attempt to show before I am thru that we are now in possession of an effective and safe means of working out the details of any innovation in education. We may safely postpone to the future our agreements and disagreements about junior high schools and junior colleges. Our chief interest at this stage of progress is to arrive at a clear understanding of the reasons why changes are being made.

The present administrative units of the educational system are the results of what has been described in recent discussions of other phases of life as "an economy of scarcity." When the American elementary school of eight grades was first organized in the middle of the nineteenth century, the great majority of the schools of this country were one-room rural schools. Rural schools as well as town schools of the same educational level were meagerly equipped. They had very few textbooks, no libraries, no science demonstration materials, and few, if any, maps and pictures. The teachers were by no means as advanced in their education as are the elementary-school

teachers of today. The pupils were irregular in attendance, and the curriculum was restricted to the simplest rudiments. The school year was short, and the school day was adjusted to the demands for participation in farm labor which rural life imposed on children. It is perfectly evident, as one looks back across the century, why in the early history of the graded school as long a time as eight years was required to give pupils training in the three R's.

Somewhat the same statements can be made with regard to the four-year high school. The high school was not standardized until the Committee of Ten made its report in 1892. Up to that date there were in existence three-year high schools, four-year high schools, and five-year high schools. The final fixing of the standard curriculum at four years was a kind of compromise between the requirements of colleges and the limitations of available instructional materials. To some extent economic conditions also rendered it difficult to keep pupils in high schools for more than four years.

The four-year period of college education was again in the early days an arbitrary compromise. The student was given in that period something of an advanced education. After this brief schooling, he entered the ministry directly or went into law or medicine by way of a period of apprenticeship in the office of some established practitioner.

It is not necessary to detail what has taken place in the American educational system during the past century, and especially during the past thirty years. We all know that the meagerness of equipment and the absence of preparation on the part of teachers in the elementary schools have been so far overcome that, if a better education were not provided in the lower grades than was provided a hundred or even thirty years ago, it would be a cause for apology. That a new era has dawned in elementary-school education can be made clear by referring to the single fact that, whereas the children of earlier times were limited in each year to a single reader, the children of today have a wide range of reading material and are able, because of modern methods of teaching reading, to take advantage of the abundant materials which are supplied to them. The children of this generation make progress in six years to a point where they are far more competent in reading, and consequently far better educated, than were the children of an earlier day after eight years of schooling.

The eight-year elementary school has improved not only in its teaching of reading but in all lines of rudimentary instruction. As a result, its upper grades can no longer be limited to the meager program of former times. The seventh and eighth grades have taken on, of necessity, a new character. They are now able to give advanced instruction which naturally brings them into close relation with the high school.

With changes in the elementary school have come changes in the high school. To be sure, changes in secondary education have been resisted in some quarters. The teachers in the high schools and the parents of the pupils in these schools are often conservative in the extreme. Evolution is,

however, doing its work in spite of all the opposing forces. The American high school is changing; it is expanding in the content of its courses and in the organization of its work; it has in many school systems absorbed the seventh and eighth grades and is now in process of reaching upward so as to include the first two years of the college. The development of junior colleges as parts of many public school systems of the country is an accomplished fact. That the future will see more public junior colleges is a safe prophecy. There are social forces which are compelling communities to enlarge the opportunities offered to their young people. Young people who can find no places in the industrial and commercial worlds are registering in the secondary schools as graduate pupils or are demanding the opportunities of a junior college education.

To be sure, the junior college is having a very trying experience finding out what its mission is. There are junior colleges which ought not to exist. There are junior colleges which do not maintain standards of scholarship, and those, with inferior faculties. On the other hand, there are junior colleges which are examples of the highest efficiency. Whether good or bad, the junior colleges in this country have been organized in response to the demand for more than the limited years of schooling provided in the conventional high school.

With the junior college withdrawn from the college and attached to the secondary school, there has appeared a tendency for the college to reach up into the graduate school and absorb the year commonly devoted to the earning of the master's degree. Thus, the whole scheme of administrative division of the school system has changed from the elementary school thru the most advanced years of the college.

When schoolmen discover a persistent trend, what is their duty? Certainly it is not to combat the trend. To be sure, one ought to distinguish between trends and transient fashions, which are accepted for a few months or years and are then forgotten. The distinction between a fashion and a trend is that the trend has its origin in causes which are fundamental. It persists and grows in strength. Once an educational movement exhibits the characteristics of a trend, the duty of those who administer schools is to make a study of its meaning and gain as full a comprehension as possible of its implications.

The changes which have been described are the natural—indeed, one may say the inevitable—consequences of the fact that modern life has grown complex, making it necessary for the individual who would succeed to enter the competitions which he encounters with a far broader intellectual equipment than was required in former times.

The second trend which is important for our present consideration is the introduction into educational thinking of new conceptions regarding vocational education and general education. Vocational education used to be provided for young people by the home, by the industries, and by commercial establishments. During the early years of this century so-called "business colleges" took over the task of preparing young people for office

duties. The land-grant colleges and in some states institutions known as "agricultural high schools" tried to correct thru instruction the wasteful and inefficient methods traditionally followed by farmers. Finally, under the leadership of enthusiasts in Massachusetts and Wisconsin and the organized manufacturers of the eastern states, a national system of vocational courses was projected and installed in secondary schools. Vocational courses were forced into the school program in many cases by radicals who voiced the most violent objections to the types of instruction which the secondary schools were administering and had administered from the earliest days of their history.

The vocational courses encountered opposition on the part of many representatives of the traditional departments. In expressing their views with regard to vocational education, these protesting representatives of the older lines of instruction used the term "general education" and the long-recognized term "liberal education" to magnify the importance of the established elements of the mathematical-classical curriculum. It is still true that many teachers of the traditional subjects feel sure that they are the real educators of young people, that their subjects are the only liberal, broad, and cultural subjects in the school curriculum.

Fortunately, the processes of evolution are moderating the extreme partisan views of a few years ago. On the one side the vocationalists have gradually broadened their thinking. They have found that shop courses are not enough to satisfy the modern youth. The boy who is going to be a mechanic knows that civilization is scientific, and he demands access to courses in science. He knows that the world has passed thru experiences of which he needs to know something if he is to be an intelligent citizen. He demands, therefore, access to courses in history. While the vocationalists have become more hospitable to courses in science and history, some light has penetrated into the thinking of the classicists and mathematicians. The traditional subjects are attempting, sometimes with apologies and often with an exhibition of self-conscious condescension, to popularize themselves, to attract pupils by adding to the lessons that used to be drilled into reluctant minds interesting sketches about real people or accounts of practical incidents in which someone discovered a use which could be made of a liberal art. It now seems not unlikely that the apparently parallel lines of vocational and liberal education may converge somewhere in infinity.

There is, I feel sure, a ready solution of this whole controversy. It is so easy to see the direction in which education is moving that one almost hesitates to take time to state certain fundamental facts which are obvious the moment they are stated. The first of these facts is that the traditional liberal arts courses are, and have been thruout their history, vocational courses. The boy who learned rhetoric in the schools of Greece or Rome was learning the art of influencing his contemporaries thru public address. He studied the liberal art of rhetoric in order that he, as a freeman—that is the meaning of "liberal"—might enter the profession of politics.

Similarly, when the medieval universities taught geometry, they were consciously preparing their students in logic. The debates of the medieval

period were theological rather than political, but they were rigidly logical. Furthermore, the chief language taught in the medieval period was taught because it was useful. The language in which all advanced instruction was conducted was not the vernacular. The churchmen, who were the custodians in those days of the intellectual life of the race, had to study Latin for the occupational purpose of being churchmen.

When Harvard and Yale were organized as the first collegiate centers of liberal arts education in Colonial New England, there was not the slightest ambiguity about their vocational aims. The subjects taught in these institutions prepared men for the clergy.

The liberal arts have a history of long service to society as vocational subjects. It is a great pity that modern representatives of these arts should attempt to give currency to the subterfuge that the liberal arts were ever intended to constitute general education. The fact was, is, and always will be, that the liberal arts are professional or pre-professional. The Federal Board for Vocational Education made a cardinal blunder when it criticized the liberal arts. The fact is that the liberal arts belong by right to the Federal Board. They are as vocational as the courses in tinsmithing and plumbing.

When these facts are viewed in their true historical perspective and in the cold light of critical reason, a new and important idea begins to emerge. The American schools have never provided, at least above the level of rudimentary teaching in the lower grades, anything that can properly be called "general education." There is great need of a program of general education in American schools to supplement and round out the program of pre-professional—or liberal arts—courses, and shop and commercial courses. The vocational courses, whether they prepare for the professions or the trades, are special courses separating young people into distinct groups of workers all intent on making a livelihood. The world is just beginning to realize that making a livelihood is only a part of life. Every worker in either the professions or the trades is a citizen and for some of his waking hours a potential patron of literature and the fine arts. Every worker is a part of a great civilization which it is important that he understand and appreciate. General education is the education which all people need to make them more than competent specialists in their vocations.

The nearest approach to unanimity with respect to the proper content of that part of the curriculum designed to give general education is perhaps the agreement which seems to be fairly general that every school should offer lessons in citizenship. Just how to teach citizenship seems to be uncertain, but that the next generation should know more about public policies than does the present is granted on all sides. An impressive comment which was recently uttered by that prophet who has made himself heard on many occasions of late may be quoted as typical of the suggestions that are being offered with respect to devices by which the school curriculum may be modernized. H. G. Wells, speaking before the education section of the

British Association for the Advancement of Science, made the following remarks about the history now taught in British schools:

I believe that the crazy combative patriotism that plainly threatens to destroy civilization today is very largely begotten by the schoolmaster and the schoolmistress in their history lessons. They take the growing mind at a naturally barbaric phase and they inflame and fix its barbarism. I think we underrate the formative effect of this perpetual reiteration of how *we* won, how *our* empire grew, and how relatively splendid *we* have been in every department of life. We are blinded by habit and custom to the way it infects these growing minds with the chronic and nearly incurable disease of national egotism. Equally mischievous is the furtive anti-patriotism of the leftist teacher. I suggest that we take on our history from the simple descriptive anthropology of the elementary stage to the story of the early civilizations. We are dealing here with material that was not even available for the school masters and mistresses who taught our fathers. It did not exist. But now we have the most lovely stuff to hand, far more exciting and far more valuable than the quarrels of Henry II and à Becket or the peculiar unpleasantnesses of King James or King John.

And he goes on to say if we can modernize history and the teaching of history, we shall tend to equip youth for the life of today. If we take the recommendation of Wells seriously and substitute anthropology for the kind of history which is now common in the schools, I feel sure that we shall be making progress toward the organization of general education.

The need for more and better vocational preparation and more and better preparation for citizenship is being made clear by the happenings of recent years. Early in the depression, the federal government found boys who had been ill-prepared for life in the confused curriculum now taught in American high schools, traveling up and down the land, rejected by industry, and incompetent in a world which needed their services, and it set up camps where these boys received a new kind of education and in many cases regained their morale. The recognition of morale as something to be cultivated in education is a wholesome expansion of our thinking about education. The federal government also set up the National Youth Administration and has thru this agency helped a great many young people to continue in school while at the same time requiring them to perform useful social services. The inclusion of training in useful social service is a wholesome expansion of the concept of education.

The two trends which have been noted up to this point are trends within the educational system. The units of school organization are in process of readjustment, and the curriculum is expanding so as to supply more fully than ever before the instruction needed by young people to fit them for intelligent participation in civilization. The trend to which we now turn our attention can be described as a general social trend in which we, as educators, are vitally interested because it is producing effects of major importance in our field.

It is today a commonplace of social and political theory that the welfare of the nation as a whole depends on the prosperity of all the individuals who make up the nation. City folk cannot sell what they manufacture if the farmers are not able to earn proper incomes from their labor. If there

are people trying to exist on submarginal land, the people who live in fertile valleys are sure to feel the bad effects of the poverty of their less fortunate contemporaries. The idea of human interdependence has come to have real political meaning in the minds of all of us. We are as sensitive to the dangers of social contagion as we are to the dangers of physical contagion. We recognize the fact that society must for its own protection adjust conditions of life so that all its members will be cared for. We are rapidly arriving at the point where we all seek social security for all.

The educational implications of this view about the solidarity of society and the necessity of guaranteeing security for all are clear. Society includes dependent children whom it has no right to neglect. The obligation to take care of children is far greater than the obligation to care for any other class of people. The institution thru which society must discharge the major part of its obligation to children is the school. Society must conduct schools for its own preservation. The nation is in jeopardy as long as there is any state or community which has an inadequate school system.

We, as school people, have, I believe, been slow in expressing the rights of young people as contrasted with our hopes and desires for them. I do not misunderstand the slogan "equality of opportunity" which we have frequently employed in recent years in asking for decent schools. Yet I confess that the plea for "equality of opportunity" seems to me to be feeble. The fact that we talk about schooling as a privilege or opportunity seems to imply that each child and each friend of children should come respectfully to the public and ask that something be given which, if granted, will be appreciated but which, if denied, will be understandingly put out of mind as unattainable. I personally do not like the phrase "equality of opportunity." I think the country, which has had its lesson of relief and of a new doctrine of social rights taught under the sharp lash of the depression, ought to be informed in no uncertain terms that there is one and only one road to social and economic security and that this one road is thru adequate education of all individuals.

I find myself greatly stimulated by the steady increase in reliance on education as the method of securing social betterment in every line. We have witnessed in our times some of the great scourges of human life conquered by education. Not very long ago the victims of tuberculosis went to their deaths believing that they were irreparably doomed. In a few short years tuberculosis has been brought under control thru spread of intelligence. We have gained courage to attack other maladies by the same method.

Politics has taken a new turn because of education. The instruments of communication which have made it possible for the whole nation to become the audience before which leaders discuss the issues of political and social life have made the common man a party to national planning on a scale which will some day make charlatanism and claptrap impossible.

In a nation which thinks of social solidarity as guaranteeing to each individual certain rights why should educators take the attitude of suppliants?

We stand before the courts of law and ask without any hesitation for rights, not for privileges granted by a gracious sovereign. There was a period when communities were satisfied with pauper schools for the common people—missionary enterprises designed to save souls. In due time, charity gave place to community cooperation, and the purpose of education broadened. Schools were conducted at first on a small scale. They were entirely dependent on local government and local support. After many years the states said to the local communities: Your children have rights which the state must recognize; you, the community, shall take these and these steps to provide the kind of schools to which your children have inalienable rights.

The logic of social enlightenment and of history is carrying us forward to federal support of education. A child born in the remotest corner of the poorest state is a part of the nation. The nation has said again and again: No citizen shall starve; no citizen shall perish from neglect. Our position is unanswerable when we point out that the same social compulsion which operates to make the nation responsible for material necessities operates with double force to make the nation responsible for education. We can take this stand, I feel sure, with complete confidence that the future will abundantly support our position. The movements of which we have been a part in recent years all carry human evolution in the direction of a system of education which society will maintain on a scale commensurate with its own magnitude and its own expanding comprehensiveness.

One is tempted to dwell on the changes which are sure to come when the importance of education as the means and instrument of social improvement is fully recognized and adequate support of education is supplied by the nation. The trend toward continuation of education beyond the years of youth in order to keep alive in adults the plasticity and the eagerness which give zest to early life is well set and will continue with increasing momentum. Adult education will provide all of us with simple comprehensive reviews of the attainments in intellectual fields in which we cannot specialize. The range of intellectual life will expand by study carried on thruout life.

One phase of adult education in which our profession is deeply interested is the full and continuous education of teachers. Just at present we are passing thru that difficult period which lies between the older period when a teacher once prepared for a certificate was assumed to be competent thruout life and the new period when teachers will be eager of their own volition to keep intellectually alert. In this intermediate period we apply the artificial incentives of salary scales, promotion, and straightforward brutal requirements. We appoint commissions and consult teachers associations; we multiply professional courses and talk about improving teachers colleges and schools of education. Out of all this effort something will surely come. The only regret that some of us have is that progress is so slow that we shall be gathered to our fathers before the teaching profession becomes thoroly educated.

There are other trends in education, some of which, it is to be hoped, we shall see disappearing in the days to come. It is probably better on the

whole to pass these undesirable trends without further discussion, to hold to the positive tenor of presentation which has characterized this paper up to this point. I confess that I am greatly tempted to indulge in the pleasure of marking for elimination some of the trends which I do not regard as wholesome, but I refrain. I hope that the charity which I thus exhibit will be reciprocated by any who do not sympathize with some of the statements which I have made.

A fourth trend—the last which I shall describe—is perhaps the most important trend in American education and one which I believe commands the enthusiastic support of all of us. It is the trend toward the scientific study of educational problems. The science of education is a product of American genius or, perhaps one should say, of American disposition to try new devices. The older civilizations have traditions of education which are authoritative. No one ventures to question these traditions unless he is prepared to precipitate a revolution and start a new authoritarian system. On this continent we have been experimental-minded. We have sometimes been dominated by the desire to overthrow all tradition. After we have gone our own independent ways, we have been seized with the desire to find evidence which will show how superior we are as compared with our neighbors. There are many indications that the scientific study of education originated in the desire to measure other people. Many of the surveys which supplied the science of education with its early opportunities to use scientific methods on a large scale were carried on by experts from remote parts who went back home after they had scientifically examined other people. Whatever the origin of tests and measures and of other instruments used in scientific studies of education, the fact is that America is the contributor of the science of education to the world's list of social sciences.

Scientific studies in the field of education are in keeping with the general tendency that is characteristic of our age. During the last decade of the nineteenth century and the first decade of this century, industry, business, and government were becoming aware of the desirability of guiding effort in any situation by studies that reveal the exact nature of that situation. If one goes to the seat of the federal government today, one finds agencies of research scattered thru every executive department and every independent administrative commission. In the industries of the nation, there are more than 1500 laboratories organized and maintained for the purpose of making research studies. The term "scientific research" is familiar to the readers of every popular magazine and every newspaper. Education has followed the trend of evolution and has developed technics for the scientific study of its problems.

It is not necessary or justifiable to declare that all the outcomes of scientific research are infallible guides to practical school operation. If this were the proper occasion for an evaluation of the results of scientific research in education, it would be possible to point out that in a number of important instances there has been misinterpretation of facts. In some cases misinterpretation has commanded wide acceptance because it was spon-

sored by scientific authority of a high order. The fact that research has sometimes failed to reveal the true path for education does not in the slightest degree negative the statement that there is a trend in education toward the scientific solution of all problems. If anyone suggests to educators that they adopt a certain method of teaching or administering, he finds that he must support his suggestion with scientifically established facts. There was a time when an educational reformer could announce a theory and insist that the authority of his experience or of his a priori reasoning was sufficient. There was a time when the most momentous questions of educational policy and practise were pronounced upon by committees that employed no other device in arriving at their conclusions than exchange of opinion. The day of unscientific thinking about education is rapidly moving toward its close. There is a fixed determination in the minds of those who conduct schools that the schools shall conform to the ascertained laws of mental and social life.

When we face the problems which have been suggested—the readjustment of the units of the school system, the reconstruction of the curriculum, and the general improvement of the expanding educational system—we can proceed with assurance because we know that we have fairly reliable means of evaluating educational outcomes and because we know how to make systematic studies of educational needs. We have a well-developed science of education.

I have no misgivings about the future of American education. I think we can all readily see some of the directions in which progress is certain. One of my friends said to me not long ago that he is very careful these days to save every ounce of his energy and to avoid every possible hazard. "I wait," he said, "before I cross the street to make sure that every car has passed. I want to see how this economic turmoil is going to end. There never was so interesting and complicated a situation as there is today. I want to see what happens." I have the same feeling as my friend. I, too, am interested to see what is going to happen in the political and economic worlds, but the reason why I am resolved to cross the streets carefully is that I want to see what the present trends in American education produce.

A WORD ON EDUCATION

HELEN KELLER, AMERICAN FOUNDATION FOR THE BLIND, NEW YORK, N. Y.

CHAIRMAN CAROLINE S. WOODRUFF (Principal, State Normal School, Castleton, Vt.; President, National Education Association): One of the most thrilling moments of my life was when, some years ago, I first saw and met Helen Keller, and held those seeing, feeling, hearing, talking hands in mine—the most wonderful hands in all the world. And it is to me tonight one of the choicest experiences of a year, filled, as it is for anyone representing this National Education Association, with countless wonderful opportunities that are given to few in this whole country, the privilege given me by President Glenn, of presenting to you this great personality, one whose life has been unmatched in all time, past and present, in her conquest of all physical handicaps with which she has been circumscribed from infancy, her mastery of them all. And she would disclaim the word did we not include in this almost miraculous achievement that great teacher of hers, Anne Sullivan Macy, without whom this attainment would have been impossible and her life incomplete.

It is fitting to recall what Miss Keller has done for others afflicted with blindness—the unique contribution made by her in having already raised thru her own effort more than one million dollars for the American Foundation for the Blind, which is sponsoring a nationwide Helen Keller tribute year, terminating next Thursday, March 3, the fiftieth anniversary of the day Anne Sullivan Macy came to teach Helen Keller. All funds of this drive are to be turned over as a part of the endowment, known as the Helen Keller Fund.

Before Miss Keller speaks, her friend and companion, Polly Thomson, will give the background for and interpretation of her address. Miss Thomson and Miss Keller.

[Miss Keller and Miss Thomson came to the speakers' stand; Miss Keller stood beside Miss Thomson, with her hand on Miss Thomson's lips in order to read her lips as she spoke.]

MISS THOMSON: When people first meet Helen Keller, they always ask, "How did you begin to teach her?" Helen Keller was born a perfectly normal child but at the age of nineteen months, she had a serious illness which left her deaf and blind, and as a result of deafness, she became mute also.

When Miss Sullivan, Helen's late beloved teacher and friend, went to Helen's home in Alabama, Helen was six and a half years old, and her only means of communicating with those around her were a few motions or signs. For instance, if she was hungry, she pointed to her mouth. If she wanted bread and butter, she indicated the motions of cutting bread and spreading it with butter. If she wanted ice cream, she made the motions of turning the freezer. And, when she smacked her lips, everyone knew she wanted candy. A nod of the head meant "yes"; a shake of the head meant "no" but

I understand she paid very little attention to that sign excepting when she made it herself!

The first word Helen learned to spell on her hand was "doll." Miss Sullivan had given her a pretty doll and after she had played with it, dressed it and undressed it, Miss Sullivan took her hand and made the letters "d-o-l-l," pointed to the doll and nodded her head. Helen looked puzzled and felt Miss Sullivan's fingers curiously. Miss Sullivan repeated the letters a number of times, then helped Helen form them in her own hand. After a trial or two, Helen succeeded in spelling the word correctly, pointing to the doll as Miss Sullivan had done.

Helen learned the names of a number of articles from imitation without understanding that every action and every object had a name. One day Miss Sullivan had been trying to make Helen understand the difference between a cup and the water it contained. All her efforts had failed. Finally it occurred to Miss Sullivan to lead Helen to the pump and have Helen hold the cup while she pumped the water. As the water gushed forth, Miss Sullivan spelled into Helen's other hand "w-a-t-e-r." Helen dropped the cup, went red and pale, trembled, and a new light came into her face, the light of understanding. In that moment Helen realized that everything has a name and that the finger spelling was the way to everything she wanted.

After that her progress was very rapid. She learned everything that children of her age learn, and she always wanted to know more. She learned to read and write and use the typewriter; she can use any machine with very little trouble, and writes on all of them beautifully. For three years, she spelled on her fingers every waking minute.

The next important step in Helen's education was learning to speak. Helen had observed that when those around her talked with each other, they did not use the hand spelling. Miss Sullivan told her we talked with our mouths. Helen wanted to talk with her mouth, too, but that seemed impossible. However, Helen kept on insisting that she wanted to talk like other people. Miss Sullivan decided that if it was humanly possible, Helen should learn to speak.

The first word she learned to articulate was the word "it." Placing her hand in this position, thumb on throat, the first finger on lips and the second on nose, enables her to feel the guttural sounds, the hard "g" and "k." Words like "grotesque."

MISS KELLER: Grotesque.

MISS THOMSON: Government.

MISS KELLER: Government.

MISS THOMSON: Kindness.

MISS KELLER: Kindness.

MISS THOMSON: Conciliation.

MISS KELLER: Conciliation.

MISS THOMSON: And, with her first finger on the lips, she gets the labial sounds—the "b" and "p." Brother.

MISS KELLER: Brother.

MISS THOMSON: Bachelor.

MISS KELLER: Bachelor.

MISS THOMSON: Prosperity.

MISS KELLER: Prosperity.

MISS THOMSON: And with her second finger on the nose, she gets the nasal sounds, the "m" and "n." Mathematics.

MISS KELLER: Mathematics.

MISS THOMSON: Machinery.

MISS KELLER: Machinery.

MISS THOMSON: Nonsense.

MISS KELLER: Nonsense.

MISS THOMSON: And with her hand in this position, Miss Sullivan made the short vowel "i" in "it." Then the consonant "t" which is right in front of the mouth "t-t." Then put them together—i-t—and the first word was learned. And, every word that Helen speaks has been learned in just that way, letter by letter, syllable by syllable.

After her seventh lesson in articulation, she surprised her family by speaking this sentence very slowly [Miss Keller joined her voice with Miss Thomson's, saying:] "*I am not dumb now!*"

MISS THOMSON: From that first halting sentence to her speech of to-day has been a long, hard road. For years she put her hands on Miss Sullivan's face, her fingers in her mouth, felt the position of her tongue and repeated the motions over and over and over until she has come to speak almost like other people.

You will now have an opportunity to hear Helen speak and see her read the lips. I will ask her a few questions so you may become a little more accustomed to her voice. Helen, where were you yesterday morning?

MISS KELLER: In Florida, and I flew all the way from Orlando to Camden.

MISS THOMSON: Do you like flying?

MISS KELLER: Do I like flying? Oh, very much. It is thrilling to feel the plane climb and climb, like wings. I am quite at home in the clouds.

MISS THOMSON: Are you not afraid?

MISS KELLER: No, no more than a bird on the wing.

MISS THOMSON: Have you been to Atlantic City before?

MISS KELLER: Yes, often, and I love its bracing sea air. But, what a change from Florida!

MISS THOMSON: Does that mean you prefer it to Florida?

MISS KELLER: I do. I am descended from mountaineers.

MISS THOMSON: Helen, how can you appreciate beauty when you cannot see it?

MISS KELLER: The elements of form and surface and proportion are palpable to the touch and by combining those three, I get a beauty quite satisfying to me.

MISS THOMSON: You enjoy flowers, don't you?

MISS KELLER: Do I enjoy flowers? Oh, yes! I smell their fragrance and feel their graceful blossom, leaf, and stem.

MISS THOMSON: You learn a lot about the world from the sense of smell, don't you?

MISS KELLER: Yes, I know when I am by the sea or in the mountains, or in the cities. Cities also have different odors. In London, for instance, I smell the fog and smoke in winter. Then there is Paris, with its peculiar blending of perfume, powder, and wines. And, last summer I made the acquaintance of Japan, with its odors of peculiar cooking and incense.

MISS THOMSON: Helen, I think our friends would be interested in hearing a little about college. What were some of the subjects you studied in college?

MISS KELLER: Philosophy, history, literature, mathematics, Greek, Latin, French, and German.

MISS THOMSON: Which did you prefer, Latin or Greek?

MISS KELLER: Which did I prefer? Greek. Altho more difficult, I found it richer in poetic thought and more musical than Latin.

MISS THOMSON: What was your favorite study?

MISS KELLER: Philosophy.

MISS THOMSON: Why?

MISS KELLER: Because it gives me such a sense of freedom from all limitations.

MISS THOMSON: I think our friends would be interested to see how your teacher read the books to you in college. This is the way Miss Sullivan read all the books and interpreted all the lectures during the four years Helen was in college.

[Miss Thomson demonstrated the manual alphabet with Miss Keller.]

MISS THOMSON: She sat beside her and spelled into her hand word by word what the professors said. Can you repeat what I said?

MISS KELLER: You said, this is the way Miss Sullivan read all the books and interpreted all the lectures during the four years Helen was in college. She sat beside her and spelled into her hand word by word what the professors said. That was a long job!

MISS THOMSON: And, I think it is interesting also to know that Helen could not take her typewriter into a classroom because she would have disturbed the other students so she had to carry in her mind all that had been spelled into her hand until she got home where she put the notes down on her Braille typewriter. That is how we think she developed her marvelous memory.

Helen, what do you consider a teacher should be?

MISS KELLER: What do I consider a teacher should be? One who breathes life into knowledge so that it takes new form in progress and civilization.

MISS THOMSON: Now, I wonder what questions our friends might like to have me ask. Helen, did you like mathematics?

MISS KELLER: Did I like mathematics? No, I was a perfect bonehead in mathematics.

MISS THOMSON: Now, I am wondering what other questions. Can you think of some questions our friends might like to have asked?

Can you read other people's lips as well as you can read mine?

MISS KELLER: Yes, if they speak slowly and distinctly and do not get embarrassed.

MISS THOMSON: Who gets embarrassed?

MISS KELLER: The gentlemen. They stammer and forget what they are going to say!

MISS THOMSON: Well, Helen, I think I will have to have you read one of the gentlemen's lips. Mr. Bush, you come along and Helen will read your lips.

MISS KELLER: I will try anything once.

GEORGE C. BUSH (Superintendent of Schools, South Pasadena, Calif.): Miss Keller, if you could have one wish granted, what would it be?

MISS KELLER: Good for you! You did not get at all embarrassed.

If I could have one wish granted, I should wish for world peace and brotherhood! (Prolonged applause.)

MISS THOMSON: Helen, how can you tell when there is applause? Do I tell you?

MISS KELLER: No, I hear it with my feet thru the wood in the floor.

MISS THOMSON: Can you tell if this hall is packed? Can you tell if there are many people in this room?

MISS KELLER: Yes, and I know the house, which is big, is packed.

MISS THOMSON: How can you tell?

MISS KELLER: Because the air is warm and crowded from the breathing of many people. I feel their breaths coming in little pulsations to my face.

MISS THOMSON: Now, I think you will be interested to see how we spell into Helen's hand. It is the manual alphabet. We spell about 85 words a minute when we are going express. When I take Helen to a motion picture or the theater, I have to spell very, very rapidly, about 85 words a minute. It is very simple.

Of course, you all know that Helen graduated with honors, receiving her degree of Bachelor of Arts from Radcliffe College and Harvard University. It was then that Mark Twain said, "The two greatest characters in the nineteenth century are Napoleon and Helen Keller—Napoleon tried to conquer the world by physical force and failed; Helen has tried to win the world by the power of mind, and she has succeeded." (Prolonged applause.)

[Miss Keller bowed graciously several times in acknowledgment of the applause.]

MISS THOMSON: Now, Helen, you had better give your little talk and I will repeat for you in case your friends do not understand.

[Miss Keller made her statement, with Miss Thomson repeating the phrases after her for the purpose of interpretation to the audience.]

MISS KELLER: I am touched when educators ask me to say a word to them. I am not a teacher, but I cannot resist the wish to express to you my thrilled consciousness of the new America in which you are guiding youth along fateful paths of self-development.

Judging from what I read about experiments in school and college, it seems to me teacher and student are digging into learning warm with the heart blood of experience. Such advance is full of hope for the future, since we must feel man's struggle in our bodies, as it were, if we are to make our education minister to his welfare. It was because Anne Sullivan put aside precedent in teaching and tried to imagine herself in the silent night where I dwelt that she gained insight to give me the light and freedom of the spirit.

Confucius was right when somebody asked him, "What is knowledge," and he replied, "To know men." In order "to know men," students must investigate life. They should try to find answers for such fundamental problems as government; wages; the supply of food, clothing, and shelter; peace and war. Education not translated into terms of this collective experience is lacking in content and creative thinking.

It is a revelation to me how farsighted teachers are taking thought to organize and unify the complex mass of knowledge flooding our schools and setting up definite goals for intelligent effort. The technic of building well-planned cities, keeping the land fertile and beautiful, abolishing the plagues from the earth, is being imparted to students as a life responsibility. They are being awakened to the fact that soul-killing poverty may be abolished, and that wealth is a social product to be controlled for the common good. "To know men," they are discovering, demands kindness, cooperation, respect for their fellows. In vision I behold them going forward to recreate the world. What a glorious adventure that will be!

Youth is the hope of the new order. After students have learned in these many ways "to know men," they will stand "a wall of fire" about democracy, strong against dictatorship and greed. May the new learning speed far. May it not rest or pause until it has cleared away the horrible jungles of war and fear, and a world shines forth fit for man remade in God's image and likeness.

CHAIRMAN WOODRUFF: Helen Keller—master of circumstance—not blind, but seeing thru "eyes of the soul," not deaf but hearing thru her heart—in the name of the National Education Association, and with the authority vested in me as its president, may I present to you this key, symbolic of the highest honor in the power of this Association to bestow, the key of honorary life membership in the largest organized body of educators in the world, which will give you official entree to all the activities of the National Education Association of the United States for the rest of your life. The Association itself is signally honored by your acceptance.

[Miss Woodruff slipped the chain, which held the key of life membership, over Miss Keller's head.]

MISS KELLER: You overwhelm me! Miss Woodruff and friends, this beautiful surprise has rendered me almost speechless! I can only thank you with the heart that loved Anne Sullivan. It is a moving thought that the educators of America should confer upon me an honor which so felicitously honors her.

The chain around my neck I shall cherish as a prophecy of the united effort that shall make knowledge the heritage of all men. The key in my hand I feel is not given for any merit of mine; rather it is a symbol of the key to the life more abundant which the handicapped shall enter, and it shall be an inspiration to their normal fellow beings. Then shall limitation, like the earthquake, rend the veil from the temple, and we shall behold God dwelling with man in eternal beauty.

Again, with emotion, I thank you.

GENERAL SESSION
TUESDAY MORNING, MARCH 1, 1938

"Youth Education Today," The 1938 Yearbook

YOUTH EDUCATION TODAY

E. E. OBERHOLTZER, SUPERINTENDENT OF SCHOOLS, HOUSTON, TEXAS;
CHAIRMAN, 1938 YEARBOOK COMMISSION

PRESIDENT GLENN: With the many interesting things that are going on during this week, the wealth of material knowledge offered in the groups and several sections of this convention and in the general program, it is impossible for any one individual to touch even half. I would like to express sympathy for those of this group who for whatever cause failed to be present last evening to hear Mr. Butterfield and especially to hear Helen Keller.

To those of us who were there, it seemed in the nature of a benediction as this marvel of our generation stood before the great audience and among other things, demonstrated firsthand quite clearly what can be done for the handicapped. Each of us, as school administrators, has in his own community handicapped children. I feel sure that as one of the group, I shall go back to my group with an encouragement of what we may do for handicapped children. Of course, that was part but perhaps, as great as that is, the least part of what we got from Helen Keller. One individual received one thing and another, another. Several spoke of the challenge that came to them from the recognition if this handicapped individual could accomplish what she has done, shame on us that we could not do more. It was a great program!

Today we face a new and varied subject. At the St. Louis convention, in the business session, the school administrators spoke very definitely about the value of our annual yearbook. There was brought before the convention a motion to discontinue the yearbook and with unanimity they said, "No."

The subject of our program today is the Sixteenth Yearbook, *Youth Education Today*. It is my pleasure at this time to present the chairman of that Yearbook Commission, Mr. Oberholtzer.

MR. OBERHOLTZER: The Sixteenth Yearbook is presented to you for your consideration. It is not our thought that it is complete in every aspect. As chairman, I feel that I played very much the part of a backseat driver, permitted occasionally to direct from the rear!

I do want to say that the Commission appreciates sincerely the opportunity that your president has given us on one of these programs to present the yearbook. I would like to say a good many things about our Commission. We had a lot of fun in the work and I think I can say truly that they are all good fellows and hard workers. The Sixteenth Yearbook presents a tone optimistic, with a hopeful theme but in no sense a completed pattern of a melody. It has tried to present a perspective of youth encompassing those areas affecting most vitally their welfare and happiness.

I was much impressed with an old message that appeared in one of our educational books that reads something like this—and it is quoted in this yearbook:

Greeting his pupils, the master asked:

What would you learn of me?

And the reply came:

How shall we care for our bodies?

How shall we rear our children?

How shall we work together?

How shall we live with our fellowmen?

How shall we play?

For what ends shall we live? . . .

And the teacher pondered these words, and

sorrow was in his heart, for his own

learning touched not these things.

The Yearbook Commission did not have the opportunity in time and it did not have sufficient finances to go into the field and make many surveys. This subject for the yearbook was chosen some three years ago and I think you will agree with me that the subject is timely for during the past three years we have had countless orations, magazine articles, and books touching the question.

We took as our field for chief study that group of youth between the ages of fifteen and twenty-four years, of whom there are over 20,000,000 in the United States. In 1930, according to the census given out, 56 percent of these were in cities of over 2500; 26 percent lived on the farm; 18 percent, in the non-farm rural towns and villages.

Reviewing briefly the social status, we found that 21 percent were in families with an income of less than \$1000; 42 percent, in families with an income of less than \$1500; 71 percent, in families with an income of less than \$2500; and only 8 percent, with an income in excess of \$5000. If \$2000 were taken as a sufficient income for modest living, 60 percent of all the families were below this standard.

Faced with this turmoil and confusion in the economic and social world, with all its maladjustment, the yearbook turned to you, the educational leaders, to help find the way out. Mark May said, relating to this question, "I am convinced that the danger in the present situation is not that these . . . youth will start a revolution or a new political party, but that they will stagnate emotionally, lose their driving force, and become wards of their communities."

So we come back, it seems to me, to the age-old problems, first, to find a way to teach the individual how to live with himself and, secondly, how to live with others.

This is the challenge that we present to you in the yearbook. I shall not have time to go into detail greatly but, following the two speakers, this panel discussion will attempt to lead you thru some of the crucial issues. We believe the Sixteenth Yearbook has presented some of those crucial issues, with which the first to be concerned should be the educational leaders.

In the program of public education the primary purpose should be to help youth find satisfactory places for which they are fitted in their own social and economic order. If American ideals are to be promulgated and improved thru democratic institutions, youth must be trained and educated to make decisions and choices by the democratic process of freedom in learning. Such training and education must in the long run be effected thru growth and development of the experimental attitude and the critical mind and by means of widespread, systematic, and adequate educational opportunities.

Public education our tradition—Preservation of democracy and progress in a democracy such as we desire in our American Republic depend in large measure upon the spirit of the people, their ability to understand, and their desire to grow in understanding, as well as their willingness to perform the duties of citizenship. More than a century and a half ago our farsighted forefathers emphasized the basic need for some agency to provide for public enlightenment and diffusion of knowledge. Washington urged that we “promote, as an objective of primary importance, institutions for the general diffusion of knowledge. In proportion as the structure of government gives force to public opinion, it is essential that public opinion should be enlightened.” President Mirabeau B. Lamar of the Republic of Texas stated: “It is admitted by all that a cultivated mind is the guardian genius of democracy, and while guided and controlled by virtue is the noblest attribute of man. It is the only dictator that freemen acknowledge and the only security that freemen desire.”

The influence of environment—Overshadowing all of youth's endeavors are the influences of environment, which affect the ability of youth to make satisfactory adjustments to the demands of daily life. The need for social development, for introduction to the adult world and its problems, and to family and community life, reveals the fact that there are still great shortages in the system of education which attempts to prepare for complete living. Educators still face the problem of how to direct the education of youth to the end that as an individual he shall learn how to live with himself and as a good citizen he shall learn how to live with others. The problems of youth are, assuredly, also the problems of educators. The influence of the school must extend beyond the classroom into the major needs of its students, fitting them to lead balanced, useful, and satisfying lives as they emerge into their various fields of endeavor.

Opinions differ as to the ultimate importance of the part that may be played by the public school in the training of youth for successful living, but

be its influence of major or minor importance, no one questions the significance of certain contributions that the public school must make in enabling youth to meet more successfully some of the problems of living. Many criticisms have been leveled at the curriculum of the schools, yet in the last decade more progress has been made in this realm than in any other phase of the educational program. Still, there are many shortcomings which need more careful study. It can be alleged that the curriculum at present is still remote from the student's daily life outside of school; that the curriculum is not adjusted to modern life; that the curriculum does not reflect the aspirations of youth; that the curriculum is not adapted to the individual differences of interests, aptitudes, and abilities existing among students; that the curriculum has not kept pace with the latest developments in the field of learning, as revealed by recent studies in psychology; and that the curriculum gives too little attention to the emotional and social attitudes which in many cases play a more dominant part in the development of youth than do their intellectual interests. To offset these shortages and to improve the work of the school, the Sixteenth Yearbook suggests certain guiding principles which underlie the building of a dynamic and life-centered curriculum.

Such a curriculum should provide worthwhile experiences to challenge the immediate interest and purpose of the learner. In such a curriculum, the student should be attracted, not repelled, by the activities in which he engages. He should feel, also, that his school work is effective, that it is ongoing and full of promise for a satisfactory career. Such a curriculum should be related to the daily living of students, should be centered in actual problems and opportunities of modern life; it should not neglect the cultural point of view or be dominated by a narrow vocational point of view. Broadened and humanized by cultural, creative, and socializing elements, such a curriculum should be able to offset most of the shortcomings of our present education.

Personal relations—Good personal relationships constitute a minimum essential in all education. The greatest joys and the most poignant distress of youth arise from associations with other people. Such outcomes are dependent largely upon success in personal contacts; they are hindered by failure to adjust well to others. Studies show that more people lose their jobs because of inability to get along with others than from lack of technical skills. Unhappy home life, lack of success in marriage, and, not infrequently, poor health, may arise from the conflict and maladjustments which are often due to failure to adjust harmoniously in relations with other people.

The individual's ability to get along with other people is profoundly influenced by the conditions under which he grows up. Freeman has found that identical twins coming into the world with essentially the same heredity, but brought up in radically different environments may grow into persons with very different social characteristics.

The school should, therefore, be interested in improving its relations with parents and the home, in developing a comprehensive program of parent education as a cooperative community enterprise. Such a program should in-

clude related home and school courses in psychology, mental hygiene, social science, and personal adjustments, which will improve relations of youth not only with parents but also with others. Normal young people live in three worlds: the world of their own age group, comrades; the family group; and the more or less vague world of grown-ups. There is always a positive aspect to this matter of group relationship. The youth who grows up in a free democratic home where he feels emotionally secure, who finds himself accepted by groups of comrades sharing constructive interests, who enters into club, camp, and school activities with zest, who finds in the economic world a place he can fill with personal satisfaction and social usefulness, and who feels himself an active part of larger movements for social betterment, will have little need to worry about problems of personal moral development. The child who belongs and lives with groups pointed toward the attainment of socially desirable goals has the best "character insurance." Out of all this training in more effective wholesome relationships the student should emerge with more wholesome independence and a capacity for cooperation with others.

Creative citizenship—The yearbook is particularly concerned in having the schools develop a program that will provide for the full utilization of the unrealized possibilities of cooperative activity within the framework of American institutions. This concept is fundamental in creative and dynamic citizenship. The development of such an ideal of citizenship depends not alone on the intelligence of youth, but also upon the imaginative qualities of their minds. It seeks to solve the old problems in new and better ways; it faces new problems with courage, intelligence, imagination, and unselfishness.

Goals of education for citizenship—The yearbook submits the following as fundamental goals, suggesting for each the educative approach—to cultivate, develop, and have concern for:

1. An intelligent appreciation of democratic institutions
2. Proper methods of action which are of special significance in a democracy
3. Willingness and the ability to cooperate effectively in a democratic society
4. The progressive development of the democratic ideal.

Education for leisure—In this rapidly changing world no phase of American life is more revealing than the rising tide of leisure-time activities. This extraordinary turning of the whole range of life toward the satisfaction of leisure-time needs is indeed both revolutionary and of great significance. No modern recreational program is complete unless it is varied enough to meet the needs of people of all ages with their widely varying interests. To develop such a program for leisure-time pursuits, it is important that both the philosophy and practical technics be understood by school administrators and teachers. It is too much to expect the school to carry the entire burden of a leisure-time educational program, but the school seems to be best fitted to assume the chief responsibility and leadership in the development of such a cooperative community program. The school should lead the way, but should call upon the other social agencies to help in formulating the plan and to participate in the developing of the program. The basic organizing principles in

such a program are educational; therefore, the school should assume its full share in recognizing and developing such a program, both for the in-school and post-school youth of the community.

Adjustment and guidance—If there is any one ideal about which the American people have shown much enthusiasm but in which they have accomplished little, it is that of providing equal educational opportunity for all youth. While the schools in some regions have made progress toward this ideal, equal educational opportunity is far from general realization; in fact, in many sections it is merely a day-dream. However, the fundamental motive underlying the origin and support of free public schools is found in the deep-rooted conviction of our people that practical education is not a luxury but a necessity, not only for the safeguarding of American ideals, but for the promotion of success in occupational, economic, and social life.

With the population becoming more mobile in many parts of the country, and with rapidly changing industrial conditions, seasonal occupations, increase of trailer-life, and seasonal migrations, it is evident that continuity and personal responsibility for the adjustment and guidance of pupils in the regular day schools are not simple matters which the average teacher is equipped to meet. Unless this problem is met by an adequate organization and personnel in every school system and in every secondary school, there will continue to be many young people for whom the public schools will not provide an open door to opportunity, achievement, and effective citizenship.

J. W. Studebaker, the United States Commissioner of Education, has stated: "If it is not the function of organized education to guide our youth safely into the harbor of constructive service, education has no real function. Education certainly is not carrying full responsibility when it deals only with the minority of young people who occupy full-time places in the classrooms. The fact that even today only half of our youth of high-school age are in high school indicates strikingly the need for new models of educational practise. In this era of mass production of material goods, we must, by educational policies and technic, push our school influence further into the arena of life's practical problems."

Leadership of youth—Thruout the study of youth as represented in the Sixteenth Yearbook, there has been clear confirmation of the general concept that youth is a period of rapid growth and transition. Each individual passes from childhood with its protection to early maturity with its opportunities for planning and carrying out a permanent program of adulthood.

Care must be taken in every set of plans for young people that society continue to protect its youth adequately thru this transition period. For this reason the charter proposed by the yearbook as a set of guiding principles in the proper care of American youth includes an assurance that the young person will be provided with conditions which conserve his health; with home life and economic support which give him food, clothing, shelter, and the spiritual values of domestic happiness; and with a community which protects him from dishonesty and vileness.

He must learn the relationship which will exist between his labor, his probable income, and his personal life. There must come to him the spirit of ambition to achieve well and to succeed without the jealousy of struggle for constant transfer to work in some other field. He must be made to see ahead of him measures of success other than the quantity of money income or accumulation of wealth represented by ownership of productive goods. The admiration of his fellows, the beauty of his product, the absence of mistakes and failures, the knowledge of his contribution to the welfare of others, and his congenial personal relationships must all become elements in his ideal of a successful life.

Youth organizations—Many interested persons have asked of themselves and others the questions: Is there an American youth movement? Are many of the organizations interested in youth showing tendencies to converge into a larger movement which may have socio-economic and, above all, political significance? The nature of the answers might depend upon where the interrogated person lives.

After four months of travel, covering more than ten thousand miles by automobile in various parts of the United States, Maxine Davis writes: "We Americans ought to get down on our knees every day and breathe prayers of thanksgiving that altho there are some two hundred youth organizations in the United States, there is no authentic youth movement, for the youth movements of Europe have been the nuclei of dictatorships, red, brown, black, or any other color."

Speaking at the 1936 Mobilization for Human Needs in Washington, D. C., Charles P. Taft, of Cincinnati, said: "We have no youth movement in this country and I am glad of it. Youth belongs in the middle of things, helping to run them, not off by itself grumbling and demanding."

This yearbook survey seems to show that youth are not organized into any one particular movement and the organizations to which they belong survive largely because of the personal satisfaction which the members receive. It is somewhat surprising and yet of real significance to discover that the agitation attributed to the so-called "youth movement" is largely adult-stimulated and exists in a very small degree among youth themselves.

The response which an intelligent social order expects from youth is not a youth movement or crusade, or an intricate organization of all youth into lodges, clubs, and corporations. Such purposeful organization for community good is characteristic of adults, not of youth; youth are individualistic in their interests. Young people comprehend their own family group, and to some extent their own growth. Teachers must regard young people as individuals who are emotionally and economically tied into the entire social order. All that this social order asks of youth is that young people respond with an earnest attempt to make something of themselves.

Unifying and coordinating influences affecting youth—The wide variety of services which the typical community has developed to promote the welfare of youth has given rise to a multiplicity of agencies which often have mutually excessive objectives and personnel. One of the problems of better service to

youth is to find a way to better unify and coordinate the work of these community agencies. Both governmental and non-governmental units are concerned, and there is a great variance of relationships between these units and the different kinds and phases of communities. It is a well-known fact that there has been increasing expansion of the primary unit for the control and support of the public schools. Originally the local unit was the chief source of support. The present trend is for the state to assume more responsibility for the support of the schools. As with the school, there also exist similar variations in relationship among the various units of government with respect to public welfare, particularly health and recreation.

Two general theories have been tentatively propounded, neither receiving unanimous acceptance, but both worthy of consideration. The first theory is that the school may extend beyond instructional duties and perform services for the child which other agencies have not performed satisfactorily. The second theory limits the school functions to those which it has already demonstrated its ability to carry on better than any other agency.

Some central rallying-point is essential to any coordination. The thought that the public schools should constitute such a center in every community is an attractive one, but is not to be effectuated instantly and without regard to the feelings and claims of other public and private agencies. There are signs that the idea will grow and eventually become a reality whether educators and others engaged in youth service consciously will it or not.

A great deal depends in this matter upon the alertness and the public esteem possessed by school superintendents, board members, and teachers. It is important that the education of prospective teachers should include such experiences as will give them grounding in the governmental theory underlying the growth of the social services related to education, as well as some firsthand contact with real situations where various experimental relationships between the schools and the other agencies for youth welfare are to be observed and evaluated. A thoro knowledge of all community facilities for rendering social services is obligatory upon educational workers everywhere.

OCCUPATIONAL ADJUSTMENT

EDWIN A. LEE, DIRECTOR, NATIONAL OCCUPATIONAL CONFERENCE,
NEW YORK, N. Y.

PRESIDENT GLENN: One of the agencies contributing most to the solution of these problems as outlined in our yearbook and presented by Mr. Oberholtzer is the National Occupational Conference. This group last spring organized a tour for thirteen superintendents of schools, selected from the different sections of the country. They carried as their guests these thirteen superintendents to a number of cities in America to inspect firsthand and see what these cities were doing to guide youth.

Today it is our privilege to have the director of the National Occupational Conference speak to us. I am pleased to present Edwin A. Lee.

MR. LEE: It hardly seems necessary to emphasize the importance of the problem of occupational adjustment to a group of educators. Every man who has a son coming of age has faced that question which bewilders parents almost to distraction, "Dad, what do you think I should do for a living when I grow up?" If you are a high-school principal, parents and pupils alike have come to you asking the same question, and if a superintendent, you have been unable to escape the combined impact from staff and community of this most insistent of all inquiries. No problem before school administrators today transcends in importance that of training each youth so that he may adjust himself adequately to the occupational demands which he will meet the moment he steps from the comparatively cloistered life of the school into the world of work. No youth escapes this step and, I take it, no parent or youth wishes to escape it.

Just as naturally as he expects and accepts the onset of maturity does your son or my son—or your daughter or my daughter—expect to earn his own living and derive therefrom the indispensable satisfaction accompanying the knowledge that he can perform a work that needs to be done well enough to be worthy of hire. That we have for so long, except for certain notable programs, failed to come to grips with this problem is sometimes hard to understand. Admittedly it is difficult, yet knowing the temper of the men who make up this Association, difficulty constitutes a meat on which you thrive. Admittedly, too, it is not simple, but complexity has been accepted as a challenge by every superintendent worth his salt. It would seem then, that insistent as has been the demand for occupational adjustment, there has been a lack of constructive and farseeing leadership to point the way; and lacking that leadership, there has been in general only a half-hearted or partial attack upon the problem. It is not without significance that, so far as I am aware, this is one of the few times, if not the only time, that vocational education has been discussed at a general session of this Association.

It was because we believe the solution lies in an informed leadership that we organized and conducted the NOC Occupational Education Tour for Superintendents concerning which President Glenn spoke in introducing me. That thirteen men of the caliber who participated in this study-tour were willing to devote a period of two weeks to intensive consideration of the problem of occupational adjustment is of supreme importance in itself. What has already resulted is of greater importance, and what is yet to come warrants the serious attention of every man interested in the adequate education of youth.

You have read or perhaps heard how the thirteen superintendents early in May 1937 visited eight different communities and saw at firsthand one or more phases of occupational adjustment exemplified. You probably do not know, however, that each man had prepared himself thru the reading of a brief bibliography for a more intelligent understanding of that which he was to see. Neither do you know of the careful and thoro plans made by each of the communities visited, nor of the mass of descriptive material which was

mailed each day to the homes of the various superintendents. You do know that with the background of this vivid experience the men for two days pondered the implications thereof and produced what they desired should be called a tentative report. At the same time they voiced the belief that a later, more formal, report should be prepared. I shall refer to this shortly.

Essentially the tentative report was a statement of belief, followed by a simple analysis of the problem of occupational adjustment. There was no question in the minds of these men as to the place which occupational adjustment occupies in a total program of public education. Clearly they faced its insistent demand for inclusion in their program. Fearlessly they accepted the challenge that its provision should be in terms of all the children and all the adults enrolled in their schools. Calmly and wisely they accepted, too, that that which they visioned was not to be accomplished overnight, but would have to proceed slowly but irresistibly toward definitely recognized objectives, based on substantial research and fortified by public opinion.

A program of occupational adjustment, said these superintendents, consists of three subprograms, each of which must be planned and organized with regard to its interrelations with the other two. It has been called the three-point program of occupational adjustment. *Point one* is this: there should exist in every school system, regardless of size, a program of occupational guidance, the purpose of which is to provide every individual with information concerning himself, with information concerning the occupations of the community in which he lives, and with insight concerning the interrelations between these two bodies of information such that on the basis thereof boy or man, girl or woman, may make a reasonably intelligent choice of at least the first vocation he wishes to enter. If there were time, I would trace some of the implications of this objective, and they are profound in their ramifications. It is immediately apparent that it implies a teaching staff trained in vocational guidance, led by a supervisor specially equipped in this regard. It implies, too, continuing study of the occupational complexion of a community as well as a sound program of testing and research with regard to individuals.

Occupational guidance, if it is to have real meaning, must be followed by occupational training. Therefore, *point two* emphasizes the need for as wide a variety of opportunities for vocational education as the community affords. Some of these are: vocational classes in high schools; special trade schools; part-time cooperative programs in which the learner divides his time between school and business or industry, learning all the time; bona fide apprentice programs. For some cities all the above are possible; for others, conditions require solutions on simpler terms. The point is that adequate solution, no matter what the terms, so far as ingenuity and enthusiasm and vision make it possible, is necessary.

Point three constitutes the acid test of *points one* and *two*. It is occupational placement, that part of the program in which a youth, trained to an employable level, is inducted into a wage-earning occupation, helped to get started, followed thru adjustment after adjustment until it is accurate to say

that he is safely launched on a satisfactory work-career. Here is where many programs of occupational adjustment fall down. Here, indeed, is where education in general all too often is found wanting. For how many high schools that you know is it possible to ascertain what has happened to their graduates, not to mention their drop-outs, one or two years after the students have left school? There are probably not very many. There is little defense for such lack of information. There is none at all when occupational adjustment is under consideration, for the ultimate objective of the three-point program is adjustment, and the total program stands or falls in terms of whether or not a boy, or a girl, trained to an occupation which he or she has chosen to follow actually goes to work in that occupation.

With this three-point program in their pockets, the superintendents returned to their homes to see what could be done that they were not already doing. I have just returned from a swing around the cities from which these men came, spending a day in each community. I wish I could tell you of what I saw and heard. Everywhere there was vitality. Staffs were alive. I met sometimes as many as four different groups a day. What had before seemed an insuperable problem was commencing to show signs of vulnerability. There was evidence of attempts to meet the issue on a combined front—counselors, vocational teachers, and placement officers all working together toward one end. There is a leaven at work in each community that promises great things for the youth and adults who reside there and want to make their living there.

Already these men are planning the next step. At a breakfast meeting held in Atlantic City the date was set for a spring conference at which it is our purpose, on the basis of the year's experience, to write the first formal report of the experiment. We hope it will be so clear in its statements, so explicit in its findings, so realistic in its recommendations that any superintendent anywhere may find it a handbook, a working tool which he may use in beginning or improving his program of occupational adjustment. The National Occupational Conference plans to publish this report and send it to any superintendent or principal, or member of a board of education, who is interested enough to ask for it.

This I know: If *you* do not take the lead, it will not be done in your community. You may delegate the details to other hands, but yours is the final responsibility for the occupational adjustment of youth in your town.

There are some who will say I am preaching a materialistic doctrine. Educators in high places are at this moment attacking that for which these superintendents are standing. With such I have small patience. I love beautiful things—music, painting, drama, great books, the high mountains, the blue of the ocean. I would fill the minds of children with their heritage of culture and loveliness. But of what avail is it to a man if he can never hear the music, or possess the picture, or see the play, or climb the mountains because no man will pay him for that which he cannot do!

Man does not live by bread alone, they say, and I know they speak the truth. But just as true is it that without bread man does not live at all!

FORUM ON YOUTH PROBLEMS

Participants:

JOHN W. STUDEBAKER, U. S. Commissioner of Education, Washington, D. C., *Chairman*

RICHARD D. ALLEN, Assistant Superintendent of Schools, Providence, R. I.

HOMER W. ANDERSON, Superintendent of Schools, Omaha, Nebr.

MRS. WILSON COMPTON, Lay member of the panel, Washington, D. C.

EDWIN A. LEE, Director, National Occupational Conference, New York, N. Y.

E. E. OBERHOLTZER, Superintendent of Schools, Houston, Texas; Chairman, 1938 Yearbook Commission

HOMER P. RAINEY, Director, American Youth Commission of the American Council on Education, Washington, D. C.

GOODWIN WATSON, Teachers College, Columbia University, New York, N. Y.

DAVID E. WEGLEIN, Superintendent of Schools, Baltimore, Md.

PRESIDENT GLENN: With these two fine introductory presentations touching youth education today, we now come to the panel treatment of the yearbook.

The American Association of School Administrators rightly appreciates the presence of the United States Commissioner of Education, our official representative in the nation's affairs. The public forum has, as you all know, in recent years assumed a new place in our democracy. In casting about for the leadership of this panel today, the Executive Committee first thought of the United States Commissioner of Education. Public forums and Mr. Studebaker are synonymous in our thinking. It is, therefore, with great pleasure that I present to you Mr. Studebaker, United States Commissioner of Education, who will handle the panel on youth problems.

CHAIRMAN STUDEBAKER: I remember distinctly three years ago on this same platform we introduced in connection with a discussion of the yearbook, this discussion technic for presenting our annual yearbook to the school administrators. I am glad to see a continuing interest in that technic. We can read the yearbook but we all want to hear some of the people who are identified with the particular problems in it, discuss some of those problems.

I have looked the yearbook over rather carefully. From my experience as a superintendent of schools for fifteen years, I should say that every high school, every staff of supervisors, and every college ought to have on hand a supply of these yearbooks. It would be well worth the time of any group of educational leaders to study and discuss the contents of this yearbook. It is a contribution to a clarification of our thinking on this vital issue.

This morning we are going to undertake to carry on a discussion. It will be informal. We want it to be in dead earnest because we want it to be helpful. It is obvious that we cannot even touch upon all of the problems

in this field during the brief hour. However, I think we can succeed in presenting to you perhaps some problems in a little different light from the view which maybe you now hold. I discovered, as you are discovering, too, thru the years, that the chief value in coming to such a meeting is to take away at least a few definite ideas for solving problems, which you carry back home and on which you get to work. If you get at least one good one, the trip will be worthwhile.

I should think every local community and every local school system might well immediately, if it has not already done so, appoint a small committee—students, teachers, principals, supervisors—to bring together all the available material that has been published on the problems of youth. This material should be listed, interpreted in some way, and made known to all of the other members of the local professional staff. I think that would be a great contribution, an excellent contribution.

The other day I had a conversation with a layman about these youth problems. I told him that as I had been watching the trends and trying to discover the difficulties, I had come to the conclusion in connection with this problem of vitalizing the secondary-school curriculum, that one of the best ways we could do it would be to experiment with a regular course in the high school. Possibly a semester in length would be sufficient for a course on youth problems for youth, a scheme in which all of the youngsters, as a part of their social science courses, would gather regularly all of the materials available and would engage in a study and a discussion of their own problems. At the end of such a course, those young people, currently with each passing semester, would be able to present to the school administration and the community a report on what the students of that course think ought to be done to revitalize the school on all levels to which they are subjected and to make also a report on community adjustments which should be made in their behalf.

We all know when they do that, approaching a study of their own problems from the social, economic, and political standpoint, they will naturally discover many of the problems of old age and middle life. I just offer that as a suggestion. I offered it to my friend. He said, "I will give an award to the best high school in the United States." I did not accept the offer but I told him I would give out the suggestion here for consideration and talk it over soon with the state superintendents of public instruction. Perhaps they will be willing to cooperate with the United States Office of Education in securing some plans written by faculty members and students jointly, looking to the development of a new approach to social science by attacking these problems of youth and letting youth in an organized way attack them themselves.

With this preliminary, I think our stage is set and I am willing to open the subject for a discussion by the panel members. Anyone desiring to take up these issues is now free to do so.

DAVID E. WEGLEIN: One of the questions that has been presented to this panel for discussion is this: Is the present program of the typical high school a sufficient answer to the needs and problems of youth?

My answer to that question is, "No." During the last four decades we have seen an enormous increase in the number of pupils in the secondary schools of this country. It is not merely the increasing number of pupils that makes the problem difficult, but there are now in the high schools of our country many types of children who formerly did not reach the secondary grades. These present many new problems in the way of curriculum adjustments. It is axiomatic with us today to say that schools should be adapted to the needs and to the abilities of the pupils. If we apply that principle to the curriculum of a secondary school today, we find a decided lack of adaptation of present curriculums to the needs and to the abilities of the pupils who are enrolled.

We should retain, of course, general or cultural education for all pupils but we should at the same time provide occupational training for those who ought to have such. Occupational training is determined by the time the individual pupil is to leave school and enter employment. For those who are going to be professional men and women, that training is postponed beyond the high school. In the high school, then, for those who are going into the world to work, either at graduation or before graduation, a program which includes occupational training as well as general education should be provided.

Some of the other matters that I want to emphasize, and some that require closer attention, are the development of proper attitudes, a better system than we have of character education, and a decided development of each pupil along the lines of citizenship training.

CHAIRMAN STUDEBAKER: Before anyone else speaks, may I announce that we desire to have persons in the audience send up written questions. We have an hour to go. During the last thirty minutes at least we ought to be able to consider a number of questions that you desire to send up. Ushers will pass around thru the aisles. You give them the signal and pass your question up to the aisle and it will be brought up to the platform. We will handle as many as possible.

GOODWIN WATSON: I think Mr. Weglein, in his answer regarding the adequacy of the typical high-school curriculum, has opened the way for a consideration of one of the contributions of the yearbook. In discussing a dynamic and life-centered curriculum, the yearbook has set down some pretty far-reaching principles. When it comes to illustrating the application of those principles, however, it seems to me the yearbook stops short of where many of the superintendents and school systems will want to go.

The college entrance curriculum pattern is stated and dismissed. Beyond that is stated a five-core area pattern: (1) language arts; (2) social relations; (3) home and vocational arts; (4) creative and recreative arts; and (5) nature, mathematics, and science. That is a forward step which I think many systems can take. But, will there not be some that want to go beyond that in the direction implied by other chapters in the yearbook? Now that the stranglehold that has confined our curriculum to the more classical pattern has been broken, are we not free to come closer to the

needs of youth? Will there not be some who will consider the curriculum in terms of ways of living rather than in terms of fields of knowledge? Will we not, for instance, want departments of health, personal relationships, vocational adjustment, and citizenship? Will we not want to come closer to the form in which those problems actually exist in the individual with the guiding and counseling suggestions we find in other chapters of the yearbook, and will we not want to do the thing Mr. Lee has so well suggested in his talk—carry the curriculum out into the community along with adults who also are working with problems of health, personal relationship, recreation, and citizenship?

It seems to me there is a real chance for our discussion this morning to take us beyond the pattern expressed so far as a revitalized, dynamic, life-centered curriculum is concerned.

CHAIRMAN STUDEBAKER: Very well put.

HOMER P. RAINEY: I should like to speak to a point that is of great interest and one which our Commission has given much study—the problem of vocational training. Our Commission has given a great deal of study to this problem and has come to some tentative conclusions. In the first place, our studies show that there is almost no relationship between the types of training which youth receive and the jobs which they enter. Some of the studies that have been made show as high as 70 percent of these out-of-school youth who are not trained for any skilled job, and as high as 40 percent who are not trained for any kind of a job.

In the second place, we find that there is a great deal of confusion among educators relative to the function of the schools toward vocational education and of the relation between general and vocational education. The fact that 75 percent of all youth are out of school at eighteen years of age is very significant for secondary education. Coupled with this is the further significant fact which we have discovered that there has been a steady trend since 1910 to exclude youth under twenty-one years of age from employment. Thus today there is a steadily widening gap between the completion of school, on the one hand, and the beginning of employment, on the other, for an increasing percent of our youth.

In the third place, this discussion raises the question of the function of the junior and senior high schools relative to vocational education. Studies indicate that not more than 5 percent of all workers in industry require skilled training, and that approximately 95 percent of these are now trained on the job under the supervision of a foreman. Less than 1 percent are trained in the schools. Other recent studies indicate that approximately 75 percent of all types of jobs (exclusive of the professions, semi-professions, and skilled trades) require no formal training to enter them. Recent studies made by the United States Employment Service point out that “in studying occupations from the standpoint of discovering job similarities, interesting results develop regarding educational qualifications. For example, a recent survey in one of our centers of 1100 occupations requiring no experience showed that 77 percent required no formal education and

less than 1 percent required trade school education. These requirements were based upon the hiring qualifications as stated by employers. Preliminary surveys of beginning occupations in other centers have revealed approximately the same results."

Further, it seems the problem is confused and complicated when we consider rural areas. I think we are going to have to reorganize our program of vocational education in the agricultural schools and in the schools reaching rural youth. It is estimated now that there are between three and four million young people in rural sections who are out of school, at home, on farms, who are not being touched by any educational program. This, as you can see, constitutes a terrific problem. The occupational training facilities for trade employment for rural areas are practically non-existent.

I simply want to present these factors for your consideration.

CHAIRMAN STUDEBAKER: Thank you. Who is next?

RICHARD D. ALLEN: We all believe in a life-centered curriculum in school but we are frequently asked, What shall we do for children beyond school?

There are three things that I would like to see done for pupils beyond the school age or grade. To make these possible, it is only necessary for us to stop closing the door behind people when they graduate or drop out of secondary schools, and open our doors and arms to them. We should continue to do for whomever may come, the same things that we are trying to do for youth in the secondary schools.

I group these things under three headings. In the first place, I would continue to make the schools a center for the cultural, civic, social, health, recreation, and occupational activities of people beyond the school age as they are now the center for those below the school age.

In the next place, I would project the services of the school into the adult group in order to equalize opportunity, both educational and occupational. It was not so long ago that only the favored few could get an education; and in many fields of work today, it is only the favored few who get the occupational opportunities even for which they are trained. Very frequently favoritism determines employment in the public service. It often determines employment with a private employer as well as the right to work as decreed by labor unions. In proportion as we make it possible for young people to demonstrate clearly and objectively their qualifications for work, it will be easier for them to procure the opportunities for which they have been trained. Also, as we make it possible for those who employ people either in public service or private employment or those who determine the qualifications of people admitted to labor unions, it will be possible for people who make those decisions to defend themselves from the pressure of their friends.

Then I would extend also in the community the counseling and guidance services which we are trying to provide for young people in schools. These include not only the information and assistance to people in making decisions in critical periods but also, whenever necessary, the clinical services that help people to discover the nature of their difficulties and the methods of overcoming them.

I think that the greatest modern miracle there is today is education which helps each person to overcome his own limitations, whatever they may be. But, I believe, to sum this matter up, the schools should offer to people beyond the school age, a different kind of school—the adult school—the type of school we are trying to make our secondary school, adapting it to the needs of the people, no matter what their age, just as we are trying now to adapt the school to the needs of those who at present happen to be within its doors.

CHAIRMAN STUDEBAKER: Who is next?

HOMER W. ANDERSON: I think you are impressed with two things: First is the tremendous problem we have with regard to youth and their education. The second is the responsibility which rests upon the shoulders of the superintendent of schools.

Now, as a superintendent of schools who must shoulder part of this responsibility, may I just in a few words indicate how I conceive I may meet these responsibilities in my own situation. I think it is, first of all, the superintendent's responsibility to direct the building of an occupational adjustment program which fits the needs of the community. If we make mistakes in that, they are expensive. If we turn out a program of occupational education which does not meet the needs of the community, we may purchase thousands and thousands of dollars worth of equipment which will probably make the taxpayer groan more than he does. And, secondly, if we do nothing about it, it is expensive to youth because they will not then have the opportunity for adjustment.

It really is a serious problem. Therefore, in my own situation, I am proceeding rather slowly on the basis of the facts which I can gather concerning the needs of the community—that means, an analysis of occupational opportunities in a community, what chances there are for employment in that community.

Obviously, there would be no need for me to plan a program for an occupation which does not exist because most of the graduates of the high schools are going to remain in my community and in yours. We must move slowly on the basis of the facts which we can gather in each of our communities and build our program on that. Second, we must build a program of the study of the youth himself, of his aptitudes, and his interests in order that he may make a wise choice of an occupation in which there is a chance for employment.

I think we must be continuing this study of the occupational opportunities; we must also survey the opportunities for education in occupations in the community because it is not our business—I conceive it is not mine—to educate youth in fields which are already adequately provided for. It happens that in our community the railroads have their own educational program for machinists. We are, therefore, not concerned in duplicating that program.

I think we are also responsible for making it possible for the community to share in the responsibility. We need the cooperation of teachers. We are

trying to educate our teachers thru this whole program of occupational adjustment in order that they may understand their place in it. We need the cooperation of labor and of parent-teacher associations and other groups which are interested in the problems of youth and their education.

CHAIRMAN STUDEBAKER: Thank you, Mr. Anderson. Mrs. Compton.

MRS. WILSON COMPTON: I want to say first to the friends gathered here that I feel I represent just the average woman who is found in every community and, therefore, I feel a great responsibility. May I state my own premise because questions certainly cannot be given to me to answer unless you have some idea of where I stand. As the mother of several children, I am perfectly willing to say that the responsibility is mine foremost as to how those children turn out. I am willing to share with two other agencies that responsibility—the public school and the community. But, I must carry my share of the load.

How am I doing that? First, I am perfectly willing to give up three months of every year to go to the woods and live with my children as the poorest people in this country can live if they know how, for the reason that our family is definitely committed to two premises: first, that our children have a right to do what they want to do as a life job and, second, that they can afford to be poor. It seems to me that most of the troubles and problems that have arisen have been because you and I have had to make money.

Then, a new experiment that we are trying—we are now taking our children to the country. After having read this report, I feel it must be a very dangerous step since most of the serious problems you allocate to the rural youth.

I insist that unless our children come face to face with those problems and find out how they can help solve them, the whole problem is not going to be solved. The real question I am supposed to answer is: What is the place of the five hundred national organizations that are trying for a place in your program? Representative of these are the Girl Scouts, the Boy Scouts, the Y.M.C.A., and others.

I say that these groups have been danger signals on the horizon which should have told you long ago of the things your educational system was not meeting—character building, citizenship, health, leisure-hour programs. I know that many of you view with great alarm the accumulation of these organizations. I do not feel that way. They are simply the forerunners and experimenters whose results you can use, if they are good. If they are not good, they will quickly fade from the picture.

I would go home and organize in every one of your communities a federation of agencies that are qualified to act, and judge rightly the worth of these organizations, and if they are found to be good, I would invite every one of them into my school. I would invite them and use them for the assistance they can give. Be glad they are national because that is in itself evidence of their value.

In conclusion, may I say that one of the reasons I seem to be taking part in my community in all forward-looking group movements is because I

feel progress is never made by the slow process of evolution; it is made from mountain peak to mountain peak, and I believe we stand almost ready to jump to the next.

CHAIRMAN STUDEBAKER: I want to remind you again to send up your questions. We will be glad to receive them at any time now during the next thirty minutes while the people of the panel are engaged in a more informal discussion. It is now open to the panel again.

MR. OBERHOLTZER: During this discussion, I have had a rather new inspiration as a result of the speeches of two on this panel.

I feel that I could go back home with some assurance that I might set up an ideal school system if I had two conditions carefully worked out. First, I would like to be able to select mothers like Mrs. Compton in all the school areas. Secondly, I would like to have worked out, with clear-cut ideas, the advanced curriculum that Mr. Watson suggests. As a superintendent of schools, mediocre perhaps in idealism and leadership, I am raising this question.

Mr. Watson, I find that in the yearbooks discussion sometimes soars above the clouds, but sometimes comes back to earth to us with good suggestions. I would like to raise this question: Can superintendents, at this time, as leaders of community education systems, break away from the core areas and go into these new living areas? Where will we find capable, informed, wise enough leaders who know and can properly create with certainty this advanced curriculum?

GOODWIN WATSON: I was delighted the other day in the bulletin of the Department of Secondary School Principals to see the leading article in the February issue written by John A. Sexson who is known to many of you as the president-elect of our Association. He said what I have often wondered about but have never been quite daring enough to say, that history shows we have never been able to readjust our secondary schools to changing conditions. When the Boston Latin school was outgrown, we could not change it but had to found the academies. When the academies were outgrown, we could not change the academies but had to found the public high schools. Now that the public high schools have been outgrown, he thinks we are not going to be able to change them, but must set up a new institution dedicated to serving all of our youth in terms of life needs in vital areas.

I would not dare say that, Mr. Chairman, but it seems worth quoting!

MR. OBERHOLTZER: I should like to have that question answered.

CHAIRMAN STUDEBAKER: Mr. Watson, this practical superintendent was asking for a suggestion or two.

MR. WATSON: I think we find a growing body of materials which are helpful. You will find reference in the yearbook to the work of the Commission on Human Relations of the Progressive Education Association which is turning out pamphlets on youth problems for use by people discussing their immediate area of experience. Some of the problems are presented by motion pictures and others in pamphlet form.

You will find in the yearbook discussions on recreation and citizenship, many practical suggestions as to what might be done to enlarge youth's participation.

In the area of personal relationships, you will find a much saner discussion than the editor of one of our news magazines appeared to find it to be. You will find material to carry any school program in the direction of dealing with actual problems of youth.

One of the problems that troubles me whenever a proposal for life-centered curriculum is put up to a group of superintendents is that they will say, "Where can we find teachers that will help us to do it?" When I put it up to the teachers they ask, "Where will we find superintendents that will let us do it?" Whenever I put it up to both of them, "Yes, we would like to but the parents will not let us." And, when we put it up to the parents—"Oh, if we could only have schools like that!"

I think if we could get together, we could do this job.

MR. WEGLEIN: I would like to say to Mr. Watson that I do not think it necessary to establish a new school in order to incorporate the ideas which have been suggested. The difference between the situation today and that quoted by him a few moments ago is that the superintendents today have the attitude that they want to adjust the schools to meet life situations and I think that attitude on their part will establish a modification of our modern high-school program.

EDWIN A. LEE: I would like to inject this thought. I am thinking at this moment of the high-school to which I went more years ago than I care to admit at this moment. As I contrast it to the high school to which my son is now going, I have this in mind. I see the beginning of a movement, over the decade, of the secondary school—in fact, the whole school program—to take into account these areas which Mr. Watson would like for us to add to those we have. If we take these into account, we can have some hope that we will continue to move along; perhaps we will not move so fast as some would like to have us move but I believe the movement is there. It is a good thing to have a slight hindrance to a too speedy movement. Sometimes we move so fast that the dust keeps us too far ahead and those behind can hardly see where we are going.

HOMER W. ANDERSON: I would like to call attention to the fact that Mr. Oberholtzer is a dual personality. He is superintendent of schools in Houston, Texas, and is also president of the University of Houston. I think that as president of the University of Houston he could answer that question, in part, himself.

CHAIRMAN STUDEBAKER: Do you want to answer your own question?

MR. OBERHOLTZER: My answer is that we are following Mr. Watson's suggestion. We have a new institution. We have broken away from the traditions of the older colleges and universities, and have quit thinking about degrees and credits; we are trying to do a service.

The University of Houston has to pay its way without tax support and, therefore, our patronage is that group of students who pay their way. The

University of Houston is a community service institution and wherever we find individuals willing to pay the cost of the kind of education they need, we do not ask whether they graduated from high school or whether they had so many classes of algebra and Latin. We simply ask, "Do you think this will be of service to you?" Consequently, we proceed without much worry about our national affiliations altho we have been given clearance by the Texas Association of Colleges and High Schools. We are emphasizing service for those beyond the age of high school, admitting those over twenty-one without high-school graduation. We are giving that kind of an organization to our institution, trying to create the kind of courses that people want and need to make them happy and contented in the lives they live.

CHAIRMAN STUDEBAKER: Here is a question for you, Mr. Anderson.

MR. ANDERSON: "Is your statement, 'Pupils after graduation remain in your community,' correct? Surveys show the contrary at other places."

That depends partly, I think, on the group of pupils, whether or not they go on to the university. I suppose that a large number of them do not come back. But of those that graduate from the high school and go no farther in the regulation training, a vast majority remain. In some communities, ten years after graduation from high school, 75 percent have been found to be living in the community or in the district in which the high school is located, or in the immediate vicinity. So I think our responsibility is only to train for our own communities.

RICHARD D. ALLEN: I would like to ask Mr. Rainey a question. He has been studying these youth problems now for about three years and they have been presented in various publications of the Youth Commission, in our yearbook, and in other publications. We had reports and were interested in problems similar to these twenty years ago and, as we look around now, we see something is being done only in a few scattered places. I wonder if twenty years from now we will come back and find only a little has been done in a few scattered places.

I know it has been our worry for a long time, but what can be done? What is the formula for starting local initiative? What appears to be the American way—leave it to the principals, teachers, and parents in the local community? Is there any other way to get things started?

HOMER P. RAINEY: That problem, Mr. Allen, has been giving us a great deal of concern from the very beginning of the work of our Commission. In fact, we were given a double-barreled mandate. First, we were commissioned to develop a program, and second, we were commissioned to develop ways and means of translating that program into action, which I think is the question you are asking here.

I am very much interested to see how short the interest of the public is in various reports that are issued from time to time. For example, take a very fine report such as the report of the National Resources Committee which was issued just a short time ago. It passes from the public interest in a day or two, and in ten days or two weeks will be forgotten.

Our Commission thinks it would be a responsibility on all of us if we were to carry on a large investigation to find the ways of implementing those conclusions or of taking them to the public and having them considered and accepted.

In carrying out our function, therefore, we have already begun a program of experimentation. We believe that the way to do this is to try to set up, as nearly as possible, an ideal situation in several types of communities so that all types will be represented. We should demonstrate thru an experimental program how this can be done.

I am happy to say we have recently received a large grant of funds to carry on an experimental program in eight centers in trying to deal with the problem Mr. Lee presented—occupational adjustment of youth.

MR. WEGLEIN: I should like to say in connection with that remark, that Mrs. Compton has touched on a matter which we ought to emphasize. In the beginning she said she was just an average mother. I disagree and I think you do, too. She is above the average.

To get these programs into effect, the schools should take the initiative but insist upon the cooperation of the home and the community. The school should be the leader and should endeavor to secure a division of the responsibility so as to include the parents on the one hand and the leaders in business and industry on the other.

MRS. COMPTON: Thank you. I was reminded as you spoke of a very interesting statement that a farmer who works for me made the other day. I asked him if he would not go to a farmers meeting. He asked, "Why, ma'am?" I said, "Well, because you will learn to be a better farmer."

"Oh pshaw, I already knows how to farm better than I do!"

It seems to me that is exactly the situation we are in. We have facts. I do not sell corn until it is on the front page that corn is higher than it has been for a certain length of time. It is on the front page that we have more unemployed youth, and that is a real menace and a problem in the solution of our whole national program. Let us start with that. It seems to me that the whole thing resolves itself into this: How are you going to see to it that we have vocational guidance? How are you going to see, after we have guided these four or five million youths, that they are going to get jobs? Can the school do it or will we have to look to some other agency?

MR. RAINEY: Shall I answer that?

MRS. COMPTON: I expect you all to answer that.

MR. RAINEY: We believe that there is a feeling of mutuality between the two great agencies—the schools and the rapidly emerging United States Employment Service. As it is now, when youth come to the end of the compulsory school period, there is no agency or group to assume responsibility for them at that point. They are literally dumped on society. Our object in the experimental program to which I referred is to try to work out a relationship between these two agencies. Our desire is that no youth coming between these two shall experience a situation where either the school or the public employment agency will not have contact. As he moves from the school,

the school up to a certain point will help him make his adjustment; then he will move later into the position where the employment service will assume the responsibility.

MRS. COMPTON: My viewpoint is that I am rather tired of this talk of "if we only had the funds"! If we can have funds for saving our forests, let us have a directed program to use all our facilities available for the saving of youth.

CHAIRMAN STUDEBAKER: I have two questions which I am sure are of general interest. Perhaps I should direct them to Mr. Lee. Mr. Lee, will you attempt to at least start the answer to these?

"You are talking about large high schools"—meaning the men on the panel up here—"most of the time when you state that a setup to study occupational opportunity should be established. There are many more small high schools than large ones. Is there much chance of providing a differentiated program for the many small high schools of the nation?"

That ought to be supplemented by another question from another person: "What do you suggest for small high schools that are not able to give courses leading to college entrance, and also courses for vocational training?"

Mr. Lee, how would you like to attempt to answer that?

MR. LEE: I would like to attempt, but I will not promise to answer it completely.

I have noted in our discussion here and also in other discussions thruout this week in which I have had a share, a disposition to confuse vocational schools or trade schools and vocational programs. They are not synonymous. In other words, I know of communities in which there are fine vocational programs going on that have no trade schools at all.

In another meeting yesterday, I said that the only limit to development of a vocational program in any community, small or large, is the limit which is imposed by the leaders of the community. I know of superintendents in communities of less than 2000 population who have taken advantage of the opportunities in the community and thru cooperative relationship have set up programs of training which have eventuated in employment and have resulted in wise educational adjustment for the great majority of the youth who were not going on to college. I say again the only limit to a development of that kind of program is the imagination of the superintendent or principal involved, and the cooperation which he can secure from the community. I think that is where we often fall down.

I heard another aspect of the same problem. Someone said, "We cannot do anything in this field because we cannot get any federal aid for it." That is not the answer. The answer is what you can do in terms of community setup. Federal aid is to promote, not support. If we say we cannot, we immediately limit our imaginative capacity. We hide behind a lot of bushes in this regard that could easily be chopped down if we had not even a meat ax, just a little hatchet.

Have I answered the question?

CHAIRMAN STUDEBAKER: Does anyone want to comment on this problem of the small high school? There are approximately 20,000 in the United States; more than half have an enrolment smaller than 200 students. We all know in the millennium we may have larger units of school administration, better roads, and more consolidation; in the meantime the superintendent has the practical problem to face.

I should suggest as one idea, more cooperatives, so to speak, among local small, independent school districts. By cooperatives I mean an educational cooperative in which four or five superintendents in independent school districts will come together to see what they can do to pool their resources. There are some real things going on in that field. I do not believe it is necessary to be wedded to the idea that every subject has to be taught every day or even every week. There are some advantages to that system in some fields but it may be necessary to meet a real situation instead of a theory to exchange teachers and alternate semesters, or alternate years. But, I think that if five superintendents came together and appraised their total assets and sought to devise a kind of cooperative which can be operated with many of the advantages of local school districts, they would find ways of solving these problems. That is another answer.

MR. ALLEN: Here is a question which may be of general interest. Mr. Anderson said we should make a survey. Do the youth of today stay in their own communities? Is not this larger than a community problem?

I want to answer that question in this way, that it is not necessary for a school, in order to begin a guidance program, first to make an occupational survey. Every high school can make a follow-up survey of its own graduates or drop-outs. In other words, survey the problem before your own front door. The most obvious and simple thing is to help do those things better and meet those problems more successfully. The larger occupational surveys are sure to come about now, I think, very largely thru the work of the unemployment compensation boards and the employment service. But, that does not relieve the schools of finding out the immediate problems of its own former pupils.

MR. WATSON: Mr. Chairman, I do not want to stop the discussion on vocational adjustment because it has not gone nearly far enough, but I do want to call attention to a question that has come in that opens another important area of discussion.

The panel has discussed vocational training, character building, and so forth, but somehow the matter of sex education has been left out of the discussion. Are we not to include the problem of sex as a problem of youth?

I think the question is very well put because, as a matter of fact, if we could make any statistical survey, the amount of maladjustment in the area of sex would probably surpass the maladjustment in the area of vocational adjustment, of recreation, or of almost any other institutionalized area of living. We are not far from a proportion of 50 percent happy marriages and 50 percent unhappy marriages, and among the unmarried, the level of satisfaction is even lower. What is the school to do with a problem of such magnitude?

In the chapter where we touch on personal relationships, two or three constructive suggestions have been made. One of them is that the school cannot avoid and evade and step around and soft-pedal and generally ignore this significant problem of youth. A second suggestion is that the program of attack has been too largely in terms of the medical, biological, and physiological approach. Some people have reported that one out of four persons at the age level of eighteen to twenty-five years is afflicted with venereal disease.

The most common problems of sex adjustment for youth are matters of feelings, attitudes, companionship, and adjustments of personality. That means the persons to give the best guidance are not usually physicians but persons who understand human relationships in a social, psychological sense.

The third point I want to emphasize is that the yearbook suggests a positive approach rather than negative emphasis upon evils. Education should stress what friendship and love experience can contribute to life rather than the disasters from too early or mistaken sex relationships. The mistakes certainly need to be avoided but until we face the possibility of freeing people emotionally to enjoy the contribution which love can make in life and further enable young people by economic changes to marry and carry on ideal family relationships, it seems to me we have not begun to attack the question.

MRS. COMPTON: May I ask why you waited until 50 percent of the marriages were unhappy before the schools took it as their responsibility?

MR. WATSON: I did not want to wait.

MRS. COMPTON: It seems to me, Mr. Watson, that an important thing to keep stressing is that of all the bases for family life that existed when your father and grandfather married, most of them have been removed, and for most of the young people, sex seems to be the only common ground on which to meet for a successful marriage.

It is a very dangerous situation if schools are not preparing them for it. Is that not another reason why we should have happily married teachers in our schools?

MR. RAINEY: On that point, we have interviewed nearly 50,000 youths in the last two years and we have asked them very definitely where they get their sex education and where they should like to get it. I think all the group will be interested to know an overwhelming majority, over 85 percent, say that they believe they should get it in their regular school program.

CHAIRMAN STUDEBAKER: Here is a question for you, Mr. Anderson. You said you would not duplicate existing community facilities for occupational training and mentioned railroad shop training. Would you compel young people to pay tuition in a private business school or would you have a commercial department in your high school that would duplicate the private business school facilities?

MR. ANDERSON: No, I would not. The difference is this: In one case, the educational training is given to the employees and that was the type of educational training I had in mind rather than the other type. I think

it has been established as a principle that we provide commercial education in high schools. In our community, the commercial education given by private colleges is for the high-school graduate. The student, then has a choice. He may take his commercial education in high school or may choose to take a full cultural course, and then take his commercial course and pay for it in a private institution. I think we must recognize the individual student has the right to that choice.

I do not know whether that answers the question or not.

CHAIRMAN STUDEBAKER: Here is another question bearing on the yearbook itself. Perhaps I may direct this to a member of the Yearbook Commission. Mr. Allen, will you try this one? "Did the Yearbook Commission find that the vocational guidance needs of minority groups, such as the Negro group, are the same as those for our more privileged groups? What are the effects of certain community and social pressures upon the occupational and personality adjustment of the youths of these minority groups?"

MR. ALLEN: That is one of the most important questions there is, I think, in the whole country. It is not to be solved by groups, however; it is going to be solved individually. Bad as a boy or girl may feel because denied opportunity in government service or by a particular employer or labor union because somebody else has more influence, the result is ever so much worse on his own personality if he feels he is being denied opportunity because of racial, national, or religious reasons. So far as we are able to make it possible for every boy or girl to demonstrate objectively ability for the particular task he wants to do, then we will break down barriers that exist and must be broken down in American life. It is because people make group decisions rather than individual decisions that these inequalities exist. I have had many cases where the barriers of racial, national, and religious character break down before the special qualifications of the individual if only he has the chance to show what he can do.

CHAIRMAN STUDEBAKER: We have here many dozens of questions, showing the eagerness of the audience with respect to this general problem. It is impossible to attempt to answer them all.

MRS. COMPTON: Mr. Chairman, I wish to say one thing. This sheaf of questions that has come up to me all say one thing and I am not going to stand defeated! They all really ask one question, "Why have you not mentioned the church as one of the agencies responsible for the training of youth?" I feel very definitely that one of the failures of our entire educational system has been because we have been afraid to accept Christian leadership as one of our responsibilities whether in church or school, and I would never think that I could raise my children except thru prayer and Christian guidance! I would assume that as my first premise.

MR. ALLEN: I want to answer my own question to this extent, the question I asked Mr. Rainey: How can we get each community in the country to do something about it? We have the challenge of yearbooks and other associations, and the formula is very clear. Leadership is not an individual matter in a democracy. It is a sharing of responsibility. A carpenter two thousand years ago gave us the formula when he said that when

two or three people get together for an unselfish purpose, something is bound to happen. And, if every superintendent carries the yearbooks and thoughts from these meetings home and brings together the people who have a like interest in the welfare of youth, something is bound to happen in the welfare of this country.

CHAIRMAN STUDEBAKER: I have one statement I would like to read before we close the discussion. It is directed to me: "We hear in practically every address and forum at the convention about the shortcomings and the inadequacies of the schools in curriculum, in methods, and, in fact, in all activities of school programs. May I ask if some good work is not being done? Should we not have faith at least in what we are doing? Too, should we, the schools, take the blame for all failures in occupations, professions, and so forth?"

I think that is a good statement to comment on very briefly in closing this discussion. Of course, we all have great faith in our profession. We have so much faith in it, believe in it so profoundly as the greatest influence for the improvement and preservation of democracy which in the end will provide a chance for occupational life that we do not ordinarily come together to pat ourselves on the back. I think it is to our credit that we do gather annually and other times for the purpose of looking critically at ourselves and our jobs to find the weak spots. So I would have no one leave this meeting and certainly no one leave this great convention which has been arranged by our worthy president, Superintendent Glenn, with any other feeling than a feeling of great optimism and a challenge from the opportunity which lies at his threshold, the threshold of his door, in his community to help carry forward the great cause of American democracy thru education.

GENERAL SESSION

THURSDAY MORNING, MARCH 3, 1938

THE NEXT STEP IN AMERICAN EDUCATION

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Recently the press has given rather wide publication to a very enlightening map of the world, picturing the throttle-hold of dictatorship upon the free spread of information among all nations. A glance at this tragic picture shows the progress made by the idea of totalitarianism against the doctrine of intellectual freedom. By far the major proportion of the area of the globe and more than a majority of its civilized population are embraced in the black and shaded areas of dictatorship, while the only unshaded nations remaining are those where the guarantees of democratic consti-

tutions have continued to offer resistance—a mere peripheral fringe of the populations of the world.

Edwin G. Conklin, of Princeton University, retiring president of the American Association for the Advancement of Science, quoted in *Science*, December 31, 1937, depicts vividly this crisis and the attempted reconquest of the ideas of democracy by dictatorship saying:

Thruout the period of recorded human history there has been a notable growth of freedom not only from the rigors of nature but also from the tyrannies of men. Freedom from slavery of the body, mind, and spirit has been bought at a great price thru long centuries of conflict and martyrdom, and one of the amazing revelations of the past few years is the compliant way in which millions of people in Europe have surrendered all freedom not only in government but also in speech, press, thought, and conscience on the orders of dictators. Even in certain sciences, freedom of teaching and research has been restricted or prohibited, in spite of the fact that the advancement of science rests upon freedom to seek and test and proclaim the truth. Dictators seek to control men's thoughts as well as their bodies and so they attempt to dictate science, education, and religion. But dictated education is usually propaganda, dictated history is often mythology, dictated science is pseudo-science. Free thought, free speech, and free criticism are the life of science, yet at present these freedoms are stifled in certain great nations "with a cruelty more intense than anything Western civilization has known in four hundred years."

Among the nations of the earth a new madness has arisen. With the penalties of a new and more vast and merciless inquisition than the world has ever known—firing squad, the noose, and the guillotine—the peoples of great nations are threatened upon a scale new to human history. The press, free speech, free religion are stifled and cowed. Whole populations of hundreds of millions are surrendering for a mess of pottage the dearly bought birthright of freedom to think for themselves. More than half the population of the civilized world is even now bound in this returning serfdom. Among the free democracies of the world specious propaganda of demagoguery deludes and deceives and lures with the false doctrine that down this road lies economic democracy. Those who follow this delusion will find, according to all the teachings of history, not only that they have not attained economic democracy but that the precious inheritance of political and intellectual freedom has been lost also.

Here is the testimony of William Henry Chamberlin, master correspondent for a great world newspaper, an eyewitness for twelve years, who married a Russian wife. He was deeply in sympathy with the early movement toward Russian idealism but came away disillusioned and bitterly critical. Says he, in *Russia's Iron Age*:

The government had in reserve and was prepared to employ the last and sharpest weapon in the armory of class warfare: organized famine.

The number of people who lived in famine areas was in the neighborhood of sixty million; the excess of deaths over a normal mortality rate can scarcely have been less than three or four million.

Of the historic responsibility of the Soviet Government for the famine of 1932-1933 there can be no reasonable doubt.

George Norlin, president of the University of Colorado, after a year's experience with the Nazis in their conquest of the German people and after personally witnessing the destruction of some of the most learned volumes of the great library at the University of Berlin as they were burned in the Public Square of the capital on May 10, 1934, sums it up as follows in *Fascism and Citizenship*:

. . . regimentation has been pushed vigorously ever since Hitler came into power. There was, for example, the great gesture of the burning of the books on the tenth of last May. More recently it has been thoroly organized and systematized.

Furthermore, the schools and universities have lost every semblance of academic freedom. They must preach the gospel of the "New Dawn" or come under the ban of the Nazi government. On the sixth of last May, I was present at the convocation in the University of Berlin which marked the impact of the Revolution on one of the great universities of Europe. It was not a red letter day to those who cling to the belief that truth transcends nationality and race; for it was the day of the official inauguration of the Germanization of truth or, as the Nazis call it, "the nationalization of truth."

The complete subjection of freedom of thought in Italy, the land which gave birth to the first of the modern universities, is mourned by Max Ascoli in the last issue of the *American Scholar*:

The four men chosen by fascism as its outstanding victims were all scholars: Giacomo Matteotti, a criminologist; Giovanni Amendola, a philosopher; Carlo Rosselli, an economist; Nello Rosselli,¹ a historian. All had dedicated their lives to the quest for truth. Over the rest of the scholars of Italy fascism won an overwhelming victory. Not only have they been cowed; in their own minds they have ratified their subjection by a general dislike for everything political, for long-range planning or for system-building. The resistance that many of them put up, each for himself, as late as 1931, was a brave one. But no one ever knew of it abroad. And many who resisted then are glad in 1937 not to remember it.

Thoughtful American citizens, not only teachers and leaders in the profession, can give consideration to no more important problem than this. Inquisitions of dictatorship clothed with authority by deluded majorities in many of the world's leading nations, with a population totaling a half billion people, pour contempt and derision upon democracy. All freedom of thought is tyrannically eradicated or shackled—the press, the pulpit, the forum, the university, the school system. With propaganda and military mobilization and international alliance they threaten the nations who have faith in the beneficence of true democracy and seek to perfect and universalize it by peaceful and evolutionary processes among their populations. Democracy backed by the constitutional guarantee of the Bill of Rights of our federal Constitution with its philosophy permeating the free nations such as the British Empire, the Scandinavian countries, France, Belgium, Holland, Switzerland, and the Latin American Republics, now struggles

¹ Since this was written, the press has carried the news of the death of both of Rosselli's brothers, by whom no one knows, outside the limits of Paris.

for existence. The belief of its peoples in this principle is paramount. Can thinking men among these populations successfully resist the invasion of democracy's realm by the forces of the dictatorial inquisition? Shall the people of America resist this attempted reconquest of democracy by the invasions of dictatorship?

What reasoning and what evidence should determine our policy? There is no ground for doubt when the testimony of both our own history and the record of democracy in civilization is mustered in review. Despite the weaknesses and imperfections in America's system, no other scheme in all time has ever produced such widespread and universal results in both human welfare and happiness. Nowhere else has the general level of living been upon such a high plane. Nowhere in the world except in the countries where similar democracy prevails has there been such a background of and habitually practised intellectual freedom.

In our own Constitution the American people for the first time in history wrote into a document of national sovereignty a charter guaranteeing intellectual freedom. Thru a glorious record in Anglo-Saxon annals this conception, as a pillar of fire, guided the quest from the days of the Norman Conquest to the American Revolution. A gradual series of developmental steps have marked the way thru English constitutional documents, from the first year of the twelfth century when Henry the First, grandson of the Conqueror, on coming to the crown proclaimed the famous edict, historically recorded as the Charter of Henry the First. In this contract he pledged a return by his government to the observance of the ancient liberties and folk-rights of the Anglo-Saxons. The traditions of liberty inherent in Anglo-Saxon life were at that time, as had been true from the reign of Athelstan, grandson of Alfred the Great, carefully nourished by the freedom-loving guilds of the English common people. A remarkable succession of ever broadening interpretations of this ideal was written into the governmental history of the realm by the most remarkable series of liberty documents the world has yet known. The full series began with the Charter of Henry the First and came down to the early days of our own nationality. It included the Magna Charta of King John in 1215, the Petition of Right of Charles the First of 1628, the Bill of Rights of William and Mary of 1688; and in America the Declaration of Independence, the Virginia Statute which guaranteed religious freedom, the Ordinances of 1785 and 1787, the Constitution of the United States, and the Bill of Rights which consisted of the first ten amendments thereto. So in America we have the inspiration of this heroic record of the conquering power of an idea which our forefathers, the first in our history, stated in the simple sentences of Amendment I of our federal Constitution, as follows:

Congress shall make no law respecting an establishment of religion or prohibiting the free exercise thereof, or abridging the freedom of speech or of the press or of the right of the people peaceably to assemble and to petition the government for redress of grievances.

The evolution of the ideal of religious and intellectual freedom thru these documentary instruments of government is perfectly clear. In the earliest stages, liberty was freedom from unjust arrest at the hands of a powerful absolute sovereignty and escape from confiscatory and unjust seizure of property. At the climax the constitution of a great nation guarantees freedom of thought and expression.

But the civilized world inspired by the American example eagerly grasped the conception. Thru the remainder of the eighteenth century, the entire nineteenth century, and the first two decades of the twentieth century, the conquest of democracy went triumphantly forward. One after another the Latin American peoples, freeing themselves from the decadent relics of the Hapsburg empire, wrote into their constitutions the same charter; and in like manner the American plan became the basis of the parliamentary guarantees of the world-circling British Commonwealth of Nations; also the continental nationalities breaking the shackles of monarchy and absolutism used the American model of intellectual freedom, even down to the Constitution of Czechoslovakia adopted February 29, 1920, which followed in its stated purpose of the preamble and its expanded bill of rights, the American example. The statement of purposes of this constitution framed after the American model is impressive. One notes the listing of the objects of government as they parallel those of our own preamble:

We, the Czechoslovak nation, desiring to consolidate the perfect unity of our people, to establish the reign of justice in the Republic, to assure the peaceful development of our native Czechoslovak land, to contribute to the common welfare of all citizens of this State and to secure the blessings of freedom to coming generations, have in our National Assembly this 29th day of February, 1920, adopted the following Constitution for the Czechoslovak Republic; and in doing so we declare that it will be our endeavor to see that this Constitution together with all the laws of our land be carried out in the spirit of our history as well as in the spirit of those modern principles embodied in the idea of self-determination, for we desire to take our place in the Family of Nations as a member at once cultured, peace-loving, democratic, and progressive.

The Bill of Rights of this instrument conveys liberty of instruction, conscience, and opinion. Noteworthy sections of this charter hold that:

Every person may within the limits of the law express his or her opinion by word, in writing, in print, by picture. . . . No one shall suffer in the sphere of his work or employment for exercising this right.

Also that:

Scientific research and the publication of its results, as well as art, are free so far as they do not violate the penal code. . . . Public instruction shall be given so as not to be in conflict with the results of scientific investigation.

The broad spirit of this doctrine is indicated by the application of the principle of liberty of conscience and religious creed, as follows:

Liberty of conscience and religious creed is guaranteed. . . . All inhabitants of the Czechoslovak Republic enjoy in the same degree as the citizens of the Republic,

the right to profess and exercise publicly and privately any creed, religion, or faith whatsoever, so far as the exercise of the same is not in conflict with public law and order or with morality.

But the gravest danger of the worldwide thrust of the idea that dictatorship is efficient and guarantees security is to be found in the complacent indifference of a great segment of our American youth toward the liberties vouchsafed by this precious inheritance. One hundred and fifty years of history with their acknowledged fruits in freedom of thought and action have led all too many of this generation to accept the American place in the sun and its opportunities and prerogatives as a guarantee in perpetuity. They take the high levels of American life for granted. Now a worldwide threat of disaster looms on the international horizon and invasions of alluring propaganda that democracy and its doctrines are passé and our Constitution outmoded lead great elements in our American ranks astray. No effort in American education must be spared to provide that a fullness of light be spread abroad on the historical meaning of the American guarantee of freedom in its highest and most complete sense and the proved historical consequences of failure to support this belief in American life.

But American resistance to the world conquest of dictatorship can be urged not only from the high achievement of democracy here among us in the past and from our own inspiring inheritance and tradition of liberty, but also from a reasonable interpretation of the results of the conception of intellectual freedom in its impact upon human activities and institutions thruout recorded history.

As the human procession passes in review, is there an era of "progress and prosperity," a surge upward in human achievement and human welfare? Then search for an immediately preceding outburst of human thought—or a release of the human spirit. The transcendent achievements of the Grecian culture, spread abroad by Alexander's armies, generated by the free minds of Socrates, Plato, Aristotle; the Renaissance in its rescue of Christian civilization from the Dark Ages presaged by the Continental and English universities; the modern age of science, founded upon its fore-runners Galileo, Newton, Descartes—what more convincing evidence on any issue than this interpretation from the recorded facts of human progress?

American education today plays a role of worldwide importance. The resistance to be hurled in this and future generations against the menace of the worldwide shadow of dictatorship in its proposed reconquest of the realm of intellectual freedom will rely for its resources more upon the strength and the clarity of thinking of the American citizen considered en masse than upon any other factor.

How to shape policies toward this issue is the gigantic problem which faces the people of this democracy. If it were approached in the style of European tradition, control thru a central ministry of education and subjection to the policy of the federal government would be the inevitable next step.

But for America such a plan is unthinkable. At the outset the very purpose of the movement would be defeated by the very nature of the

measure, for it would employ dictatorship itself and enforced indoctrination by processes of regimentation with which to meet the European and non-democratic opposition. Coercion and indoctrination in behalf of a democratic philosophy of government and life is as certainly oppression as for any other political theory. This in itself would destroy our guarantees of intellectual freedom and merely set up in the world another rival camp of threatening tyranny. A conception then employing centralized administrative authority and control structures for American education in the hands of the central government is not to be thought of.

For yet another reason the "central authority policy" is ruled out. The political structure of American governmental democracy is synthetic in its origin and traditions. The source of sovereignty since the beginnings of our national life is in the people themselves. The federal government was originally a rather loosely cemented coalition of states—hardly strong enough to hold together. The states themselves were unions of communities more coherent than the federal union in the earlier stages of each, but nevertheless synthetic also. This characteristic American habit of political development, enhanced and strengthened by the pioneering experiences of our people as the continent was conquered, still persists with its virgin vigor. The American citizen takes a responsibility for the quality of his local self-government (tho this may be poor, inefficient, and costly) in 185,000 self-governing districts, townships, counties, cities, and states comprising this synthetic governmental establishment of democracy. This mental habit—the vital factor in American public opinion—is infinitely valuable. It exists in none of the remade monarchies of the world in so great a degree. It is the stuff which permanently opposes the reconquest of democracy by dictatorship and must be nourished with care and foresight by American educational policy.

Accordingly it is thoroly clear that the method of centralized administrative authority is not the answer for two very cogent reasons, namely, (a) such a plan would defeat the very ends of the democratic philosophy of intellectual freedom; and (b) the traditions and habits of thinking of American public opinion would make its use wholly impossible.

American education must find elsewhere implementation for its preparation for the impending struggle. From the nature of the democracy it serves, its foundations in the recorded history of human kind, its antecedents and traditions in Anglo-Saxon heritage the answer is, I believe, unmistakable. It is to be found in a universally recognized and accepted—yes, centralized if you will—"philosophy of American education."

I suspect many of my colleagues will protest that such a thing as an American philosophy of education is impossible and the thought that there could be agreement upon it if the rudiments of one could be developed a mere fancy of wishful thinking. To this I would answer that there can be no doubt about an American philosophy of political evolution. To the thoughtful interpreter of America's immediate historic past and its eventful century and a half of development there can be no question. The answer

from this evidence is not to be mistaken. There is an American philosophy of political progress. Were I sufficiently learned in either history or philosophy to undertake a proper analysis of this philosophy, time would not permit; but let me touch briefly on some of its essential elements.

At the core of this body of thought is the Anglo-Saxon love of freedom and adaptability. Individualism has motivated all achievement. Cooperation and political synthesis have rested upon a willing acceptance of responsibility by the individual citizen for the operation of government founded upon a community of interest as the conquest and development of the continent have gone forward. Communities have been welded into states and states synthesized into the nation, and yet the genius of self-government has continued to rest upon a multitude of authorities in local communities and self-governing units.

The middle phase of this evolutionary process in the sixth and seventh decades of the nineteenth century shows a confirmation of this philosophy in the overthrow of secession and the permanent establishment of a central governmental structure which could not be broken apart by conflicting sectional or community interest. These same years witnessed the supplanting of a southern aristocratic social structure founded on slavery which made a bid to become the permanent interpreter of the democratic philosophy of government, by the free-farming population of the great West, implemented by the Homestead Act and the creation of a land-grant college educational system for intelligent leadership at the instance of the greatest American exponent of democratic statesmanship, Abraham Lincoln.

In these challenging years in which we live and work, we are again close to the foundational forces of which democratic government is made. Truly a struggle of the Titans of industry and economics is surging to a consummation with all of us as the melancholy participants. It is as if the drama of democracy were presenting its tragic roles on a gigantic stage with the American people as the cast (some undoubtedly very badly mis-cast). But that the same sound core still works at the center of American thinking is apparent to those who study the evidence of the day calmly and with as little emotion as is humanly possible. When threat arises to break up some of the precious institutions founded upon the sound inheritance of our constitutional guarantees, the instinctive Anglo-Saxon responsibility—a responsibility for the structure and quality of the institutions grown out of his finer experiences—comes to the rescue, grips the average citizen, and turns back the assault. The central and vital element in the American philosophy of political evolution is contained in the belief in the final efficiency and supremacy of local self-government and the responsibility of the individual citizen for it. But how does this bear upon a philosophy of American education?

To me there is a clear parallel between the gradual emergence of the doctrine of intellectual freedom thru all the evolutionary stages of Anglo-Saxon and American constitutional government, with the conceptions of the inevitable necessity of the dissemination of knowledge and the creation

of mass intelligence. In the same manner as the belief in the equality and liberty of the person and finally of the mind came to a climax in our Bill of Rights, so the theory of universal knowledge among a democratic people has been with many vicissitudes moving toward a consummation in America.

Even an elemental knowledge of our early beginnings discloses the germs of a philosophy of American education. Broad views and aspirations were held by the great leaders of the days of governmental foundation, for example: Franklin's conception of a statewide educational plan; the belief in public education as evidenced in the Ordinance of 1787; Washington's ideal of a national university and his contribution of a large segment of his personal fortune to found such an institution. These were followed by declarations in the constitutions of the several states concerning the operation and support of education. There can be no doubt of the presence of a germinal philosophy in the minds of the founders and in the beginnings of our institutions of self-government.

The inconsistency of creating a central governmental structure to propagate a philosophy has been pointed out and is apparent to all. But it is wholly consistent with our American traditions of development as well as the doctrines of local self-government to think of such a philosophy as becoming a synthetic movement growing out of the educational aspirations and practises of the multitude of local instruments of instruction and school administration in America. If we accept the soundness of the conceptions of our founding fathers in respect to education as we have accepted the worth of their views in interpreting the Anglo-Saxon philosophy of government, we may without hesitation move forward along the lines of our own history and tradition to synthesize a philosophy for the rallying of American intellectual resources and creating a policy of resistance to the invasions of dictatorship.

It is possible in such a discussion as this to suggest no more than a mere outline of the constituents of such a philosophy. It seems to me that they will without question include as vital elements the following tenets:

1. The concept of intellectual freedom as established by Socrates and the Greek philosophers and supplemented by Jesus in his pronouncement, "Ye shall know the truth and the truth shall make you free."

2. The doctrine of the importance and equality of human personality before both divine and human sovereignty implicit in the conception of the brotherhood of man as taught by Jesus.

3. The insistence upon equal educational opportunities for all American youth in accordance with their respective capacities for assimilation and use.

4. The recognition of the curative power for social ills and the creative impetus toward progress of the universal dissemination of knowledge.

5. The acknowledgment in public policy of the economic contribution of the teacher as a major factor in the creation of national wealth.

6. The compelling necessity of a great clientele of adequately prepared leadership in the synthetic political structure inherent in American democracy—much more than the present ratio of less than one college prepared person to each twenty-five of the adult population as at present; also a much more broadly prepared foundational citizenship more nearly adequate for the solution of the baffling welter of problems of our political and economic life, in view of the popular expedients of

government placing authority for major decisions directly upon the people, such as the referendum. (The present adult population of 75,000,000 includes 63,000,000 who are less than high-school graduates.)

7. Methods of implementation consistent with the character of the American people and the nature of the movement toward a recognized policy of American education, such as, (a) an administrative and instructional structure everywhere recognized as consistent with the dominant philosophy of education; and (b) the acceptance by the teaching body of the United States of all levels—more than a million in number—of this central philosophy as the heart of the national educational policy and a gradual conversion of the public mind to a similar acceptance.

Such a movement toward a dominant and generally accepted philosophy for education in America is wholly consistent with the best traditions of the Anglo-Saxon democratic inheritance. Moreover, if once genuinely and sincerely accepted by the American public its power of leaven for the whole lump of civilization will undoubtedly parallel the effects of the conquest of the western nations by the democratic theory of self-government. In the success of such a movement lies the hope of stemming the tide of totalitarianism and dictatorship as it makes its bid for world conquest.

SHALL THE PEOPLE CONTROL THEIR SCHOOLS?

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We in the United States are committed to the maintenance of a system of free, tax-supported public schools. By provision of the constitutions of the several states and by legislative enactment we have sought to equalize the opportunities for education for all of the children of all the people. In these and in other provisions of law we have acknowledged that education is a function of the state. In most of the states we have maintained a decentralized system of school administration. In most cases we have, as well, separated the administration of schools from the administration of the other functions of government. We have sought to have schools reflect the thinking, the desires, and the ambitions of our people thru placing them under the control of representatives chosen by popular vote. But now we have arrived at a place in our history where all of these practises, which we felt were established by tradition and by governmental sanction, are under attack.

Let us examine the situation. First of all, is it essential that the schools be kept in close touch with the people? Shall the people control their schools by virtue of their interest in them and their determination of the policies to be followed within the schools in their own communities?

It can be argued that greater efficiency would result were the schools in each of the states to be organized under the control and administration of a single authority. Under such a system all communities would enjoy the advantages of equally well-qualified teachers and of uniformity of support. The best that could be conceived by the central authority would be universally provided in the development of curriculums and courses of study,

in the selection of books, and in the provision of buildings and equipment. The quality of these provisions and, in certain instances, the scope of the program would be dependent upon the ability of the state to finance the program or upon budgetary provisions.

We may carry the argument one step farther. A national system of education might be organized, carrying all the excellencies assured with the centralization of the control, administration, and financing of education in a single state. There is undoubtedly a tendency today, in the several states and in the nation as a whole, to look with favor upon measures which seek to guarantee a uniformity of service for all the people. In the long run this movement toward centralization will tend to remove from the control of the people, except in a most indirect fashion, the determination of the type, quality, or scope of the services which they desire. In the case of education, it is my judgment that we should resist these tendencies so far as they concern the processes of education or the determination of curriculums.

No one would deny the responsibility of the states for the determination of the broad framework within which the local community may operate. All of us would accept without debate the necessity for state support which will guarantee an acceptable minimum program of education in all administrative areas within the state. We would subscribe to the proposal that the taxes in support of this fundamental program should be equalized throughout the state. Most of us would desire, however, that each locality be permitted and even encouraged to exceed the program which the state guarantees. We would not rest satisfied with the current average of support or richness of educational opportunity which must characterize the accepted minimum program furnished in all communities. We would hold that it is thru experimentation and thru the desires and ambitions of the more intelligent groups within the total area of the state that the entire program will tend to be lifted to a higher level in the years which lie ahead.

The price of centralization in the control, administration, and financing of education is apt to be a mediocre system of schools and lack of progress in the development of the program of public education. Where the people control their schools, we can be reasonably sure that certain local communities will furnish the pattern which may later be adopted in the less progressive communities and financed as a part of the minimum program guaranteed by the state.

The provision of local control should not be interpreted as denying to the state the right and the obligation to mandate an acceptable organization within which the educational program may be developed. It is well within the province of the state to require 200 days of attendance for all children. The state should guarantee that only properly qualified persons are employed as teachers. The state may well set up minimum standards for buildings and equipment, and for an adequate system of reporting. But in all such matters the state requirements should be interpreted as minima, and any local community should be free to advance beyond these minimum requirements.

A particularly vicious form of state control is that which thru legislative enactment specifies the detail of the curriculum of the schools. The state

undoubtedly has a right to propose that its citizens shall be prepared for active participation in the society of which they are members. It may even indicate in broad outline those tools which all educated persons must command, and the general scope of the common school curriculum, dealing as it must with language and literature, with science and mathematics, with the social sciences, and with the fine and industrial arts. But the way in which these areas shall be organized in the curriculums of the schools and the manner of their teaching are just as certainly professional matters as is the building of a bridge or the hospitalization of one who is ill. In neither of these latter cases would the legislature seek to define the procedures to be followed by the professions responsible.

We are confronted with a strange phenomenon in each session of our several legislatures in the various states when well-meaning people ask that legislation be enacted requiring the teaching of a particular bit of information or of a point of view, sometimes even specifying the time to be used and the place in the school system in which the instruction shall be given. Among the proposed legislation in recent years have been requirements as to the teaching of the Constitution of the United States, the instruction of children in safety, and as to the amount of time to be devoted to the problems of conservation.

No legislative requirement with respect to the teaching of particular subjectmatter can be acceptable to all school systems except upon the theory that we are ready to accept uniformity and its accompanying mediocrity. It is the obligation of the profession in each locality to provide such experiences as will in the judgment of the people contribute to the maintenance of our democratic society and to its improvement. But the people locally should be in position to control, and the profession should be ready to demonstrate to them the adequacy of the program developed.

Another method of removing the schools from the control of the people is to subordinate public education to the general local government. This is accomplished in American cities thru appointment of the board of education by the mayor and thru control of the school budget by the general fiscal authority. These procedures are defended on the grounds that education is merely one of the many functions of government and that the schools should receive only such percent of the total amount available for public expenditure as the general budgetary authorities decree. When this form of organization prevails there is little opportunity for the people to voice their judgment with respect to the support of the schools or the scope of the public school system.

It almost invariably happens in the election of city officials—whether a mayor or the members of a board of finance or a board of estimate and apportionment—that issues which are in no way related to education determine their selection. The mayor who appoints the board of education is ordinarily the leader of a political party, and usually appoints to membership on the board those who are acceptable to the political organization. He not infrequently demands of the board in its most important function,

the selection of the professional personnel, that the party be served. When such partisan political control is exercised, the schools are not controlled by the people and the unique function of education in our democratic society is denied.

Education should enjoy a unique place among all other governmental functions. It is only as those who work in the schools are free to think and to teach the truth that they can adequately serve our democratic society. If this freedom of thought and of teaching is to be preserved, the control and administration of public education must be set apart from the executive and legislative branches of government which are so commonly changed in personnel and in policy by the votes cast at the close of a single political campaign. The suggestion is not that the schools be removed from the control of the people but rather that the people be enabled to act directly in this most important area of government.

The argument, often advanced, that the board of education enjoying fiscal independence will be extravagant and will maintain a school system that will absorb an undue share of the revenues available in the community, is not borne out by the facts. In those cities in the United States in which the board of education is authorized by law to levy taxes in support of education and to determine the budget necessary for the maintenance and operation of the schools, the costs of education are not higher than in those communities in which the board of education is dependent upon the general fiscal authority. Fiscal independence is desirable, not necessarily that more money may be made available, but rather that the people, thru the selection of the board of education and thru control of its activities, may most certainly determine the character of this fundamental governmental service. There can be no doubt that a board of education directly responsible to the people will be as responsive to their demands for economy and for efficiency as are other popularly elected officials.

Members of boards of education, nominated by petition and elected on a non-partisan ballot, may reasonably be expected to administer schools without the partisan political bias not infrequently found in the membership of boards named by the mayor or elected upon the nomination of political parties. There is need in the United States for making the board of education more directly representative of all of the people. Even where members of the board are elected without party designation and at special elections, the tendency has been to choose members of these bodies almost exclusively from the business and professional groups.

It would seem many times that the majority of the people have little or no representation on the board. A more truly representative body could be selected by introducing the technic of proportional representation. Even if this device were not employed, members of our profession should educate boards of education regarding their responsibility for inviting the contributions of organized groups within the community. As conditions are at present, the board of education all too frequently assumes responsibility without any adequate presentation of the views of the entire citizenship, and still more frequently with a complete denial of even a hearing to

minority groups. If it is desirable for the people to control their schools, we should seek to develop the necessary governmental machinery which will make possible the presentation of policies and points of view that may vary from those under which the school system is operating.

In emphasizing the place of the people in the control of their schools there is no denial of the obligation of the profession to lead in the development of public education. Indeed, it is only under such circumstances that the profession may reasonably hope for a prompt response to changes in curriculums, in organization, or in methods of teaching. When a campaign must be carried on thruout the state or when an appeal is made to a group of politicians who are not interested in education, then we may expect delay or denial of the improvement proposed. Where the people are closely in touch with their schools, teachers and administrative officers may reasonably expect to influence decisions which will make possible the realization of professional ideals.

As has been noted above, the people are apt to lose control of their schools where there is too great centralization in the state office of education. We have proposed, as well, that the state legislature is not competent to determine matters of curriculum, of school organization, or of methods of teaching.

The primary function of the state department of education is not to take over the control and administration of education locally but rather to provide those services of leadership, of counsel and advice, of research and information, and of experimentation which local communities may need in carrying forward their programs of education. It will be necessary, of course, for the state department to enforce certain requirements of the law locally and to allocate state funds in support of the local school systems.

We have suffered in recent years from an epidemic of legislation limiting the amounts of money which can be raised locally for all governmental enterprises. Tax limitation laws are apparently based on the theory that it is not safe to trust the ambition, the initiative, or the willingness to sacrifice for the common good to be found in the several localities within the state. When tax limits are enforced, the variation in need for support among the several communities is ignored. The situation is rendered inflexible and the people are denied the right to determine the burden which they will bear in support of their schools.

One of the critical problems that confronts us today is the necessity for federal support for public education. This need has long been recognized by students of education and of government, but the current emergency has emphasized it beyond anything known before. During the depth of the depression schools were closed, school terms were shortened, books and other educational supplies were wanting, teachers were unpaid, many of the most significant opportunities which had formerly been provided in adjusting the schools to the needs and capacities of individual children were dropped, and classes were increased to a size that made impossible any adequate attention to the individual pupil.

In the development of our economic structure, disparities which have always existed among the states in wealth and in income have been greatly increased. Assuming that public education should be provided for all children of from six to seventeen years of age, inclusive, and taking the total wealth of the several states as reported by the 1930 Census, it will be discovered that the amount of wealth back of each child is more than \$31,000 in the wealthiest state and just less than \$4,000 in the poorest state. In like manner, if the total income of the people of each of the states is taken, and one inquires concerning the amount of total income in relation to the number of children of from six to seventeen years of age, inclusive, he finds that in the wealthiest state this amounts to approximately \$4,300 per pupil while in the poorest state it is \$930.

A still better measure is found in the actual amount of school expenditure per child in attendance. In the state making the greatest expenditure, this amounts to \$192 per child, while in the state in which the expenditure is least, the average amount expended per pupil drops to \$35. During the current depression, these differences have been still further increased.

While federal support is necessary, we must not fail to recognize the danger of federal control. From the very beginning of our history we have had federal support for schools with no control or with a very minimum of oversight. In legislation more recently enacted, however, particularly in the case of the Smith-Hughes Act, very definite control by the federal authority was written into the law. It is now proposed to increase federal support without giving to any federal authority the control or administration of education within the states. It is expressly provided, in a bill now on the calendar in Congress, that it is "the purpose of this Act to leave all supervision, management, control, and choice of educational means, processes, and programs to state, territorial, and local governments." In the same bill it is proposed, however, that the United States Commissioner of Education be "authorized to prescribe plans for keeping accounts of the expenditures of such funds as may be apportioned to the states . . . under the provisions of this Act," and that "the chief educational authority designated to represent a state . . . receiving any of the apportionments under the provisions of this Act shall cause to be made annually . . . an audit of such accounts by a certified public accountant." It is further provided that the chief educational authority in the state shall submit to the United States Commissioner of Education a copy of each annual audit. There is no element of control of the organization or administration of education within the state or of the educational processes to be carried on in the schools in this requirement for the keeping of accounts and of audit.

In many other areas in which funds from the federal government have been made available to the states, there has been a requirement that a plan for the conduct of the services supported by federal appropriations be submitted by the state authority to federal officials as a preliminary step before funds are allocated. These provisions as at present operating seem to have resulted primarily in encouraging state officials to maintain a high standard

of service and to acquaint them with good practise as carried on in other states and as proposed by the federal authority.

So long as this requirement of the submission of plans results in affecting the purpose of the federal grant and does not lead to control in the organization of schools, in the determination of curriculums, or in the processes of education, nothing but good can result. It is essential, however, that members of our profession exercise eternal vigilance to the end that the submission of plans shall not lead to rigid uniformity thruout the nation, shall not require the approval of state plans by federal authorities less well qualified than are the persons submitting the plans, and that the federal authority shall not have the right to veto the state plans.

If the people of the several states and of the localities are to control the program of education, then the federal government should contribute to the support of education in general rather than to particular aspects of the program. Where a federal grant is made for one phase of the program, the state may actually develop that aspect of its program out of relation to the need of other parts of the educational system. This is particularly true in those cases in which the state is required to match the money provided by the federal government.

There remains one vital consideration: Shall the public schools be kept public? We in the United States have accepted as a fundamental principle of our government the separation of church and state. We have held, as well, that education is a function of the state. Woodrow Wilson, in his notable treatise on *The State*, expressed most adequately this American point of view:

There are relations in which men invariably have need of each other, in which universal cooperation is the indispensable condition of even tolerable existence. Only some universal authority can make opportunities equal as between man and man. The divisions of labor and the combinations of commerce may for the most part be left to contract, to free individual arrangement, but the equalization of the conditions which affect all alike may no more be left to individual initiative than may the organization of government itself. . . .

In one field the state would seem at first sight to usurp the family function, the field, namely, of education. But such is not in reality the case. Education is the proper office of the state for two reasons, both of which come within the principles we have been discussing. Popular education is necessary for the preservation of those conditions of freedom, political and social, which are indispensable to free individual development. And, in the second place, no instrumentality less universal in its power and authority than government can secure popular education.

If the people are to control our schools, they must be public schools. Schools organized and administered under private auspices must by the very nature of the authority under which they operate be controlled by a part of the people. They can never be made responsive to the desires of all the people.

The struggle for the maintenance of the principle of the separation of church and state has been a long one. In many areas the public schools have not yet been completely secularized. There are those who would maintain the earlier religious tradition that provided for the reading of the Bible and

the recitation of the Lord's Prayer as a regular daily exercise in the schools. It is of course obvious to anyone who is willing to consider the implications of this practise that it is opposed to the fundamental political principle of the separation of church and state. If the Bible is to be read, the query immediately arises, "Which Bible?" If prayers are to be offered, "Which prayers?" There is great need of religious instruction for children and for youth. This obligation should be met by the home and by the church. Religious education cannot be included in the program of the secular public school.

Another violation of the principle of the separation of church and state is found in the practise of sending children during regular school hours to the churches of their parents' choice for religious education. When children are segregated according to the religious affiliation of their parents *and under school control* are sent to churches for religious instruction, the clear distinction between the functions of church and state has broken down. There is the possibility, even the danger, that pressure may be brought to bear upon children to go to some particular church. The school authority is used to compel church attendance.

A campaign for the allocation of public funds for the support of denominational schools has been vigorously supported by the Roman Catholic church and by certain Protestant groups in recent years. Some headway has been made in the provision in the law of Louisiana making it possible to furnish books to children who attend private and parochial schools. Another example is found in the New York law which provides that children may be transported to private and parochial schools in the buses that are supported by public funds. In the state of Ohio one branch of the Legislature passed a measure, which was lost in the other House, providing for direct apportionment of funds to schools in which "parents elect to fulfil the duty of preparing their children for citizenship in schools not supported by state funds . . ." It has been proposed that in the awarding of scholarships for able children public funds be made equally available for children attending public and private schools.

If this movement develops sufficient strength, we may find ourselves in the not distant future committed to a program which will deny to the people the control of their schools. This purpose can, of course, be realized only upon the basis of a change in the constitutions of most of our states. In his article entitled "Keep the Public Schools Public," which appeared in the November 1937 issue of the *Social Frontier*, Paul F. Douglass calls attention to the fact that six states prohibit either state or political subdivisions from giving aid to private schools; twenty-five states prohibit the state or its political subdivisions from giving aid to sectarian schools; eleven states prohibit the use of school funds for private schools; and twenty states prohibit the use of school funds for sectarian schools. That attempts will be made to change these constitutional acts and to enact laws that will give aid to private and sectarian schools is a reasonable expectation.

The members of our profession, whatever their religious affiliation, may well consider the danger of thus removing the schools from the control of the

people. The failure to maintain the separation of church and state is fraught with grave consequences to all of us. While some advantage may seem to accrue to one group or another, in the long run the breakdown of this fundamental principle in our political life will lead us directly into the controversy and bitterness which has characterized the struggle for the secularization of education in other countries in the world.

Let us hope that the fundamental American principle of the separation of church and state may be maintained. Let us have public schools in which all of the children of all of the people, without regard to the religious affiliation of their parents, may work together in a common public school. Let us hope that nothing in the practise of these schools shall set one group against another or distinguish among those who are there receiving that tuition which will prepare them for citizenship in our common country. Let us maintain the goodwill, the tolerance, and the practise of cooperation for all of our people thru their education in our public schools. Let us insist that the public schools remain public. Let us hope that the people of the United States will continue in the control of their schools.

PUBLIC RELATIONS

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Any intelligent discussion of public relations must be prefaced by a statement of the phase of the subject to be treated. The term "public relations" is today applied to such a variety of programs, policies, practises, functions, and technics that innumerable speeches might be made, all properly titled "Public Relations" but so divergent in ideas and treatment that little save the title would be similar.

To illustrate, the Institute for Propaganda Analysis, Incorporated, in a recent publication, states that a nation, operating thru a public relations department is spending a huge sum of money to foster goodwill among the people of another nation. The same study cites the instance of a real estate operator employing a public relations agency to popularize a locality as a winter resort in order that the real estate operator may unload some real estate at a profit. Here also is an analysis of newspaper, radio, and news-reel policy in dealing with the problem of publicizing a particular issue or situation where the resultant public attitude or public opinion created might be significant. This, too, is alleged to be a public relations problem. Illustrations might be multiplied until one could scarcely escape the conviction that public relations had in fact shaped the destinies of mankind in all areas of human thought and action. Under such a concept one might preface a public relations address as the modest high-school graduate did his commencement oration with the bland announcement that he proposed to discuss "Our Universe and What Is in It."

There is a tendency today to use the terms "public relations" and "propaganda" synonymously. Publicity is often labeled as a public relations technic with the result that no line can be drawn between such a program and

commercial advertising. Whispering campaigns carried on by word of mouth and kept in operation by persons paid to stimulate them are regarded in some quarters as "public relations" activities.

Lobbying, political logrolling, back slapping, hand shaking, political horse trading, and even racketeering are frequently given an air of legitimacy and even respectability by christening them public relations programs. It is these anomalous situations that have led many thoughtful people to look askance at public relations activities and to doubt the validity of such procedures as a part of a program of public education.

In addition to these complicating factors one finds that many public school systems in common with other institutions, firms, and individuals have, under one pressure or another, entrusted their fortunes to professional or commercial public relations agents. They have said to these people, in effect: "Our public schools are in a bad way. The public has apparently lost confidence in their efficacy or is uncertain as to their serviceableness to a point where financial support is decreasing alarmingly and the organism is threatened as a result with a disabling anemia. We want you to popularize the schools, rouse public enthusiasm, smite the rock of social income, and bring forth springs of financial support."

These agencies, so commissioned, have applied to the schools those well-tried technics, the worth of which have been so well demonstrated in selling patent medicines, real estate, watered stocks, and leaky securities. The results have not been too reassuring. As I examine huge publications, costly of preparation and gorgeous of illustration, resembling nothing quite so much as a prospectus for mining stock or oil promotion, I try to reassure myself that such publications and such methods will, in fact, arouse the public to a state of enthusiasm for education as it has been and is going on. I confess I am very skeptical.

There is no doubt that such methods have proved efficacious in commercial fields. There is no doubt that pressure groups and vested interests have enjoyed temporary advantages for which they must give full credit to these professional ballyhoo artists. This is not to say that all ballyhoo is dishonest, misleading, untruthful, or selfish. But ballyhoo is ballyhoo, and the mere fact that it is truthful is incidental to the issue we are raising here.

We are concerned with the problem of administering an adequate program of public education. We are committed to democratic procedures, and we are concerned with outcomes that will be evaluated in large part by generations as yet unborn. There is no disputing the fact that many of the so-called successful public relations projects have been concerned with temporary and relatively unstable issues. Fads, fashions, and foibles of humanity in more than ordinarily inflammable areas of human thought and action have produced the most spectacular fires, lighting up the whole countryside momentarily and then dying quickly to ashes. Many school administrators have found that feverish publicity has given them a gay evening followed by a long protracted headache.

Too often these professional public relations experts have had too much technic and too little program. The result has been a huge commotion and

little progress. This is not to decry the technics or to question their value or validity.

Nicholas Murray Butler in his recent annual report to the trustees of Columbia University says:

In the truest sense, American democracy rests upon public opinion. If that democracy is to be secure thru the centuries, then public opinion must be educated. It must be alert, it must be open-minded, it must be fair, it must be devoted not to groups or sectional interests but social, economic, and political liberty for all men, and to make it possible to provide security thru the changes and chances of this mortal life for all men, so far as that is humanly possible.

This statement is a clear-cut recognition of the necessity for building intelligent public opinion in support of any and all the institutions of a democratic society. It acknowledges the importance of effective technics for achieving such goals, but it points the way to education rather than to ballyhoo and propaganda. It is not necessary to explain at length the differences between the two. In *The Unique Function of Education in American Democracy*, prepared by Charles A. Beard for the Educational Policies Commission, he dismisses this question by saying:

. . . education is distinguished from propaganda, but the point deserves amplification. It is true that propaganda "in the broadest sense is the technic of influencing human action by the manipulation of representations" which may take "spoken, written, pictorial, or musical form." Yet in practise propaganda may be more accurately characterized as influencing human conduct by the manipulation of *mis*-representations, or at least partial representations, for the advantage of special interests and with a view to commanding unquestioning obedience. There may be, and often is, a large element of truth in propaganda; without that element even the most ingenious propaganda fails.

When the purpose of a propaganda is to influence the whole of society, however, it means imposing upon all individuals slogans, formulas, and patterns of conduct in the interest of those in power at the moment or seeking to get into power. It is an instrument of a faction or a party. It is the foe of scientific exploration, of the open discussion required for the winnowing of truths particular and general, and of the progress that comes from the competition of new devices, ideas, processes, and practises. As applied to politics, it usually exalts in the name of the state the power of party against the individual, and demands servile acquiescence. In the form of Fascism, Individualism, or Marxism, propaganda assumes the infallibility of omniscience and pretends to possess a closed system of knowledge which enables adepts to prescribe the "right thing" in all circumstances and to guarantee the predicted outcome as good—immediately or in the long run. Whatever its guise, it belies single-hearted pursuit of truth and is the foe of every educational program committed to guarding, enlarging, and disseminating the funded knowledge of the human race.

To be sure, education cannot be entirely divorced from immediate ends and objectives. Yet there is a center of gravity in education which is not the center of gravity in propaganda. The spirit of education differs from that of propaganda. In some respects, as in other matters, it is a question of emphasis, but the emphasis is fundamental. The propagandist deliberately refuses to present with all the fairness that human fallibility will permit the other positions or points of view which enter into competition with his own. He places the interest of his group above all other interests. His temper is dogmatic, not inquiring or reasoning. He puts forward opinions as established facts and closes his mind to new truths incompatible with his ends. If education could perchance endorse any of his designs, it could not proceed in his

spirit or follow his methods without violating its trust. By its inescapable obligations, it has other functions to discharge.

History's pages are covered with the stories of men and women who have elected to ride to fame upon a program of opportunism. They have adopted the way of the propagandist but the end result has not commended the procedure. Wise cracks, slogans, catch phrases, and pat pronouncements may seem momentarily effective but they have the unfortunate propensity to bounce back.

Marie Antoinette petulantly remarked, when told that her subjects were breadless, "Let them eat cake." These same subjects afterward gave Marie ample reason to repent this remark. Thomas Carlyle observed that Rousseau's book, *Social Contract*, was in fact bound with the skins of the French peasants. We now know that Rousseau presented to the ruling classes of France the ideal of social justice but they flayed the peasantry alive and the Bastille was the result. Mr. Vanderbilt once bid "the public be damned" but the public decided not to be damned. Louis XIV said, "I am the State," but the French people said that he was not the State.

In each of these situations broad human relationship factors were involved but they were ignored with the result that disaster caught up with the actors and they discovered to their discomfiture that the institutions of mankind sink their roots deep into the opinions and attitudes of those who support them.

The instances cited above are noteworthy in that they illustrate the fate of individuals and of institutions when a sustaining public opinion disappears and the relationships which have made the institutions possible cease to be operative.

There is wide disparity of opinion in the world today as to the most effective means of adjusting and holding in harmony the increasing complexity of social relationships. Competing and antagonistic theories of social control vie with each other for favor. This is not the first time men have faced the problem of producing and perpetuating those relationships essential to life, security, and the pursuit of happiness. Some have believed that humanity must defend, upon the chance appearance of a "saviour," leaders who apparently bring to men "the way and the life" not alone in spiritual matters but in politics and economics as well. There are others who believe that the "hope of man is man." To them the forces toward salvation arise in the hearts of the masses of men. Here they grow and mature to be seized upon by competent and discerning leadership and brought to fruition.

It is not within the scope of this paper to present the arguments involved in this controversy. In America we have accepted the second view; we have placed our faith in the common man—in the superiority of government in all phases of man's life "of the people, by the people, and for the people." We are the government; we determine the functions that government shall perform; we determine how and to what extent they shall be performed and how much or how little they shall cost.

All this is easy to say. It is theoretically defensible and socially desirable. It makes us proud of ourselves and boastful of our institutions, but our

slogans may prove no better than those of other societies. The institutions of all society are apparently builded upon the shifting sands of public opinion. This is no less true today than formerly. It is quite as true of the institutions of a democratic state as of those of autocratically controlled societies. When the floods of human passion lead to concerted action, what are apparently solid bulwarks of stability crumble and disappear with disconcerting suddenness.

As Lumley ably points out in his discussion of social control, there is nothing more disconcerting to a group than the upset of their routine and satisfactory standards and institutions by the caperings of variants or radicals. No father and mother, having erected a home and arranged the furniture in a harmonious and comfortable way, enjoy having it disarranged by their children; no church, having established the ritual and fixed the creed, has ever been happy to have critics and atheists descend upon the order and turn it upside down; no governmental machine, having passed its laws and fixed its policies, has found pleasure in the onslaughts of radicals or the propaganda of enemies. In like fashion, it is not too much to say that few teachers or superintendents of schools or boards of education have enjoyed the events of the last ten years as they have affected the program of public education.

Most of us of long experience as teachers have come to regard the public schools as a fixed institution in America. We have been conditioned to a program of continued growth and expansion. Our attention has been fixed upon the possibilities of extension of the program to include new services to increasing numbers of new students. Such a program is always accompanied by its increased expenditures for the materials of education including school-houses, school grounds, and instructional equipment, and an increased and more adequately paid personnel. We are now sadly aware that public education is subject to exactly the same influences that determine the destinies of other human enterprises, and that even in America it is easily conceivable that "educational opportunity for all children" shall remain a dream, and that so far as millions of children are concerned, it will be little more than a dream. We have seen during the last decade educational opportunities destroyed for hundreds of thousands of children and we recognize clearly that there are operating today powerful forces that may bring about a further curtailment of the present educational program and which might conceivably make the practical realization of any adequate system of public education utterly impossible.

Those concerned with problems of leadership in any society must become intelligently conscious of the two problems involved in social progress or the direction of human behavior. One has to do with the technics of building public opinion and influencing human behavior. There are the technics of the advertiser, the propagandist, the professional public relations agent, the crusader, the publicist, as well as of the teacher, the minister, the civic leader, the statesman, and the scholar. Those responsible for the administration of a program of public education cannot ignore these technics. They are

the controls of human action and those who master these controls shape, momentarily at least, the destinies of humanity, and influence appreciably every type of human action.

The other problem of social progress lies in the field of social planning. Men may play with the opinions and direct the action of men with no more plan or purpose than a child has as he steers his play wagon about a yard. Deplore it if we will, regret it as we all do, educate to prevent it to the best of our skill, but men are still swayed in their opinions and controlled in their actions by those who master and employ the technics of publicity, propaganda, education, and leadership. Human affairs are controllable; society is a human structure; the relationships prevailing between individuals, groups of individuals, interests, states, and nations are, to some degree, those designed by farsighted and discerning individuals who, for good reasons or bad, consciously plan the patterns of human life and behavior and bring their fellows to accept them by the well-known technics of the public relations agent.

Public education in America rests upon a sustaining public opinion. This opinion has in all times been fostered in the minds of men by those who have seen the potentialities of education for individual human happiness and for the security and perpetuity of a democratic society. The founding fathers of this Republic, Horace Mann, and innumerable leaders, educators, and statesmen have given time and thought to building up in the minds and hearts of our citizens a faith in education as a sound basis upon which to build a national life. In their minds we did not set up government to maintain schools—rather we set up schools to sustain government.

Thruout our history the unlimited educational opportunity for all children has been our most priceless heritage. However short we may have fallen of the practical realization of this dream, the American people have never abandoned the hope that ultimately every child shall have the opportunity to develop his full potentialities so far as education is necessary for such development. In community life, at the fireside of every home in America, the desirability of education as a stepping-stone to individual satisfaction and success has been advocated by parents and accepted by children. In foreign lands the lure of America has been its educational opportunities more than its economic advantages.

These stereotypes of belief and action prevailed until the economic collapse unleashed the forces that compelled the curtailment of our program of public education. The educational leadership of America was astounded at the picture of millions of children in America denied educational opportunity. Closed school houses, unpaid teachers, and repeated declarations from high sources that education was not worth the candle brought consternation and despair to thousands of those responsible for the administration of local, city, county, and state educational systems. Overnight the educational aspect of the American scene had changed. Education, in the view of many, was no longer the foundation upon which our governmental structure rested. It was now merely another governmental service competing with highways,

municipalities, police and fire departments, relief, and social security for a living share of the social income.

All over America the immediate response of the friends of public education was to turn to the public relations agent, the professional public opinion builder, the fashion setter in a desperate and dramatic appeal to rebuild the faith of the American people in public education and to restore the support of public education. The spectacle of these antics would be ludicrous were they not so tragic. In some instances these public relations or publicity campaigns have done some good. The technics are effective and whether applied to a good cause or a bad one, to an intelligent and statesmanlike plan or an unintelligent and amateurish makeshift, some results will be obtained. Public relations departments can deliver whether asked to sell real estate, popularize war, reconcile nationals, elect partisans, or promote education. The issue confronting educational leadership in America today is—knowing, as you do, how to shape public opinion, influence public action, and determine the direction of institutional development—what do you propose to do with your opportunity. This is the crux of the public relations problem in education.

National planning is going forward in several areas. A planned society may be more of a dream than a reality, but planning with respect to many areas of our national life is now a fact. Business has been planning for years and with notable results. Economists have played a large part in the determination of economic policies in America during the last half decade. Technological planning is going on to an astounding degree. The National Resources Board has established connections with the highest scientific authority and is operating in such fields as soil conservation, conservation of national resources, water utilization and conservation, land use and administration, housing, public works, and cooperation with state and regional planning boards. The best brains in America are harnessed to the task of plotting the best course for America to follow in a few selected areas. Once these courses are plotted, they will be placed in the hands of effective public relations agencies for implementation.

The task of any society is twofold: (1) to discover satisfactory relationships; and (2) to establish these relationships. My concern about public relations agencies in public education is not with their effectiveness but with their purposes. I hesitate to hurry to a destination I do not desire to reach. I dislike to have educational leadership publicize an unplanned program of public education. I believe in a public relations program, in public relations agencies, and in the utilization of public relations technics to advance public education provided we plan in advance and chart our course. There are certain objectives we need to reach and in order to reach them we need to utilize every agency and device that promises progress. May I enumerate a few:

Adequate financial support—Education needs money. Without it in proper amount and equitably allocated, we cannot render those educational services essential to national security.

An adequate program of education—Schools cannot loiter in the atmosphere of bygone days while the world flies ahead on the wings of technological inventions.

Economic security adequate to support our citizens at a standard that will permit school attendance on the part of all our children. To provide educational opportunity and deny individuals the means to embrace it is as gross a failure as to fail to offer it at all.

Professional skill adequate to the challenges which educational services present. Teacher training in America is as yet below acceptable standards.

Effective educational organization—national, state, and local—to the end that the function of education may be performed with efficiency and within defensible cost limits.

In all these areas, as in many others, the first step is planning and the second step, public relations activities. Let us put first things first. Unfortunately, in all too many instances, the public relations agency has been employed in an apparent belief that publicity or public relations activities in themselves are remedial. It is my contention that they are, to a large degree, neutral. They work with equal and impartial effectiveness for good programs and bad, in the interest of desirable and undesirable outcomes. We must be aware that the instruments and technics of public relations are multiplying and increasing in effectiveness at an astounding rate. It is not too much to say that the forces that best utilize these factors are likely to exercise a tremendous influence on human destiny. The educator—the administrator—will necessarily give attention to the program of public education and to the planning requisite for adequacy and effectiveness and, at the same time, utilize to the fullest extent those agencies and technics that will most effectively and completely implement the program.

FINAL BUSINESS SESSION

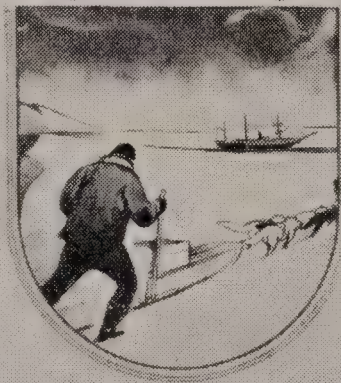
FRANK CODY (Superintendent of Schools, Detroit, Mich.): At this time of the meeting, there is always a pleasant duty to perform. Your Board of Directors has selected me to do this fine thing and I consider it a great honor to do this particular job. In Charlie Glenn we have had an ideal American man. He is a messenger always of goodwill, at his own fireside and in his own city, among his own people and among the school people of this nation. It is my pleasure at this time to present to Charlie Glenn—a man who represents all men, whose walk is always a walk down the friendly road, a man among men—this token of esteem, a key which really he does not need, a key to the hearts of all the members of this profession. May you wear it with equal pleasure to yourself and honor to this organization! "Kind hearts are more than coronets, and simple faith than Norman Blood."

American Educators' Tribute
to
Rear Admiral Richard Evelyn Byrd

Your life and achievements mold a modern epic of courage and pioneering. Your history-making flights over the ends of the earth; your service through exploration to modern science and education; your selfless leadership and devotion to your men and to the discharging of the heavy responsibilities placed upon you — your deliberately choosing to die when stricken desperately ill alone at Advance Base — rather than tap out an SOS which would endanger the lives of your comrades who would seek to bring you aid — all this has made you pre-eminent among men of our time.

Your sincerity and unselfishness in serving your fellow men, your forceful devotion to the cause of Peace; and your lasting gifts to our broadening knowledge and understanding have lifted humanity to a new partnership in courage and service toward new horizons in our world today and tomorrow.

Presented by Pres. Charles B. Glenn in behalf of
American Association of School Administrators
at Atlantic City, New Jersey, March 3, 1938.



SECRETARY'S MINUTES

Atlantic City Convention

February 26

The sixty-eighth annual convention of the American Association of School Administrators, a Department of the National Education Association of the United States, was held in the Auditorium at Atlantic City, New Jersey. Registration and exhibits opened Saturday, February 26, 1938. In all, 252 firms and organizations participated in the exhibit. All available space on the exhibit floor was occupied and about 70 applications for space had to be rejected.

A new feature was the ceremonial opening of the exhibits on Saturday afternoon. From the Musicians' Balcony, which overlooks the exhibit hall, a brief but impressive ceremony was held, with President Charles B. Glenn presiding.

February 27

The opening Vesper Service was held in the ballroom of the Atlantic City Auditorium on Sunday afternoon. Inspiring music was furnished by the Barton Harp Quintet of the Philadelphia Music Club, under the direction of Maryjane Mayhew Barton, and by the Westminster Choir of Princeton, New Jersey, under the direction of John Finley Williamson. William Lyon Phelps, of Yale University, was the speaker of the occasion. His theme was "Truth and Poetry."

A capacity audience enjoyed a Sunday evening of music. Part I of the program included numbers by the Detroit Schoolmen's Club Chorus, the Barton Harp Quintet, and the Westminster Choir. Part II was a radio hour, presented by the National Broadcasting Company. Cheerio and his entire supporting cast appeared in person with a coast-to-coast hookup entitled, "Hiawatha." Alistair Cooke, British commentator, gave an instructive talk on educational broadcasting, and in the final fifteen minutes the Southernaires thrilled the audience with songs characteristic of the deep South.

February 28

After the convention was called to order on Monday morning, Superintendent Arthur S. Chenoweth of Atlantic City presented to President Charles B. Glenn a chest built in the Atlantic City Boys Vocational School. The chest was made of materials from each one of the forty-eight states, from the District of Columbia, from Canada, and from Hawaii. Superintendent Chenoweth also gave to the Association a permanent gavel and block. At the Monday morning session, an honorary life membership in the American Association of School Administrators was presented to Charles H. Judd in recognition of his lifetime of distinguished service to American education.

At the 1935 convention it was voted that the printed report of the Committee on Resolutions must be available twenty-four hours in advance of

presentation for adoption by the convention, but, probably due to an oversight, no action was taken concerning the procedure for handling resolutions from the floor. By vote of the Executive Committee, it was proposed that the rule which applies to the Committee on Resolutions shall apply to all resolutions, the purpose being to have all such matters in printed form so that they may receive the attention which they deserve. After the recommendation of the Executive Committee had been presented to the convention, it was moved by Superintendent Jesse H. Mason of Canton, Ohio, that hereafter the procedure applying to the Committee on Resolutions shall apply to all other resolutions. The motion was seconded and unanimously adopted.

On Monday afternoon, six group meetings of the American Association of School Administrators were held for the discussion of current educational problems. These groups met again on the afternoons of Tuesday and Wednesday.

The remarkable motion picture, "The River," was shown in the ballroom of the Auditorium early in the afternoon. This film, prepared by the United States Government, dramatizes the loss of natural resources in the Great Mississippi Valley. The disasters of timber-stripping, soil erosion, and over-cultivation of corn and cotton are poignantly presented.

Later on Monday afternoon, President Glenn and the Executive Committee gave a reception and tea at the Ambassador Hotel for new members of the American Association of School Administrators. In spite of inclement weather, 220 persons were present.

One of the most inspiring features of the convention was the appearance of Helen Keller as a speaker at the Monday evening general session. At this meeting, Dr. Keller was presented with honorary life membership in the National Education Association by the president, Caroline S. Woodruff.

March 1

At the business meeting, nominations for officers were as follows: For second vicepresident, Paul T. Rankin, director of research and informational service, Board of Education, Detroit, Michigan; for member of the Executive Committee for four years, Everett W. Ireland, superintendent of schools, Somerville, Massachusetts; Leon N. Neulen, superintendent of schools, Camden, New Jersey; J. W. Ramsey, superintendent of schools, Fort Smith, Arkansas; and Stanley H. Rolfe, superintendent of schools, Newark, New Jersey.

Superintendent Jesse H. Binford of Richmond, Virginia, presented the report of the Audit Committee, which was adopted and ordered printed in the *Official Report*.

Dances symbolic of Canada, Mexico, and the United States gave color to the Good Neighbor program on Tuesday evening. The dances were presented by the boys and girls of the Atlantic City High School.

March 2

The Wednesday evening program was unique. It featured a Friendship Dinner and an Ice Carnival. At the Friendship Dinner, 2268 persons were served in the ballroom of the Atlantic City Auditorium. Later in the evening, an enthusiastic audience viewed the Ice Carnival entitled "Northern Lights, Atlantic City's Salute to the Sunny South." This event was organized and financed by the Atlantic City Convention and Publicity Bureau, and was produced under the direction of the Philadelphia Skating Club and Humane Society, assisted by stars from the Granite Skating Club of Toronto, Canada, and by Vivi-Anne Hultén of Sweden. The carnival was sanctioned by the United States Figure Skating Association. For two hours the audience was charmed by beautiful and difficult skating acts.

March 3

The report of the Committee on Resolutions was presented by Superintendent Nicholas Bauer of New Orleans, Louisiana. It was adopted without amendment. The resolutions are printed in full elsewhere in this report.

At the business meeting on Tuesday morning, the following resolution had been submitted by Alexander J. Stoddard, superintendent of schools, Denver, Colorado, and seconded by I. E. Stutsman, superintendent of schools, St. Joseph, Missouri. Under the rules previously adopted, it was printed and placed on the calendar for Thursday morning, March 3. The resolution was as follows:

Resolved, That the Executive Committee of the American Association of School Administrators be instructed, in the counting of ballots incident to the election of president of the American Association of School Administrators, that the preferential system be interpreted and the ballots counted as follows:

1. If any nominee receives a majority of first choice votes, he shall be declared elected.
2. If no nominee receives a majority of first choice votes so that second and third choice votes are counted, first choice votes shall count 3, second choice votes 2, and third choice votes 1, with the nominee receiving the highest total declared elected.

And further, that any person be allowed by the Executive Committee to withdraw his name from the list of nominees for president of the American Association of School Administrators.

President Glenn called for discussion of the resolution and, there being none, the resolution was unanimously adopted.

Superintendent Fred E. Pitkin of North Andover, Massachusetts, presented a proposal for amendment of the constitution of the American Association of School Administrators, which will come up for action a year hence. The proposal was as follows:

I move the following amendment to Article VII of the constitution which specifies the time of holding the annual meeting, namely: striking out the words "on the fourth Sunday in February" and substituting "on the Sunday of the week containing the twenty-second of February."

Superintendent Frank Cody of Detroit, Michigan, presented to President Charles B. Glenn a past president's key similar to those awarded to other former presidents.

After the Board of Tellers had reported, the newly elected officers were introduced and the business session of the convention adjourned.

The theme of the closing session on Thursday afternoon was "Adventure and Discovery." President Glenn presented a scroll to Rear Admiral Richard E. Byrd, Retired, for his important contribution to human knowledge. This was followed by a radio dramatization, entitled "Byrd and His Frontiersmen in the Antarctic," presented by players of the Columbia Broadcasting System and broadcast from the stage of the Auditorium over a coast-to-coast network. Admiral Byrd then gave an intimate history of his expeditions, told in words and illustrated by motion pictures.

A dinner in honor of Admiral Byrd, sponsored by educational, cultural, professional, and publishing groups was held Thursday evening at the Ambassador Hotel, with John H. Finley of the *New York Times* as toastmaster.

SHERWOOD D. SHANKLAND,
Executive Secretary.

RESOLUTIONS

REPORT OF THE COMMITTEE ON RESOLUTIONS

Adopted March 3, 1938

In line with the suggestion made by the Appraisal Committee in its report of last year's meeting in New Orleans, your Committee on Resolutions believes that official pronouncements of the Association should be limited to truly fundamental issues confronting public education today. Accordingly, after consideration of the many educational issues which challenge the best thinking of the American people, your Committee presents four resolutions:

Democracy

The American Association of School Administrators reaffirms its faith in democracy as the pattern of human relationship most likely to bring about the maximum happiness and well-being of all the people. Yet today, as probably never before, democracy is being challenged, not only abroad but even within our own nation, by other patterns that compete for our loyalties. This challenge, subtle and perplexing as it is, must be met if democracy as a way of life is to persist. In order to maintain and uphold and to apply ever more widely the principles and ideals inherent in democracy, we urge the educational profession

- A. To examine and re-examine continuously and critically the principles and responsibilities of democracy and the democratic ideal.
- B. To exemplify in the relations both between teachers and pupils and between administrators and teachers, the essential spirit of democracy.

- C. To provide in the curriculum at various maturity levels for experiences designed primarily to help pupils grow in their understanding and appreciation of the democratic ideals and their implications for every area of life.
- D. To promote and support a nationwide program to insure that all youth and adults achieve an intelligent understanding of the actual situation—social, political, and economic; thru this understanding to facilitate the changes which society from time to time finds indispensable to the effective realization of such democratic ideals as: the guarantee of life, liberty, and the pursuit of happiness; the establishment of social and economic security; the control of public policies by all the people; the equality of opportunity for each personality; and the freedom of expression.

Youth

The American Association of School Administrators commends the work of its Commission on Youth Problems which prepared the 1938 yearbook, *Youth Education Today*. The dilemma in which youth finds itself is a challenge to our whole social and economic order, but to the schools in particular. Convincing evidence is submitted in the yearbook of the need to make material modifications in the educational experiences offered youth of secondary-school age. The attainment in youth of creative citizenship, satisfying personal relationships, appropriate use of leisure, and vocational competence, calls for the best that the schools can offer. To this end, the Association urges educators

- A. To develop an increasingly dynamic curriculum that is centered in the realities.
- B. To provide youth, whether in or out of school, with adequate services for adjustment, guidance, and placement.
- C. To coordinate the school activities with the many other desirable agencies that influence and affect the lives of youth.

Teacher-Education and Selection

The American Association of School Administrators considers the most important influence in the school education of the child to be the individual teacher. Our most important problem, therefore, is the improvement in the organization and processes of teacher-education and selection.

Accordingly, we commend this problem to our Educational Policies Commission for special study and report on such phases as

- A. Proper qualifications and standards for selective admissions to our teacher-training institutions
- B. Adequacy and competence of teacher-training staffs
- C. The content, materials, and methods for effective teacher-education
- D. More serviceable programs of adjustment, guidance, placement, and follow-up work
- E. Better systems of certification
- F. Programs of apprenticeship-training and in-service education

to the end that boys and girls shall receive the best in education; that the election of teachers shall be on the basis of individual merit rather than on the basis of needs of individuals for jobs; and that teachers may assume their place of leadership in community life.

Federal Aid for Public Education

Year after year for the past several years the American Association of School Administrators has affirmed its belief that federal aid for public education was necessary in order to provide equality of educational opportunity for the nation's children. The soundness of that belief has been verified by the findings of President Roosevelt's Advisory Committee on Education whose report was submitted to the President of the United States and by him transmitted to the Congress on February 23, 1938. In the official news release of this report the statement is made that "unless the federal government participates in the financial support of schools and related services, several millions of children of America will continue to be largely denied the educational opportunity that should be regarded as their birth-right."

We note further with genuine approval the conclusion of the Advisory Committee on Education that this federal aid must be given without federal control of education, for, again quoting the official news release, "in order that local initiative and responsibility may be maintained, all federal action should reserve explicitly to state and local auspices the general administration of schools, control over the process of education, and the determination of the best uses of allotments of federal funds within the types of expenditures for which federal funds may be made available. The federal government should in no case attempt to control the curriculums of the schools and the methods of teaching to be employed in them."

Since the complete report of the Advisory Committee on Education is not available at this time for careful and well-considered study and analysis, before final action is taken committing this organization it is recommended that the report of the Advisory Committee on Education be referred to the Educational Policies Commission and to the Legislative Commission of the National Education Association for study, for the purpose of evolving a plan by which legislation will be framed and enacted, putting into effect the principles and policies repeatedly affirmed by this organization through which federal aid for public education will be secured without federal control.

NICHOLAS BAUER, *Chairman*

LEON N. NEULEN
OMER CARMICHAEL
HARRY H. CLARK
W. C. GRIGGS
R. C. HALL
MARY B. McANDREW
WORTH McCLURE
J. E. MATHIS

GEORGE MELCHER
LEONARD C. MURRAY
B. E. PACKARD
CLYDE U. PHILLIPS
PAUL T. RANKIN
J. A. TRUE
JULIUS E. WARREN
R. H. WATERHOUSE

*AMERICAN ASSOCIATION OF
TEACHERS COLLEGES*

HISTORICAL NOTE

THE DEPARTMENT OF TEACHERS COLLEGES (*American Association of Teachers Colleges*) takes the place of the Department of Normal Schools, which was formed at the Cleveland meeting, August 19, 1870, by a reorganization of the American Normal School Association which had been organized in 1858. See PROCEEDINGS, 1870:176; 1906:524. In 1924 it was voted to appoint a committee to discuss the possibility of combining with the American Association of Teachers Colleges. See PROCEEDINGS, 1924:614. In 1925 the combination was effected. It was arranged that the National Education Association take over the publications of the American Association of Teachers Colleges, including its yearbook, in 1926.

The officers of the Department for the year 1938-39 are: PRESIDENT, Frank W. Thomas, President, Fresno State College, Fresno, Calif.; VICEPRESIDENT, E. C. Higbie, President, Wilson Teachers College, Washington, D. C.; SECRETARY-TREASURER, Charles W. Hunt, Principal, State Normal School, Oneonta, N. Y.; EXECUTIVE COMMITTEE, E. J. Ashbaugh, Dean, School of Education, Miami University, Oxford, Ohio (term expires 1939); Marvin S. Pittman, President, South Georgia Teachers College, Collegeboro, Ga. (term expires 1940); Frank E. Baker, President, State Teachers College, Milwaukee, Wis. (term expires 1941). Other officers are listed in the Secretary's Report.

The Department publishes a yearbook. The annual dues, \$25, are payable to the secretary-treasurer. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1870: 1- 88	1885:223-247	1900:480-490	1914:497-564	1928:833-948
1871:117-156	1886:387-420	1901:635-645	1915:763-814	1929:827-936
1872:165-223	1887:465-508	1902:529-643	1916:441-460	1930:801-910
1873:164-198	1888:463-512	1903:539-594	1917:383-416	1931:845-946
1874:214-253	1889:555-610	1904:567-592	1918:209-234	1932:713-786
1875:138-152	1890:715-756	1905:517-556	1919:221-258	1933:709-778
1876:157-210	1891:709-740	1906:707-711	1920:237-262	1934:705-776
1877:139-173	1892:407-434	1907:739-758	1921:515-516	1935:659-718
1879:113-134	1894:819-870	1908:703-738	1922:1063-1084	1936:555-618
1880:176-192	1895:672-717	1909:547-596	1923:737-743	1937:605-658
1881:199-217	1896:642-665	1910:563-594	1924:613-636	
1882:173-180	1897:709-735	1911:695-708	1925:863	
1883:xvi-xvii	1898:728-756	1912:809-896	1926:839-948	
1884:236-258	1899:835-903	1913:523-552	1927:873-950	

WHAT IS THE ESSENTIAL NATURE OF AN EVOLVING CURRICULUM OF A TEACHERS COLLEGE?

E. S. EVENDEN, PROFESSOR OF EDUCATION, TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

IN ATTEMPTING to make a contribution to the main theme of the program—the definition of a teachers college—and at the same time to start discussion on the curriculum phases of the definition it was thought best to do so by means of a series of theses. These are presented in the light of four restrictions imposed by the assigned topic.

1. "Essential nature" calls for a discussion of those elements of an evolving curriculum of a teachers college without which the curriculum would not be a *teachers college* curriculum or would not be an *evolving* curriculum.

2. "Teachers college" implies a discussion of those essential elements of an evolving curriculum that are peculiar to curriculums specifically designed to prepare teachers (and other workers in educational systems) for their work.

3. "Evolving" implies a discussion of those essential elements of a teachers college curriculum that indicate continuous adaptation and improvement in the light of the changing needs and conditions of the area served.

4. "Curriculum" confines the discussion to those institutionally provided or supervised learning experiences during the period of college residence that are considered desirable in the professional preparation of teachers.

While it is probable that there will be some disagreement with the way these restrictions are stated they are not intended as items to be discussed but rather as definitions or interpretations of the way the terms are used in the theses and discussions to follow. In attempting to define anything so complicated and extensive as the essential nature of the evolving curriculum of a teachers college by means of theses, two difficulties immediately arise. If only a few theses are presented they probably will be either *incomplete* (covering only some phases of the curriculum) or so general and all-inclusive that they conceal the controversial issues. In either case, any discussion which might follow would probably be inconclusive and unsatisfactory. On the other hand, if too many theses are presented they tend to become so specific that vital issues are as effectively lost as when they are hidden in generalities. In this case resulting discussion is likely to become a quibble over methods of accomplishing inconsequential details.

An attempt will be made to avoid both of these extremes. Eight major theses are presented—enough it is hoped to cover the essential features of an evolving curriculum and specific enough to be usable in evaluating such a curriculum. Each of the major theses will be supplemented by one or more secondary theses or proposals that are given for the purpose of defining the scope or amplifying the statement of the major theses.

With the exception of the first, no attempt has been made to arrange these theses in terms of their relative importance. To the extent that they deal with "essential features" they may be considered as equally important even tho some of the proposals are obviously easier of accomplishment

than are others. (An attempt to rank these theses on the basis of their importance and to assign relative weights to them might prove an interesting way to initiate a discussion of them by a teachers college faculty.)

I. An evolving curriculum of a teachers college should show clearly that its organization and content are the results of deliberate attempts to meet an agreed-upon set of objectives in teacher education.

There is little need to elaborate the idea that any curriculum should be designed to accomplish certain objectives known to those responsible for formulating the curriculum. Otherwise, changes are dictated by chance and there is no basis for judging the desirability of a change. It is equally obvious that if the objectives are approved, as well as known, progress is more likely to follow and the evolution of the curriculum will be more direct, more rapid, and more economical of the time of students and teachers. The process of obtaining faculty agreement to a set of educational objectives is valuable for other reasons than those just given. The study, discussion, and compromises required of all faculty members before any workable agreement can be reached will certainly result in a sharper definition of the professional aims of the teachers college, a clearer realization of the contributions to be made by each subject and by each teacher, a more general awareness of the existing limitations of the present curriculum offerings and of the teaching staff, a more temperate advocacy of theories or practices in controversial areas, a more vivid understanding of the intimate interdependence of the many factors that constitute a curriculum for teachers, and a heightened professional enthusiasm for work in a teachers college—a rather important list of byproducts if they may be so considered.

There is some danger that a teachers college faculty may go thru the very valuable experience of developing or adapting a set of professional objectives and then fail to make any real use of them. Unless the objectives are translated into curriculum practices many of the possible gains are lost.

A. There should be some provision in the curriculum designed to accomplish each of the objectives and the relationship between the provision and the objective should be known and accepted by staff and students.

The attempt to meet this recommendation will separate the practical objectives from the "pious hopes" and greatly enhances the probability that the objectives will be attained or that the staff or students or both will realize that the provisions are inadequate—a necessary realization before any reform is attempted. Attempts to meet this recommendation guarantee that the objectives themselves will be under frequent scrutiny because each "check-up" on the curriculum practices will certainly involve a reacceptance of the objectives or a determination to modify them in the light of the results obtained. Any endeavors to follow this recommendation will do much to keep the curriculum evolving.

This first thesis can be defended as desirable even tho the objectives that are accepted vary widely in scope and content. The essential things are that there is a set of objectives, that the objectives are related to the professional preparation of teachers, that the objectives are accepted as desira-

ble, and that the curriculum has definite provisions for attaining the objectives. Naturally, the larger the amount of faculty participation in the formulation of the objectives and the greater the degree to which the objectives are adjusted to the needs of the area served by the teachers college, the greater the probability of professional advancement. There is no commonly accepted set of objectives for the education of teachers and possibly there should not be because of the very great diversity of standards that exists among the several states but there are certain large phases of the professional preparation of teachers that should be cared for in any set of objectives. These will be set forth in some detail because of the great importance of this first thesis in the definition and development of an evolving curriculum for a teachers college.

B. While the methods of attaining any objective will vary for different institutions and at different times, there should be definite provision in the curriculum of a teachers college for obtaining at least the following large objectives in teacher-education:

1. Knowledge of the individuals to be taught. Every teacher should have a professional understanding of the characteristics of the individuals to be taught (children, youths, or adults). This understanding should include the phases usually described as developmental, physical, mental, emotional, social, and the vital interrelationships among them. These phases are not to be considered as distinct and in need of separate courses or even of separate treatment but each phase and its bearings on the development of the individual should be cared for deliberately even if not separately.

This objective should involve an understanding of the possibilities and limitations of measuring psychological traits and abilities—general and specific—and the uses that teachers may reasonably be expected to make of mental and educational tests. It should also insure a realization of the many factors involved in character development and the teachers' responsibilities in their guidance. Each teacher should appreciate the increasing need for work in the field of mental health and should be able to cooperate with specialists in the prevention, detection, and correction of various forms of maladjustments that develop or are augmented during the school period. Each teacher also should realize his opportunities so to direct and guide the social activities of groups that he may discover the adjustment needs of individuals within the groups and provide opportunities for them to acquire the necessary controls and habits for satisfactory participation in group activities.

2. Every teacher should have a broad cultural background in the principal fields of organized knowledge.

Until the acquisition of a satisfactory foundation of general education can be assumed as a prerequisite to curriculums for teachers, institutions preparing teachers will have to provide or supplement such a foundation. Teachers

need this broad cultural background both because it is the approved equipment of any well-informed citizen-leader and also because much of the content of such a general education is of direct value to the teacher, either as material to be taught or as supplementary to such material. Such a general education should, of course, be adjusted to the experiences, needs, and special abilities of each individual teacher. (The introduction of material to meet this objective does not prevent its professional treatment since much of it will be taught directly to the pupils or used to supplement other teaching materials.)

This broad cultural background or general education should, among other things, provide prospective teachers with:

a. A knowledge of the heritage of the past, an appreciation of present conditions and trends, the opportunity to discover and develop individual cultural tastes and interests, and bases for critical analyses in the subjects which are of concern to well-informed and public spirited citizens.

b. A sympathetic overview of the society and the social conditions under which children are living and, as far as discernible, of the society in which they will continue to live. This should include especially an understanding of the fundamental differences between urban and rural society.

c. An understanding of the fundamental principles of the American and other forms of government and a resulting realization of the importance, in a democracy, of having the intelligent interest and the active participation of all citizens in matters of local, state, and national government.

d. An understanding of the significant contributions made by each vocation to society's welfare and the direct relationship between the correct choice of a vocation and the happiness and efficiency of the individual.

e. A knowledge of the recreational facilities which are or should be available for persons of different ages and in different types of communities and a realization of the relationships existing between recreation and mental and physical health.

3. Every teacher should have a broad scholarly mastery of the field or fields to be taught and a supporting knowledge of the most closely related fields.

This does not imply that the traditional subjectmatter or course boundaries must be kept or that major and minor sequences must be set up in the curriculum and followed. It is highly probable with limited time for the preparation of teachers, especially rural and elementary teachers, that the consolidation of some of the related groups of subjects would facilitate a broader scholarship in the fields which the teacher will be called upon to teach.

4. Every teacher should have an understanding of the relationships between education and society and a realization of the important contributions that the teacher can make toward "the social, political and economic stability and betterment" of our American form of government.

This understanding should cover, among other things, the relationships of the various educational agencies to different types of social organization at different stages in their development, the place and responsibility of the

school and other educative agencies in any social order, and the changes in their functions which should take place at different educational levels. It should also cover the effect of the maturation of individuals upon the changing scope of their knowledge and interests regarding cultural, civic, vocational, social, and recreational activities. In this connection a teacher should be able at any stage of the child's development to distinguish the essential and superficial differences between the standards, interests, and drives of the world in which the pupils live from those of the world of the teacher.

5. Every teacher should obtain an understanding and mastery of the professional knowledge and skills needed for successful initial teaching experience.

In addition to the understandings and skills suggested in Section 1, which, while of interest and value to anyone, especially parents, is essential in the professional preparation of teachers, there are other fields of professional knowledge and skills for which definite provision must be made in the education of teachers. These are:

- a. A knowledge of the commonly accepted "laws of learning" and "principles of teaching" with the variations which should be made for individuals of different ages, in different grades and subjects, and in various types of school organization.

- b. A knowledge of educational measurements and statistics and skill in the use and construction of tests and measures sufficient to enable teachers to evaluate the results of their work and to read intelligently the technical journals of their fields.

- c. A knowledge of the best or most approved methods of teaching *groups* of different ages, in different grades, and in different subjects, and the general information usually given in courses in classroom management.

- d. The development (for each individual) of a "safety minimum" of teaching skill by means of directed observation and supervised practice teaching. (A "safety minimum" of teaching skill for a beginning teacher is that degree which will protect pupils from the exploitation resulting from poor teaching during the teacher's first year of teaching and will at the same time protect the teacher from initial failures and from the formation of undesirable teaching habits.) This skill should include teaching of individuals and groups in the subjects required in the chosen field of work. If teaching skills are developed only to the "safety minimum" point a period of probationary supervised internship is indicated as desirable before the prospective teacher is recommended for certification.

If the teaching of any special class or groups (e.g., subnormal, undernourished, hard of hearing, and other atypical groups) requires a knowledge of fields not included in the preparation of other teachers (e.g., psychology of subnormal children, or nutrition) or a special skill (e.g., construction in industrial and home arts, or lip reading), that special knowledge or skill should be required of all teachers who expect to teach in any such group.

- e. An understanding of the fundamental principles and a control of the essential technics of guidance which a teacher should have in order to work most effectively with any particular age level. The development of the actual skills required for effective guidance in the physical, mental, social, and character development of children would also greatly reinforce a teacher's knowledge of the individuals to be taught as outlined previously in Section IB1.

- f. A realization of the increasing importance of mechanical aids in teaching and the development of a reasonable amount of skill in the use of such aids as motion pictures, radios, typewriters, recording devices, duplicating machines, mechanical

scoring and tabulating machines, and other time-saving or interest-arousing mechanical devices.

6. Every teacher should have a well-rounded and well-integrated personality such as will assure a position of leadership in the school and community in which he works.

Many opportunities for the development of such a personality will be found outside of the usual classroom situations and will include contacts with industry, social, and civic agencies, in other parts of the country and in other countries. The richness of an institution's program for the development of teachers with well-rounded and well-integrated personalities will depend largely upon the degree to which the importance of this phase of its work is realized and the care used in systematically planning for its accomplishment.

In a program for the education of teachers some of the factors which will contribute most certainly to this end are:

- a. The recruiting of capable students and their selective admission by means of as many types of prognostic measures as are available.
- b. Programs of student personnel and guidance service starting even before admission and continuing thru the period of adjustment following graduation. This should provide for the elimination of any who, during the period of preparation, are discovered to be unsuited or unfit for teaching.
- c. A rich program of extra-class activities.
- d. A comprehensive program of health services.
- e. The provision of residence and dining facilities which contribute to desirable habits and manners.
- f. A generous program of social and religious activities for students.
- g. Opportunities to discover and develop latent creative talents.
- h. Opportunities to contact the various agencies—industrial, social, economic, political—of the college community and its tributary area.

7. Every teacher should have a guiding philosophy both of education and of life.

a. A philosophy of education should be founded upon the historical development of education and should be an integration by each prospective teacher of the many phases of his professional preparation and especially of his work in the fields of educational theory, psychology, sociology, economics, and government. This philosophy should enable each student to adapt his work more readily to the type of school in which he may be placed, and also to realize ways in which the school in which he works should be improved.

b. A philosophy of living should be based upon the total set of experiences in the preparation of teachers. These should result in the development of a well-rounded, professionally efficient teacher with a growing philosophy of living which would provide for desirable enthusiasms, wholesome and healthful habits and hobbies, vibrant health, mental poise, emotional stability, and satisfactory social adjustment—a teacher who could, and in all probability would, become an accepted and respected leader in the area in which he works.

NOTE: If the proposals of this first thesis with its subdivisions are fully met by a teachers college curriculum, the chances are great that the essential features have been provided for and that the curriculum will be an evolving one. There are, however, other approaches to the main problem that it is hoped will furnish bases for further discussion and result in clarification and sharper emphasis.

II. An evolving curriculum of a teachers college should have in it elements which show clearly that it is designed to meet the professional needs of the group and the area served.

This thesis is not intended to provoke discussion of the priority claims of the individual or of the larger group of which the individual is a member. It is based on the assumption that in professional schools especially, the first consideration should be for the quality of the professional service that is to be rendered to the larger group. Codes of professional ethics are built upon this assumption. The curriculum should be "teacher-centered" in contrast to "student-centered."

- A. Curriculum provisions should be made to meet the prevailing certification requirements of the state or states in which the students expect to teach. The conscious effort to meet these requirements will ensure a scrutiny of the certification policies as well as of the curriculum and will often lend to the modification of procedures and the raising of standards.
- B. Any special needs for teachers in the area, e.g., a second language or a knowledge of agriculture, as well as any informational or cultural shortages quite generally characteristic of prospective teachers should be specifically provided for in the curriculum even if some have to be cared for as extra-class or non-credit activities.

Extra-class activities can be supported that supply experiences not available in the typical homes from which the students come. Supervised trips and excursions can easily be taken to other types of communities and to different cities. Special non-credit deficiency courses can be provided and their use will result in a general increased respect for the work of teaching. Patrons and students alike should know that these special adjustments are needed and are provided for.

- C. In addition to meeting the normal or usual standards an evolving curriculum of a teachers college should invitingly present opportunities to prepare for teaching in ways in advance of prevailing standards but approved by some of the school systems that are recognized as among the better and more progressive in the area. Meeting this recommendation does not mean that the teachers colleges should graduate a group of educational malcontents. They should know the strong and the weak points of the various systems, have their ideals of service high, and their sense of relative values keen. They should be professional enough to be discontented with any conditions below the best, practical enough to know that they must start with things as they are, courageous enough to attempt to improve conditions, and wise enough to realize that they can accomplish more in the long run by carefully guiding and accelerating changes by the process of educational evolution rather than by educational revolution.

III. An evolving curriculum of a teachers college should be so organized that it will lend itself readily to a program of evaluation—a continuous self-survey by the staff and students in terms of the accomplishment of the various objectives.

The remarkable developments in recent years in the technics and in the instruments for measuring educational activities make a program of evaluation for a curriculum possible. Such a program would have at least five results. It would insure frequent review of the objectives, disclose successful and unsuccessful elements more quickly than a trial-and-error method, refine our methods of evaluation, provide material for institutional reports and publicity, and enhance the professional singleness of purpose of the staff and students.

- A. An evolving curriculum of a teachers college should have certain evaluation points (foci) at which it would be relatively easy to check the extent to which certain objectives have been met. Six such points are clearly indicated: the close of the first semester, the end of the second year, the beginning of practice teaching, the completion of practice teaching, graduation, and one year after graduation. The objectives accepted by any teachers college should be checked against the several focal points in order to determine which ones should be met or met in part at each evaluation point. The cumulative record of the periodic attempts to evaluate the curriculum at the various points will become very helpful in establishing trends and rates of curriculum changes.
- B. The actual process of evaluation may be as valuable as the results, therefore as many members of the staff and student body as possible should participate in the studies that are to be used as the bases for curriculum evolution.
- C. The evaluation program should include periodic (every five or at most ten years) inventories or check-ups of the work of the graduates in the field and of the reactions of school officials and patrons to the ability of the graduates to grow in service. Such inventories should attempt to evaluate the success of the graduates, to measure the effectiveness of the teachers college and its curriculum, and to ascertain the changed and changing needs of the area served.

IV. An evolving curriculum of a teachers college should have one or more of its elements provided for in a way that is different from previous provisions and under careful scrutiny from the group. An experimental and questioning attitude toward elements in the curriculum, especially those whose unquestioned status is of longest standing, should be systematically developed.

This thesis should not be interpreted to mean that the curriculum is to be kept in a state of constant turmoil or that changes should come so fast and furiously that the curriculum as a whole or in part does not have a fair opportunity to prove its worth. On the other hand, the fact that at least one element is under scrutiny will encourage an inquisitive attitude on the part of all members of the staff toward their own practices.

- A. Even tho the change in procedure may involve only one class or one teacher, the change and its possible results should be known by as many members of the staff as possible and watched and evaluated by several individuals in fields related to the one in which the change is being tried.

B. After a few such provisional changes have been tried and have demonstrated the extent of their practicability and desirability as well as their value in motivating professional discussions, an attempt should be made to relate proposed changes to a program of curriculum experimentation. Such a program would make each experiment prepare for, supplement, or corroborate other experiments and thereby obtain greater value for the time and energy expended.

V. An evolving curriculum of a teachers college should have provisions specifically designed for adapting the offerings to the needs of individual students in terms of their experience, previous training, special interests and abilities, and obvious shortcomings.

This thesis should not be interpreted as a contradiction of Thesis II but instead as a supplement to it. There is no reason why a curriculum cannot be primarily concerned with the needs of teachers as a group and at the same time make specific provisions for individual development. These provisions might include at least the following:

- A. There should be some opportunities for exploration in the major fields by students not required to take work in those fields.
- B. In fields in which special abilities or skills are required there should be provision for segregating, especially in initial courses, students with widely varying amounts of the required abilities or skills.
- C. There should be provision—not necessarily in separately organized courses—for students to do work in advance of that required in the regular curriculum.

VI. An evolving curriculum of a teachers college should give evidence that it has been developed with full recognition of the existing limitations—number of students, number and qualifications of staff members, support, and physical equipment. This recognition should not prevent attempts to improve conditions and to present ideals not yet attainable.

Professional ambitions and institutional competition sometimes encourage institutions to undertake curriculums before they are equipped to do so adequately. One method of checking the efficacy of an evolving curriculum for a teachers college is to check it against the various elements which can be more or less quantitatively measured.

- A. There should be evidence that the curriculum offerings are proportionally related to the number of students in attendance who can or should be placed in various types of work in the area served. This recommendation implies the availability of supply and demand data for the state and some form of state regulation or cooperative agreement among institutions to keep the supply and demand in adjustment. The tendency to inaugurate curriculums for special groups when the demand is unusual very frequently results in leaving the curriculum offerings of the college distinctly out of balance after the temporary demand has been met.
- B. There should be evidence that the interests and abilities of the staff members have been recognized in the courses offered, especially in all ad-

vanced courses. An illustration of the need for this recommendation would be found if teachers of a teachers college faculty conducted research courses on the graduate level when they themselves were not interested in research, and had neither training nor ability in the commonly accepted technics of research in their fields.

- C. There should be evidence that there are adequate practice facilities for each of the curriculums offered. This recommendation hardly needs justification. The National Survey of the Education of Teachers showed that one of the most distinguishing characteristics of institutions for the preparation of teachers was the more frequent provision of practice and demonstration schools largely under the control of the institution. The opportunity to obtain initial practice in teaching under skilled supervision is so essential to the satisfactory preparation of teachers that no curriculums should be offered in a teachers college for which adequate practice facilities are not easily available.
- D. There should be evidence that the library and its equipment, the laboratories, playing fields, swimming pool, and other physical facilities are sufficient for the needs of all curriculums offered. These elements and other elements of the physical plant, the endowment, the regularity of support, and such items can all be checked with reasonable accuracy against medians of practice or accepted standards. The degree to which these limit the number and content of the courses offered is obvious.

VII. An evolving curriculum of a teachers college should in its organization or by means of one or more courses provide against a too-narrow functional specialization in professional preparation, especially during the undergraduate period.

This thesis does not refer to the division of curriculum time between professional preparation and general education. It refers instead to too much concentration of time in preparation for a limited and specific educational position. The criticism has been too frequently made that teachers and administrative officers know their own work well and are not familiar enough with the work and problems of other teachers in the same institution to be intelligently sympathetic toward the problems of others, or able to cooperate with them in a helpful and constructive way. For this reason teachers expecting to enter any one field of work—for example, rural, kindergarten, elementary, secondary, or supervision—should be aware of the larger relationships common to all types of public school work as well as some of the principal functions that are peculiar to the field in which they expect to work. Certain courses in the curriculum should be planned specifically to bring about the mutual understanding and common medium of discourse that will make for a more effective professional cooperation on the part of all educational workers.

VIII. An evolving curriculum in a state teachers college should show clearly that it is an integral part of a state long-term program of teacher-education—both preservice and inservice. Any such long-term plan should

obviously provide for a studied and continuous improvement of educational practices and a raising of standards for the education of teachers.

- A. Such a program should set standards, both quantitative and professional, for teachers in the various types of positions and dates at which any of the standards will be advanced.
- B. Such a program should indicate the general and specific teacher-education functions to be performed by each of the state supported institutions of higher education, and the curriculums of each such institution should show definite provisions for meeting the specified functions.
- C. Such a program should imply a concentration of certain forms of work in specific institutions, especially for those fields in which there is a very limited demand for new recruits or in which very elaborate and costly equipment and facilities are required.

This last thesis will be difficult to apply in any state unless there is a continuing program in the state for the adjustment of the supply and demand of public school teachers. Such a program must involve the cooperation of both state and privately controlled institutions and be regulated by means of the certification powers of the state department of education.

Conclusions

In this attempt to define an evolving curriculum of a teachers college the above theses have been presented with no expectation that they will be either universally accepted or that if accepted, they will be uniformly interpreted and applied. They have been presented, however, with the hope that their consideration, even if it results in their rejection or modification, will also result in a desirable questioning of the curriculums of our teachers colleges and a sharper definition of their professional objectives.

WHAT IS THE ESSENTIAL NATURE OF A TEACHERS COLLEGE INSTRUCTIONAL STAFF?

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The traditional method of settling a question such as that proposed in the topic of this paper is by debate and discussion. A few of the best minds could pool their experiences and their logical thinking and come out with an authoritative answer in which the essential nature of a teachers college instructional staff would be completely described.

Altho sanctioned by long use in education, this process of reaching a conclusion is scarcely satisfactory today when increasing numbers of educators have been trained in methods of solving problems thru research. A person trained in research methods would point out that the only way in which a conclusive answer to the problem proposed in the topic of this paper can be obtained is thru an extensive investigation. The mind of the researcher would immediately begin to think in terms of a plan whereby a sufficient

number of teachers colleges of various levels of quality might be thoroly analyzed and compared with each other, and possibly with numerous institutions of other types. The analysis might be organized along the lines of the research completed a few years ago for the North Central Association of Colleges and Secondary Schools in an effort to improve accrediting procedures, or along the very similar lines now being followed by the Cooperative Study of Accrediting Procedures for Secondary Schools.

The question asked in the topic of this paper is sufficiently important to be worthy of the extended research that would be necessary to answer it definitively. Your president, however, indicated very clearly when he invited me to take this place on your program that he did not want a report of research, but only some ideas and problems presented in a manner to arouse thinking and challenge expression on the part of the members of this audience. I am therefore presenting these remarks as an indication of some of the preliminary thinking one would necessarily engage in while planning the research that would be required for a definitive answer to the problem. This paper may be considered as a catalog of some of the hypotheses that should be investigated in a carefully planned research on the problem of the essential nature of a teachers college instructional staff.

These ideas will be presented under three main headings: (1) some of the characteristics of an effective instructional staff as a whole; (2) some of the characteristics of the individual members of an effective instructional staff; and (3) characteristics that distinguish the instructional staff of a teachers college from that of other types of educational institutions.

The Staff as a Whole

Some seven characteristics of the staff as a whole will be presented for consideration.

Adequately paid—Contrary to usual practices in discussion of faculty qualifications, a characteristic that usually appears toward the end of the list is placed first—the staff as a whole must be adequately compensated. To be adequate the salary scale must be sufficient to permit a standard of living suitable for the life of a scholar. This implies today, as it nearly always has in the world's history, a standard of living considerably above the average. While we do not expect to pay scholars enough to enable them to amass great wealth or to live like nobles and merchant princes, we must guarantee them a standard of living that will permit them and their families to live in comfort and to meet readily the extra expenses and obligations that a life of scholarship inevitably imposes.

This characteristic is placed first because it is a powerful force in recruiting to the profession the most capable young people of the coming generation. For years the profession of scholarship and teaching has suffered because it has failed to attract enough recruits from the highest levels of ability. There are plenty of data available now to prove that this is still the case. The young people of highest ability in too large a number of cases are and have been going into other callings in which the remuneration is more attractive, and these capable young people make their decisions with

keen insight in most cases. They have had opportunity to observe teachers and faculty members in their home communities and during their college days. That a career as an educator does not appeal to these capable young people merely means, in many cases, that they have looked behind the scenes and have decided that they would not be satisfied with the kind of living the typical faculty member is able to provide from his meager income.

The exact money value of the salary paid is not so important as the standard of living maintained, and most college presidents, in my experience, have very little intimate knowledge of the standard of living of their faculty members. To make this point practical, the question may be raised as to the number of college presidents who make it a regular practice to visit the homes of their faculty members. Speaking personally, I have been a faculty member in four different institutions, one of them a teachers college; the president of an institution of which I was or am a faculty member has never visited in my home. As faculty members, we of course occasionally called on the president and his wife, but I think the presidents' calling lists do not descend below the rank of dean in the institutions in which I have served. Seriously, I am inclined to think that the college president could learn much by visiting in the homes of his faculty members and observing the general evidences of the standard of living. He could form a fairly sound judgment as to whether or not students, who incidentally will doubtless visit in faculty homes oftener than the president, would be attracted to a life of scholarship by what they observe in their extra-class associations with their instructors.

There are without doubt other important reasons for an adequate scale of salaries for instructors, but to my mind the basic reason is this matter of recruitment to the profession. Regardless of justice to present members of the faculty, college teaching must be compensated well enough to attract its fair share of the best brains in competition with the other callings that are open today to capable young people.

Adequate in number—The second characteristic of the faculty as a whole is that it should be adequate in number to carry the instructional program. My experience in college surveys leads me to the conclusion that most institutions err in the same direction on this point, for they are all likely to have too many, rather than too few, faculty members.

The adequacy of the staffing may be expressed in terms of the ratio of students to faculty. What the upper limits of this ratio are for effective instruction has not been definitely ascertained, but there is little evidence to indicate any great gain in instructional efficiency when the ratio is kept low and the ordinary methods of instruction are used. The suitability of a given student-faculty ratio will depend to a considerable extent on the size of the institution, the methods of instruction, and the scope of the curriculum. In a college of 750 students or more that follows the traditional plan of class recitation, lecture, and laboratory teaching, the student-faculty ratio can well be as much as twenty to one; and if the curriculum is not too broad, the ratio may well approach twenty-five students to one faculty member.

The matter of size of staff is intimately connected with the adequacy of the faculty salary scale. The connection may be illustrated by taking a hypothetical college having one thousand students and a faculty salary budget of \$160,000. That amount would indicate approximately an average state of affluence in normal times. The enrolment and the salary budget may be held constant in order to determine what happens under varying plans of staffing. The tabulation below deals with four different plans, ranging from a fairly low to a relatively high ratio of students to faculty.

AVERAGE SALARIES OF FACULTY MEMBERS UNDER FOUR DIFFERENT STAFFING PLANS
IN AN INSTITUTION OF 1000 STUDENTS AND AN ANNUAL FACULTY
SALARY BUDGET OF \$160,000

Student-faculty ratio	Number of faculty	Average salary of faculty
12 to 1	83	\$1,928
16 to 1	63	2,540
20 to 1	50	3,200
24 to 1	42	3,810

The tabulation shows clearly that in this hypothetical institution, when the number of faculty members is changed, the number of students and the total funds for salaries remaining constant, a pronounced effect is produced on the average salary of faculty. The lowest average salary, associated with the low student-faculty ratio, would provide only an inferior college teaching staff in most parts of the country. The higher student-faculty ratios produce a much more acceptable average salary, and the highest would be sufficient to attract a faculty perhaps superior to almost any publicly controlled teachers college in the country at present.

Personally, I would prefer to be one of twenty-four students having contact with a professor whose average salary is \$3,800 than to be one of twelve students whose only contacts are with professors at the average salary of \$1,900. Without doubt overstaffing is one of the major reasons for low faculty salaries in many colleges, yet in the long run the correction for low salaries is in the hands of the executive officers of the college as much as in the agency which supplies funds for operating expenses.

Properly distributed over fields of knowledge—Another important characteristic of the faculty as a whole is that the members should be properly distributed over the fields of knowledge in which prospective teachers are to be prepared. This seems an elementary consideration, but it is frequently violated. In many colleges the staffing of the various departments is very inequitable. Some departments will be carrying more than double the load of students per staff member that other departments are carrying. Equitable assignments of loads cannot of course be carried out exactly, but the administrative adjustments should always tend in that direction, not in the opposite direction. Altho the available measures of teaching load are somewhat crude, much could be done in the typical institution to obtain an improved distribution of loads if proper administrative attention were given the matter.

Balanced in points of view—A fourth characteristic is that the staff as a whole should be balanced in points of view. Attention to this feature gives students the opportunity to make contacts with men and women of differing philosophies and varying backgrounds. Nothing is more stimulating to the intelligent student. Some institutions of higher education seem to be staffed by faculty members that have been carefully chosen to represent just one particular point of view or school of thought. On the other hand, a number of college presidents and deans follow the opposite policy and are careful to obtain faculty members prepared in a wide range of the better graduate schools.

Provided with social and recreational experiences—"All work and no play makes Jack a dull boy" and the Doctor of Philosophy is a dull teacher. For that reason, if for no other, the faculty as a whole should be provided with suitable opportunities for social and recreational experiences. Colleges vary widely in the degree to which they give attention to such matters. Perhaps the amount of attention that is needed varies inversely with the size of the community in which the college is located. The effectiveness of a faculty in almost any type of community, however, will be increased by suitable attention to the provision of these opportunities for relaxation of a social or recreational nature.

Retirement system—The faculty as a whole should have a retirement system that will protect the individual members adequately against want and anxiety during their declining years, and that will protect the college against the necessity of retaining in service those who have passed their days of greatest usefulness. The standards for an adequate retirement system have been set forth in a number of different sources, and need not be repeated here. The number of teachers colleges, however, that have adequate provision for faculty retirement is relatively small.

It would be eminently desirable to have one feature in a retirement system that is not now in operation in any college so far as I know. A college should be able to retire a faculty member gracefully and without stigma whenever his effectiveness falls below an acceptable level, regardless of his age. That sort of retirement might come for some men at thirty-five or forty instead of sixty-five or seventy years of age, and it should always be arranged so as to make possible the entry on another line of work. There is scarcely an institution with which I am acquainted that could not improve its faculty by retiring immediately some teachers who, if retained, must diminish the general effectiveness of its program for many, many years before reaching the customary age of retirement.

Financing this new type of retirement might be a serious obstacle, but the price paid in loss of effectiveness would undoubtedly be far greater than the cost of the retirement. Perhaps an arrangement could be worked out whereby the college would undertake over a period of years to pay a diminishing percent of the difference between what the retired faculty member actually earns in some new line of work and what he would have earned if he had retained his teaching position. For the first year of this retirement the college might guarantee his full salary. The second year the college

might pay 80 percent of the difference; the third year, 60; the fourth year, 40; and the fifth year, 20 percent. Such an arrangement would permit the faculty member to make preparation for some other occupation or to adjust himself gradually to some other, possibly less remunerative position. Thus at a total cost of three years' salary the institution could be relieved of a burden of ineffective service that would, over the instructor's remaining normal period of service, be extremely expensive. Most such instructors would probably be in the lower salary brackets and the total cost would not be great.

There might be a great fuss and cry by a certain well-known professional organization if any college were actually to institute a system of retirement for causes other than age. Perhaps if the other faculty members were given some voice in determining the persons eligible for this sort of retirement there could be no basic objection. The organization to which reference is made needs additional opportunity to display its avowed interest in effective teaching, for to most college executives they appear chiefly active in protecting vested interests. Perhaps the members of the professional organization could even be induced to assist in weeding out of the profession of college teaching those who are ineffective and unworthy. At any rate, I think the general idea has merit.

Institutional aids to growth—The final characteristic that I wish to mention for the faculty as a whole is that there be a program thru which institutional aids to growth are provided. Most faculty members welcome such opportunities, but will not definitely seek them on their own initiative. Administrative action is usually necessary to institute a program of aids to faculty growth and to keep it up to a high level of effectiveness. This program may take many forms, depending on the circumstances. Sometimes a monthly meeting is held at which only professional problems are discussed according to a prepared program. Sometimes a series of meetings for the discussion of new books on professional problems, or to which outside speakers and discussion leaders are invited, proves interesting and helpful. The faculty for which aids to growth are not definitely provided is almost certain to fail to reach its potential effectiveness.

The Individual Member of the Staff

The characteristics that have thus far been discussed pertain to the staff as a whole. But the faculty is made up of individuals, and it is only as desirable characteristics are found in these individuals that the faculty as a whole can be effective. Some of the characteristics desirable in the individual members of the college instructional staff will therefore be discussed.

A keen mind and intellectual interests—The faculty member must first of all be a scholar, and the basic qualification for this craft of scholarship is a keen mind and interests that lie along intellectual lines. Evidence of this characteristic is usually not difficult to discover at the time of selecting the future faculty member. One good indication of a scholarly interest is membership in learned societies connected with his chosen field of study. One who does not make frequent contacts with others active in his field is himself not likely to have any very abiding scholarly interests.

Knowledge of subject—A second characteristic is that the faculty member who is effective should know his subject. Most college presidents render at least lip service to this doctrine, but it is frequently ignored in appointments to faculties. Unless the blind can successfully lead the blind, the teacher of college students must possess thoro and scholarly preparation in the field of his teaching. This preparation will probably, tho not necessarily always, be evidenced by the attainment of graduate degrees with specialization in his teaching subject. The principal exceptions to this rule are the older men who have prepared themselves by independent study without the benefit of attendance at a graduate school. Very few of the younger men, who have had their educational experience under modern American conditions, will have the requisite qualities of scholarship without having attained a graduate degree.

The relationship between scholarly knowledge and graduate degrees has led to an emphasis on degrees which is, in my judgment, unfortunate. Insistence on the doctor's degree in the case of all new faculty appointments may be a valuable procedure in selection, because most of those who do not have the desirable scholarly interests and preparation will not have attained the doctor's degree. I am inclined to think, however, that the factor is not causal, at least not to the extent usually considered. By that I mean that a faculty member is not a better teacher *because* he has a graduate degree, but rather, the other way around; he gets a graduate degree *because* he is the kind of a person suitable for membership on a college faculty.

In my judgment it is a mistake to insist that all persons now on a college faculty who do not have their doctor's degrees take a leave of absence at the earliest opportunity in order to earn that degree. Particularly in the case of older men and women I am inclined to think they will come back not much better teachers than they were when they left. I do not intend this as a criticism of the program for the doctor's degree, altho that is possibly also at fault. My meaning is that one who earns a doctor's degree because he must in order to hold his job, rather than because he earnestly wants to further his preparation and satisfy his unquenchable interest in his subjectmatter field, is not likely to be greatly improved by going thru the formalities and meeting the requirements for a degree.

For that reason administrative pressure on faculty members to take leaves of absence for graduate work seems to me to be a mistake. The initiative for additional study should lie with the faculty member, and the function of the administration should be to facilitate the process and encourage the ambition, but not to impose it as a requirement. Of course, if the administration finds a young person on the faculty who shows no inclination to go ahead for graduate study when the facilities are placed at his disposal, the diagnosis of his case would seem clear; since his interests do not lie along the lines that are desirable in a permanent member of the staff, the appropriate steps to sever his connection can be taken.

The late Dean Haggerty expresses the relationship between degrees and effectiveness of faculty members as follows: "Degrees . . . and other measures derive their importance from the fact that they grow out of an inner

intellectual and moral vitality that not only generates these evidences of quality but also renders the individual an effective teacher of young people."¹

The effective member of the faculty should have a thoro knowledge not only of his own teaching field but of many allied fields. This is one of the characteristics that I have most admired in the few effective teachers under which it has been my privilege to study. Unfortunately the present type of graduate study, particularly that leading to the Ph.D. degree, in many instances almost precludes the obtaining of this breadth of knowledge that is essential for the effective teacher.

As a corollary to this principle of knowing his subject, it might be suggested that the instructor should be assigned to teach the subject in which he has specialized. This seems entirely self-evident, but the principle is frequently violated, and probably oftener in teachers colleges than in other types of institutions. I have known too many men with doctor's degrees in education, for instance, who have obtained positions teaching science or history or some other subject in an institution of higher education. The remedy for this condition is, of course, in the hands of the college administration.

Ability to teach—The third characteristic of the individual member of the instructional staff, and perhaps the one that most of you would have logically listed first, is the knowledge of and skill in teaching his subject. And, I should hasten to add, the putting into practice of what he knows about teaching his subject. This ability to teach involves several distinct skills and knowledges.

In the first place, the faculty member should know how to organize his subject for teaching purposes. As already pointed out, he must know his subject; and then he must know how to draw out of the vast store of knowledge that has accumulated in his field those things that ought to be taught; and then he must know how to put those things together so that they may be taught most effectively. In other words, he must be skilled in certain phases of curriculum building as they relate to his subject.

In the second place, he should know the characteristics of students, or the psychology of the learning process. It must be confessed that the organized field of educational psychology is still somewhat deficient at this point, for altho there has been rather thoro study of the psychology of the pre-school child, of the elementary-school child, of the high-school pupil, and lately of the learning of older adults, I believe I am correct in saying we have had no thoroging psychological studies of late adolescence and early adulthood, the period of the college student. Yet the successful college instructor must know, if only intuitively, how to adjust his teaching to the mental processes of those who are his students.

In the third place, the ability to teach involves something that I can only describe as the knack of putting ideas across. There has never yet been a thoro scientific analysis of this trait, particularly at the level of college

¹ Haggerty, Melvin E. "The Faculty." *The Evaluation of Higher Institutions, II*. Chicago: University of Chicago Press, 1937. p. 93.

teaching, but all who have visited many classes recognize it quickly in the effective teacher.

In the fourth place, ability to teach involves skill in testing for accomplishment of the desired objectives. Perhaps it should first be said that there is involved a knowledge of how to set up objectives as the premise upon which the teaching is to be based; then, after objectives are determined, there must be valid and reliable methods of testing for their accomplishment. Far too many teachers proceed with no very explicit concept of what their objectives are, and the great majority test as tho their only objective were to cram students' heads with knowledge. And their testing even for this objective, is in most cases neither valid nor reliable. One of the earmarks of an all-round effective instructor is the ability to test for the accomplishment of his objectives.

Finally, ability to teach involves a knowledge of the public school systems into which students must fit when they go out as teachers. This requires some intimate acquaintance with the situation regarding the instructor's special subject in the public schools of the region, the content of the curriculum at all levels, any special legislation bearing on the subject, and the general attitudes of schoolmen and the public on issues connected with the teaching of his subject in the public schools. This means that the effective teacher must maintain close contact with the public school people and must know what they are thinking and doing.

Professional training for college teachers is becoming increasingly important. It would seem that presidents of teachers colleges, who are without doubt among the warmest advocates of professional training for elementary and secondary-school teachers, should, to be consistent, require such preparation of their own faculty members. Until recently, college presidents have been able to give a valid excuse for failure to insist on professional preparation for their own faculty members, because such preparation could not be had in the graduate schools. Now, however, the courses needed are becoming increasingly available. As a matter of fact, if college presidents who employ faculty members would insist upon this qualification when they interview candidates and when they ask for recommendations of suitably qualified persons from deans of graduate schools, heads of departments, and placement bureaus, it would be only a short time until an adequate supply of persons with the desired professional preparation would be available. College presidents can effect this and other needed reforms in the graduate schools much more quickly from the outside by this type of pressure than a handful of faculty members can ever do in working from the inside of the graduate school.

The importance of capable teaching in a teachers college cannot be overstressed. Most students who go out as teachers, regardless of the best that can be done for them in professional courses, will tend to teach as they have seen their instructors teach. For that reason only the best teaching technics should be exhibited before any students who are themselves prospective teachers.

In another very important way the college today is under obligation to provide effective teaching. Students come to college now after having had the benefit of relatively superior teaching in their elementary and secondary schools. The generation of teachers which has been trained during the past decade or two is now the dominant element on the staff of most public school systems, and they have raised the level of quality of teaching markedly in both the elementary and the high school. It is a distinct disappointment to many college freshmen, who have enjoyed superior teaching in their high schools, to come to college and find antiquated and inferior methods and ineffective teaching. Particularly in a college for the preparation of teachers the instructional staff must be composed of members who themselves are capable teachers.

Other characteristics—A few other characteristics of the effective member of a college faculty will be briefly mentioned.

The instructor should be sympathetic with young people and their problems. Some capable teachers seem to lose this characteristic as they grow in age, while others retain it. Some method should be found to retire or change the duties of any staff member who loses this desirable characteristic, for his effectiveness is undoubtedly impaired, regardless of the other evidences of his capability.

Such matters as a pleasing personality and the ability to get along with others are essential for any one whose work brings him constantly into contact with other persons. Average or better than average health and physical vigor are highly desirable as personal traits.

Some would lay great emphasis on experience as an important characteristic of a capable college instructor. My own opinion is that we have decidedly over-rated this trait in the past. One who has the other desirable traits that have been described will not long be handicapped by lack of experience, and I doubt if even at the very first his lack of experience is of any great importance. In the study completed a few years ago for the North Central Association it was found that average length of experience of the members of college faculties actually correlated negatively with the general excellence of the institutions. This is, of course, not a conclusive argument to the effect that experience is disadvantageous, but it at least seems to shift the burden of proof to those who would give great weight to experience as a highly desirable characteristic for an effective college teacher.

Research and scholarly productivity—Most of those who have written and spoken on this subject of desirable characteristics of the college faculty member stress the ability to do research and the production of scholarly writings as evidence of a well-qualified staff. To a certain extent this is a valid criterion, for the person who has the scholarly interests, previously described as important, is very likely to find many things which he may wish to investigate, and he will have a desire to publish his findings. I am inclined, however, to think that we tend to over-rate research and publication, particularly in the case of the staffs of teachers colleges. The facts are that the staffs of teachers colleges usually rate low on this criterion.

Emphasis on scholarly productivity seems entirely justified in the faculty of a university or graduate school, for such institutions are giving training in research and naturally this can be done best by a staff whose members are producers of research. For the most part, the teachers colleges are not engaged in training students in methods of research. True, a number are now giving master's degrees, but this program is rapidly losing caste as graduate work, and the sooner it is recognized as merely a fifth year of college work the better it will be for all concerned. Certainly after a number of the states have begun to require the master's degree for certification of high-school teachers it will be impossible to retain the emphasis on research that characterized the master's degree of a decade or two ago. The fact that the teachers colleges will not be training students for research will lessen the need for them to have on their staffs professors who are themselves producers of research.

Perhaps the emphasis in selecting a teachers college faculty should be on the ability to be a good consumer of research rather than a producer of it. In the preparation of college teachers relatively little attention is given to training that would lead one to be a critical consumer of research. Much of the professional literature now published needs to be scanned very critically before being accepted, and no college can have too many people on its faculty who are skilled in discriminating between research that is capably conducted and that which is unsound in its methods, between research that is significant and that which is insignificant. The college teacher needs to have the further ability to synthesize the findings of separate researches, to add them up and see what they all mean, for most of the publication of research findings is fragmentary and unconnected. Perhaps the graduate schools have assumed that by training students to be producers of research they would automatically become intelligent consumers of it, but I would guess that the carryover is not necessarily large and that the two abilities might not be highly correlated in individual persons.

A mere count of the number of articles and books published offers a temptingly simple index for evaluating the scholarliness of a faculty member, and despite what has just been said it undoubtedly has some validity as a measure of the faculty as a whole. The publications, however, need not always be of a true research nature in order to give evidence of the kind of qualities that should be prized in a teachers college instructional staff.

How can effectiveness be determined?—The faculty member should have appropriate recognition for the effectiveness of his services. As college administrative officers you may well raise the very important question of how the responsible executive can determine the effectiveness of the individual instructor. Some might say that effectiveness of teachers cannot be determined, and one might even offer fairly convincing proof that present technics for making such an evaluation are faulty. But the practical fact is that the job of evaluating the worth of services has to be done in every institution, regardless of its theoretical impossibility. Someone has to determine whether a given faculty member is to be dismissed or retained, to be given a promotion in rank or not, to have his salary increased or not.

These are responsibilities that cannot be dodged. If they are performed incapably, the individual staff members and the institution as a whole are bound to suffer, the students will ultimately pay the penalty in relatively inferior instructional service, and the really capable instructors will leave the college for positions in other institutions where the administration displays greater perspicacity.

Some time ago the president of a well-known eastern college attained some undesirable notoriety by making the statement that he did not know good teaching when he saw it. Most of his critics were disposed to ask what business such a person had being president of a college. If the gentleman's remarks are interpreted charitably as meaning that one or two visits to an instructor's classes, or perhaps merely the chance gossip of the campus, afford the president little clue to the effectiveness of a teacher, perhaps many would agree with him.

It is surprising that as yet there is no conclusive evidence concerning the value of different methods of evaluating the effectiveness of college teachers. Are the judgments of deans and department heads generally sound and based on sufficient evidence and insight, or are they often biased and warped by personal factors, even including jealousy? Are the opinions held of the instructor by his own colleagues on the teaching staff a valid indication of his real ability, assuming one can get a frank expression of those opinions? Are the opinions of students trustworthy, and will students be as quick to report or discuss excellent teaching as they are to complain when they think they have a grievance? Can one trust the judgments of alumni, particularly after the years have thrown a rosy halo around their memories of days on the campus? These are important questions for the college executive, and yet there is at present almost no objective evidence by which they can be answered.

Some have suggested that, if students could be followed into their jobs, the effectiveness with which they were taught could be judged by their ability to do the work for which they were trained. This method also has pitfalls, for it would be difficult to prove that their effectiveness or ineffectiveness was due solely to their college preparation. It would also be difficult to prove just which one of the score or more of faculty members under whom the ex-student had studied had contributed to the ability to perform on the job.

Most college presidents would probably admit that this task of evaluating the worth of an instructor's services is done very poorly at present, and yet this duty is one of the most important responsibilities of the office. An athletic coach can be rated for effectiveness very objectively; perhaps that is one of the important reasons why a capable coach can command a salary much higher than that of most faculty members in the same institution. One cynically inclined might like to imagine what would happen to professors of academic subjects if they had to undergo as critical a rating for effectiveness as the football coach does every time his team plays a game. One of the greatest contributions that could be made toward increased effectiveness in college teaching would be the invention of some reliable measure or meas-

ures by which the general capability of faculty members could be objectively determined.

What Are the Distinctive Elements of an Effective Teachers College Faculty?

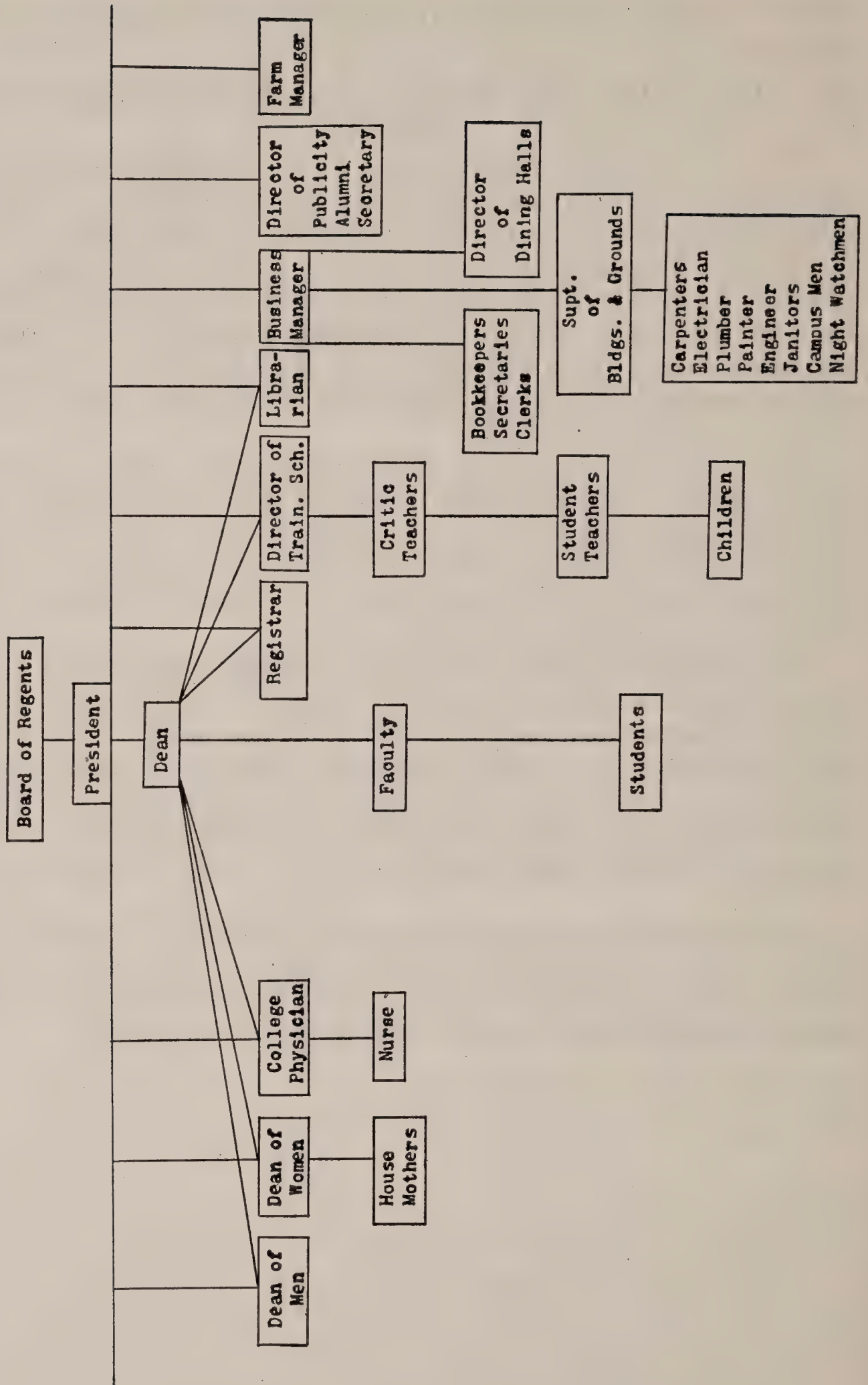
We have reviewed somewhat extensively the individual and group characteristics of an effective college faculty, but the question remains as to what characteristics are particularly distinctive of a strong staff in a college for teachers. To my mind there is just one answer to this question—the ability to teach. This is the *sine qua non* of an effective instructional staff for a teachers college. Research and scholarly production are of secondary importance in comparison with ability to teach, and most of the other characteristics mentioned obtain their importance because they contribute to or are related to effective teaching.

Other desirable characteristics should not and need not be sacrificed in order to obtain a corps of capable teachers. None of these desirable characteristics is antagonistic to the cultivation of teaching ability. In all other respects, with the possible exception of ability to do research, the teachers college staff should be fully the equivalent of the faculty of the better colleges of liberal arts and the universities of its region.

In endeavoring to obtain all these other desirable characteristics plus this prime essential of ability to teach, the college for teachers must face the cold fact of competition for the services of the most capable. When the desired qualifications are rigidly specified and when those qualifications are possessed by few available persons and are in demand by many institutions, an institution can get what it seeks only by paying the price. The price may have certain elements other than salary, but it is still “money that makes the mare go.”

So, in closing, I am led back to the point with which I opened this discussion of the desirable qualifications of a teachers college faculty. Extreme care in selection and an attractive salary scale are essential for any teachers college that would hope to have a superior instructional staff.

CHART ONE



WHAT IS THE ESSENTIAL NATURE OF A TEACHERS COLLEGE ADMINISTRATIVE STAFF?

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Colleges are established for the purpose of educating youth. Teaching is the important work of a college. If the teaching of a college is excellent, the college is a success; if the teaching is poor, the college is a failure. The measure of the usefulness of a college to society is determined by the character of its instruction.

The administrative organization is a device to facilitate instruction in the classroom. It is the function of administration to create an environment in which the teacher and the student may pursue their search for knowledge under the most favorable circumstances. The administrative officers of a college are the servants of the teachers and the students. It is their business to prepare the way for teachers, so that the processes of learning for both teachers and students may be uninterrupted. The only excuse for the existence of an administrative staff is that its activities contribute to better teaching.

The administrative officers of a teachers college are determined by the size of the student body and the essential operations and activities of the institution in its services to the students. An analysis of the functions of a teachers college reveals that it participates in the following activities: (1) teaching and productive scholarship; (2) non-curriculum interests of students; (3) business management, accounting, and budget control; (4) health of students; (5) administration of auxiliary agencies, such as the training school and library; and (6) maintenance of proper public relations.

To administer properly these activities, an administrative staff is essential. What offices are desirable? What shall be the professional relationships between the various offices?

Chart One is a schematic arrangement of a typical American teachers college. This does not represent a perfect pattern for the organization of an administrative staff. Many variations of this pattern may be made that will achieve as effective results in the administration of a college.

Relationships

The most important problem in the administration of a college is a clear understanding of the proper relations that should exist between the board of trustees, the president, the faculty, and the students. All parties interested in the welfare of the college too frequently have little or no comprehension of their function in the development of the program of the college. Their actions have been sincere; their motives good. But their appreciation and understanding of the nature of the desirable relations that should exist have often been fallacious.

We have usually patterned the administration of our colleges after big business. The college is regarded as a corporation: the trustees are its direc-

tors; the president is the chief executive; the faculty members are the workers; and the students, all too often, are the non-voting stockholders trusting that they may get a dividend. The acceptance of big business as a model for college administration has resulted in giving too much power to boards; it has tended to make the president the "big boss"; and it has humbled faculties.

Corporative administration is not a desirable pattern for the administration of a college. The faculty needs to be exalted; its work with students is the vital thing on the college campus. The president and the trustees should more and more take the attitude that they are working for and in behalf of the faculty and students. The best results are obtained when trustees, president, and faculty regard college administration as a cooperative affair in which all have a part.

There are certain areas in the administration of a college which must, for the sake of efficiency, be allocated to the trustees, the president, and the faculty. Very briefly at this point we shall indicate the function of each.

The trustees represent the public in the management of the institution. They are the custodians of the property and the guardians of the institution's funds. They should have an interest in seeing that the college is adequately provided for and that its budget is properly spent. They should plan new buildings as they are needed for the proper growth and development of the institution. They are the protectors of the legal rights of the college.

The board should select a president when a vacancy occurs in this position. The trustees should serve as the legislative body with regard to all questions of policy-forming that do not properly belong to the faculty. The board should pass upon the recommendations of the president and advise him on all problems relating to the general welfare and the advancement of the college. The board of trustees should approve or reject nominations of the president for faculty appointments. It should never, under any circumstances, initiate the appointment of a faculty member.

The trustees should manifest a genuine interest in the welfare of the staff, the students, and the alumni. They should help the president and the faculty interpret the aims and objectives of the college to the public.

The president is the executive officer of the college. He will recommend policies and programs to both the board and the faculty. When these policies are approved, he will see that they are executed. The wise president will avoid making his college a one-man institution. He will seek the advice and judgment of faculty members in initiating programs and policies. A new appointment to the staff should never be made without the approval of the applicant by the dean and the head of the department in which the instructor is to work.

A college president may properly regard himself as a liaison officer between the board of trustees and the faculty. He represents each organization when appearing before the other. A more extended statement of his work will be discussed later in this paper.

The college faculty is primarily concerned with the development of the spirit of learning on the campus. The faculty should, therefore, be the legislative body charged with the responsibility of establishing principles, rules, and regulations for the conduct of the course of study and the administration of student affairs. The educational policies of the college should be determined by the faculty. It is better qualified to do this than either the board of trustees or the president. Control of the curriculum, fixing standards for graduation, and policies governing extracurriculum activities, such as athletics, clubs, fraternities, societies, and all other similar student organizations, are problems the very nature of which belong to the faculty.

The rights, powers, and authority of different governing groups in an institution should be set forth in a written constitution for the college, so that all members of the different organizations of the institution may know the work and function of each organization and individual connected in any capacity with the college.

Administrative Officers

The essential administrative officers of a teachers college are: president, dean of instruction, dean of men, dean of women, registrar, college physician, director of training school, librarian, business manager, and director of publicity. Each of these officers has assistants who aid him in the discharge of his work. Many variations of this administrative organization are admissible without handicapping the work of the college. In a few institutions, the positions of dean and registrar are combined. In some of the smaller teachers colleges, the dean is also the director of the training school. The combination of the office of dean and head librarian, tho not usually practiced, is, nevertheless, a consolidation of activities that offers excellent possibilities for smaller colleges.

A consideration of the essential nature of an administrative staff involves not only the setting up of an organization but a study of the qualifications for and the work of each officer in the proposed organization.

The President

The chief executive officer of the teachers college is the president. The president is selected by the board of trustees. The election of a president is the most important responsibility a board ever discharges. "This is the board's most important function. Upon the character and competency of the president depend the effective determination and realization of institutional policies. The board should adopt definite standards in making its choice. It should not reach a decision without a thoro examination of the records of several available individuals. . . . No president should be chosen on mere personal or political grounds. The board should consult the leaders of the faculty, students and alumni whenever possible."¹

The president should be a man of broad scholarship and vision. He should be familiar with the problems of administration in an institution of higher education. He will need wisdom to solve the baffling problems pre-

¹ Elliott, Edward C.; Chambers, M. M.; and Ashbrook, William A. *The Government of Higher Education*. New York: American Book Company. p. 186.

sented to him. He should possess tact to meet the host of people with whom he must deal. He must have courage, for many times he will have to say "No" when it would be very agreeable to say "Yes." He will find patience a virtue and sympathy an asset. He cannot afford to be too sensitive to criticism; in common parlance, he must "be able to take it." He will discover that the ability to mix and mingle with people and make friends is of inestimable value. He should be a speaker of no mean ability, for on many a platform and in many a forum he will be called upon to represent his college. He will be expected to be a student not only of his institutional problems but of contemporary civilization. He must possess the physical strength, energy, and drive to carry on for long hours, for his capacity for hard work will determine in no small measure his success. The president should be the embodiment of all these and many other virtues, but there is at least one more quality which he must possess in abundance—leadership.

The position of president is essentially that of leadership. He may be a marvel in other respects, but if he has not the gift of leadership, his administration is doomed to failure. This leadership involves the ability to inspire others; the vision to plan a program; an enthusiasm for his plan that never ceases until the last objective is achieved.

The president in his time plays many parts. His most important act probably is the selection of a faculty. Just as a board of trustees performs its most important work in the selection of the right man for president, likewise the president renders his best service to an institution in choosing wisely a faculty. Good teachers are more valuable to a college than buildings, laboratories, or other equipment. The president will find no more difficult task than that of discovering teachers of scholarship, teaching skill, and enthusiasm.

The president of a modern college is more of a business man than an educator. It should be understood that he cannot be one or the other; he must be both a business man and an educator. But the business activities of the college are certain to consume the larger part of his time. First, it is the president's responsibility to secure an appropriation for the maintenance and operation of the college. In public colleges, it is necessary for him to appear before the governor and general assembly of his state and present the claims of his institution. In private institutions, the president must appear before foundations and men of means and present the needs of his college. It is a difficult assignment in either incident. But the measure of the president's success in obtaining adequate funds for the maintenance of the college determines the usefulness of his college to society.

After the appropriation has been secured, the making of the budget is the next important job of the president and his staff. The president must be frugal and must spend wisely. He will have all kinds of requests for funds. Faculty members will ask for more assistants, new equipment, and a multitude of things, many of which add very little to the effectiveness of the instruction. The inability of college administrators to increase faculty salaries is in no small measure due to the insistence of many teachers for additional

help and other sundry expenditures. To the many requests for most new items in the budget, the president must be able to say "No." But he should say "No" in such a way as to convince the petitioner of the wisdom of his refusal, so as not to offend the ambitious teacher and cause him to lose interest in his work. The executive officer of a college can never forget for a moment that he is also a builder of morale, one of those very important unseen values which must be nourished on every campus.

After the budget has been prepared and approved by the governing authority of the college, it will demand constant supervision. It will be necessary for the president to see that each department lives within its allotment. In the purchase of equipment and supplies, he will have frequently to determine that the prices of the goods are reasonable and that the values are up to standard. Colleges are included on the "sucker lists" of many scheming business enterprises. The college president, as well as the business manager, must be on guard to see that every dollar expended for the institution brings in return a dollar's worth in services or goods. If a college president has been prudent, thrifty, and economical in the management of his personal business, this is a good index as to his ability to administer successfully the funds of the college.

The college president usually lives on the campus. He is expected to preside over the activities of the college. He must welcome visitors to the institution and must frequently entertain them in his home. His home becomes a part of the institution, where faculty members and students are often invited for social functions. The president is expected to preside at the convocation or chapel programs. He calls the faculty together for the consideration of business and professional problems before the institution. More than any other individual, he is responsible for the decisions which the faculty members may make in their deliberations. It is his business to administer the policies approved by the faculty. On matters of discipline he usually is the final authority. All serious cases of discipline eventually reach his office for final disposition. The president's office door must be wide open to the public. Students should always have easy access to him. Members of the faculty want his advice on all sorts of problems. In any institution where many people live and work together in close proximity, petty jealousies and conflicts frequently arise. It is the business of the president to serve as peace-maker. His position is like that of an oiler of a great machine; he must keep down the friction. All these and many more activities too numerous to record keep the college president on duty almost day and night. Probably he is able to stand up under the strain because of the variety of his activities. They lend spice to his work.

The manner in which the college president disposes of the minor problems of his office determines to a large degree the morale of the college. There is nothing more important to the success of an institution than its morale. It is an intangible thing, but as easily felt as it is essential to the general welfare of a college. Many people are responsible for the atmosphere of a college, but the president, somehow or other, must see that high morale

prevails on his campus. There is no prescription for creating morale. It is usually found in those colleges where teachers and students are happy in their work. Good living conditions for both faculty and students help to create such an atmosphere. An intelligent social program makes a contribution to school spirit. Morale will usually be found in a friendly college. Removal of those petty causes of annoyance to both students and staff tends to create a wholesome spirit on the campus. Keeping people happy and busy in constructive activities is the best way to preserve a good morale on the campus. Faculty and student participation in the administration of the college tends to beget a high morale.

Public relations are nothing less than morale beyond the confines of the campus. It is the attitude of the public toward the college. Here again many people are responsible for the creation of the right attitudes of the public. But the college president and the board of trustees must lead. The president should see that the public is informed regarding the aims and objectives of the college. This is usually done thru the catalog, folders, and bulletins published by the college and thru public addresses by the president and members of the faculty. The college president is often in demand for addresses before alumni meetings, churches, teachers associations, women's clubs, luncheon clubs, commencements, etc. The public associates him with his college. If he makes a good impression, the college benefits. If he fails, the college suffers. Because of this fact, the president of a college cannot afford to appear before an audience unprepared. The preparation of many addresses during a year may be a terrific drain on his time and energy, but he must make the sacrifice if the public is to form a good opinion of his college. Public relations have loomed so large in the affairs of most colleges of today that most institutions have employed an assistant to the president to direct these activities; but with a director of publicity, the college president is still responsible for his activities and must supervise his work.

The important business of a college is teaching. The college president must keep his staff convinced of this fact. To do this, it will be necessary for him to be genuinely interested in teaching. If he can spare the time, he should sometimes visit classes. More often he should talk with faculty members about their teaching. The president should see that most of the time of the faculty meetings should be consumed in discussing ways and means to secure better instruction. A college faculty should be teaching-conscious, and it is the business of the president and the dean to secure this result. Altho the president of a college rarely finds time to teach, nevertheless there is no person connected with the college that has a greater influence on the standards of scholarship prevailing on the campus. If the president is a scholar himself and has a genuine interest in scholarly pursuits, he will have great influence on his colleagues and students.

The one responsibility of a college president which demands more vision and statesmanship than any other of his duties is the charting of a program for his institution. Long-range planning is essential for any college. These

plans must be initiated by the president, must be debated, considered, and approved by the board of trustees. Such a program constitutes a series of plans. There are plans for financing the college, plans for future building, and plans for the educational development of the institution. In the building of an educational program for a college, the president will be working constantly and in close cooperation with his board. It is here that he should prove himself to be an educational statesman. His professional training as an educator will enable him to lead in the planning, but he will also have to educate his board regarding the needs of the college, its aims and objectives, and carry it along with him in the achievement of the goals. Planning with the board involves much work for the president. In some institutions, it means quarterly reports, and in others, one comprehensive annual report. These reports can be prepared only by diligent thought and effort. They should be based on data obtained from a study of the activities of the college. Thru such reports, the president interprets the college to his board and the public.

The development of colleges has brought about a great division of labor. For a period of fifty years after Harvard was established, the president was the chief executive officer, the dean, the registrar, the business manager, and the faculty. As the institution grew in size, professors were added to the staff, but for over a century the president continued to look after all the administrative details of the college.

Many college graduates of forty years ago had the experience of being enrolled by the president when they entered college. The president was their guide and counselor so far as they had guidance during their college careers. Those were days, however, when colleges were small. But with the growth and development of colleges, the arduous duties of the president became too heavy for any one individual to discharge. It was then that new staff members began to be added to relieve the pressure on the president. First, there was the business manager, then followed the dean, the registrar, and in more recent years the dean of men, the dean of women, and other administrative officers. These new administrative officers are the representatives of the college president. Their offices were established because it became physically impossible for the president to discharge all the administrative responsibilities effectively.

The president of a modern college administers his institution largely thru these administrative assistants. To each are assigned specific duties. When these offices function properly, the college is administered effectively.

The administrative assistants of the president may well be regarded as his cabinet. Frequent conferences with them are necessary. Their advice and counsel should be sought regarding many problems facing the college. Since they represent the president in their various departments, they should be men and women possessing in a degree the same qualities of mind and heart and professional skill and leadership as has previously been outlined as the qualifications of a good college president. In their special departments they should be experts.

The Dean

The college dean is a relatively new administrative officer. He is nearly always second in command. In the absence of the president, the dean usually directs the affairs of the college. He often succeeds to the presidency on the death or retirement of the president. He, therefore, should possess all the qualifications of intellect and leadership essential to fill this office.

The dean has two primary functions. First, his work relates to the personal welfare of the students. He must serve as counselor to every student. He should give as much attention to the brilliant student as to the dullard or loafer who frequently clutters up the office of the dean and consumes entirely too much of his time. He will from time to time have to administer discipline to the laggard, but more frequently he should be stirring the imagination and arousing the ambition of the gifted student with regard to his future welfare.

In the office of the dean should be deposited all the personnel data with regard to each student. The dean needs to know the life history, talents, shortcomings, and problems of every student. The personnel work of the college may be carried on by a number of different officials, such as the dean of men or dean of women, the college physician, the psychologist, and others. It is in the dean's office, however, that personnel records should be deposited, so that he may get a total picture of the student, thus enabling him to diagnose each case before him intelligently.

The late President Thwing, of Western Reserve University, said of the dean: "His giving of counsel is to be filled with wisdom and with love. It is to be intimate and personal, yet not too intimate, and never rudely inquisitive. His association with every student is to be pervaded by an atmosphere of optimism. His relation should be filled with a vision of what the student should be at fifty. His imagination should be colored by hope and faith."²

The second big responsibility of the dean is his work with the faculty. More than any other person connected with the college, he is responsible for the scholarship of the institution. It is his business to keep the faculty at work. He determines faculty loads. He sees that schedules are carried out as planned. He is largely responsible for such supervision of instruction as is made in colleges. He keeps faculty members interested in their work. He encourages them in their research and study. He urges them to write. He sees that they are rewarded for good teaching and creative contributions. It is the dean who is charged with the responsibility of seeing that the character of instruction on the campus is of a high order.

The dean should usually serve as chairman of the curriculum committee. Since he deals primarily with problems of students and faculty in relation to the instruction of the college, he must manifest a deep and abiding interest in the curriculum of the institution. He can do much to improve the quality

² Thwing, Charles Franklin. *The American College and University*. New York: Macmillan Co. p. 195.

of instruction by constantly working with the faculty on desirable curriculum changes.

The Registrar

The registrar of a teachers college is the custodian of the educational records of the institution. Within the past quarter of a century, colleges have placed great emphasis upon educational records. They are today as important in a college as financial records and must be kept as accurately. They have a financial value to the students. They represent both time and money to those who attend the college.

The registrar will administer admissions to the institution. All problems relating to entrance into and transfer from the college should be handled by this official. In most institutions, all procedures relating to the registration of students are taken care of by the registrar. This involves the planning of schedules and advice to the students on courses to pursue.

Much of the correspondence with prospective students should be taken care of by the registrar. He is in a position to know the offerings of the college and can advise prospective students accurately regarding the curriculum.

It is the duty of the registrar to make statistical analyses of the data in his office and furnish these studies to the president, the dean, and the faculty.

The spirit in which the registrar performs his functions is of major importance. Back of the performance of all his duties, the registrar should keep in mind the function, the ideals, and the objectives of the college.

The Dean of Men; the Dean of Women

The dean of men and the dean of women serve the students in a very personal way. They are charged with the responsibility of seeing that the living arrangements of students are conducive to good study, to the building of character, citizenship, and high ideals of home life.

The social program of an institution should be subject to review by the dean of men and the dean of women. These officials will participate with students in planning a constructive social program. It is their privilege to develop gentle manners, good form, and the social amenities of life in the students with whom they work.

To the dean of men and to the dean of women will come young men and young women with a multitude of personal problems. The deans will listen to the burdens of these young people and offer them counsel and guidance. Their personal relation with students will frequently approach that of priest to confessor. They must, therefore, possess those qualities of mind and heart that will lead them to develop ethical character and promote spiritual values in the lives of students.

Director of Training School

The director of the training school serves as a superintendent of schools in administering the affairs of the training school. He deals with children and their parents, supervises the instruction of the school, plans with faculty members observation and demonstration lessons, and assigns student teach-

ers to the different rooms for their practice teaching. Cooperating with the critic teachers, he should be responsible for the supervision of the work of student teachers and see that results are obtained. The director of the training school should work in close harmony with the entire college faculty and enlist its interest in the work of the training school. He is the liaison officer between the college and the training school.

The Librarian

The library is the most important auxiliary agent of the college. No college can expect to achieve a good quality of work without a well-administered library. The librarian is more than a keeper of books; he is a stimulator of intellectual interest on the campus.

The librarian, working with a faculty committee, should select the new books that are placed in the library. This official should see that the library emanates an atmosphere wherein students and faculty may study and work under the most pleasant circumstances. The librarian should provide, if possible, open shelves where all students may be permitted to browse among the books.

The librarian and his staff should see that preliminary courses are offered students that will teach them how to use books economically and efficiently. To achieve this objective, all freshmen should be required to take at least one course in the use of the library.

The College Physician

The college physician is the custodian of the health of the students in the institution. He is responsible for the health program of the college. It is his business to give a physical examination to every student at the beginning of each college year. He should give such supplementary examinations from time to time as are necessary. He will attend the sick in their rooms or in the hospital. He should promptly isolate all cases which he suspects to be contagious diseases.

The college physician is, primarily, charged with keeping the student body well. He will, therefore, be interested in preventive medicine more than curatives. To this end, he will administer an immunization program, vaccinating and inoculating students against such diseases as smallpox, typhoid fever, influenza, and pneumonia. He should give tuberculin tests to all students and X-ray positive reactors.

The college physician should examine and inspect the buildings, dining halls, cafeterias, and the living arrangements of students. It is his duty to see that the college plant is a model of sanitation.

The Business Manager

The business manager of the college will determine standards of work and methods of procedure for all secretaries, clerks, bookkeepers, technicians, skilled laborers, janitors, and other laborers.

This officer will assist the president in the preparation of the budget. He is responsible for controlling budget operations. He will collect the institu-

tion's income, see that the accounting system is adequate to the needs of the college, and prepare financial reports from time to time for the president and the board. The requisition of all purchases thru the state purchasing agent should be made by the business manager. If the college does its own purchasing, he is the official who should do the buying. The business manager will exercise general supervision over the operations of dining halls, dormitories, book store, post office, and other business operations of the college.

The superintendent of buildings and grounds should be directly responsible to the business manager. Repairs, replacements, and improvements to the buildings and grounds should be made only on the authorization of the business manager. The business manager is primarily the custodian of all the property of the college. He will see that it is properly insured, adequately protected, and kept in good repair.

The Farm Manager

In institutions owning farms, the manager is sometimes responsible to the business manager, but more often he reports directly to the president. This official transacts the business of the farm and supervises its activities. He plans the crops, which usually consist largely of gardens and orchards for the production of food for the dining halls. On many college farms, dairies are operated to produce milk and other dairy products for the institution. The farm manager is responsible for the management of the farm to the end that it may serve as a demonstration for classes in agriculture.

Director of Publicity

A director of publicity is not found in all the teachers colleges, but the work of such an official is carried by someone connected with the institution, whether the position officially exists or not. The work is done in some colleges by an alumni secretary or an extension director or a field agent or a secretary to the president. The activities of such an office in some colleges are scattered among the members of the faculty and administrative staff. But publicity must go on for colleges. It appears as essential for institutions of higher learning as does publicity for Ivory soap, Ford automobiles, or breakfast foods.

To the publicity director is assigned the responsibility for the preparation of college bulletins and news stories emanating from the campus. He keeps in contact with alumni. He may do considerable field work contacting prospective students. Very often he represents the college before clubs, groups of teachers, and other public gatherings.

Faculty Participation in Administration

Centralization of administration is economical; it is also efficient. A few responsible administrative officers who carry the burden of administrative details relieve the faculty of these duties so that its activities may be directed toward good teaching and productive scholarship. Professors who have heavy administrative responsibilities assigned to them often neglect the adminis-

trative duties or their classroom instruction. Usually it is the teaching that suffers. Let it not be assumed, however, that administration and instruction are to be entirely divorced. It is a good policy for administrative officers to do some teaching, but not enough to interfere with their work as administrators. On the other hand, faculty members should participate in the administrative work of a college, but only to the extent that this work will not affect the quality of their instruction.

The faculty usually discharges its administrative responsibilities thru committees. There are certain administrative problems that appropriately belong to the faculty. Curriculum problems and the improvement of teaching are of this character. Committees of the faculty to work on curriculums and the improvement of instruction represent desirable types of faculty participation. Student loans and social programs of the college can be administered by the faculty more effectively than by administrative officers. The speaker once taught in a college where there was no dean and very few administrative officers. The administration of practically every problem was in the hands of a faculty committee. As a result, faculty members were harassed constantly with many petty administrative details; students were frequently grieved because they felt neglected when they could not secure prompt action on their problems; and classroom instruction often suffered. There is no place in a modern college for such a program of administration. It is weak and inefficient.

There should be just enough faculty participation in the problems of administration to enlist the interest of professors and keep them feeling that they have a part in the direction of the affairs of the institution; but administrative assignments to teachers should not be so arduous as to interfere with their teaching and productive scholarship.

THE ESSENTIAL NATURE OF A TEACHERS COLLEGE STUDENT BODY

M. E. TOWNSEND, PRESIDENT, STATE TEACHERS COLLEGE, NEWARK, N. J.

In describing the essential nature of the student body of a teachers college, it will be necessary for the most part to discuss the composition of the student body as it should be, rather than that of student bodies of teachers colleges as they tend to be today. In a substantial majority of states, publicly supported teachers colleges have very little to say as to the essential nature of their student bodies, since graduation from an approved high school within the state, accompanied by the recommendation of the high-school principal, is still the accepted means of entrance in a majority of teachers colleges.

The teachers college is a professional school preparing its students to become members of a profession having, potentially at least, a major social function to perform. Admitting that, only those persons should be admitted to the professional education portion of a teachers college curriculum who are found to be capable of withstanding the occupational hazards of this profession with success to themselves and with reasonable acceptance by the

employing school districts. These peculiar abilities are not hidden secrets; we know pretty much what they are. It is conceivable that we can learn still more of what they are and can learn to appraise the human recruits seeking admittance to the profession.

The prestige of our profession, by and large, is low as compared with that of other like service occupations. The main reason for that low prestige is that we of the profession have taken the attitude, "Oh! Anyone can teach; perhaps we should be careful about physicians, or nurses, or engineers, or lawyers, but teachers? Just so long as they can get thru college on the lowest permissible standards, let them teach!"

Can we, by processes of recruitment and later processes of selection, provide a picked group of the most promising candidates for this highly personalized occupation? I think the answer is no longer debatable. We can, if we are more interested in providing a competent body of professional teachers than we are in aping the liberal arts colleges in providing general education. First-class engineering schools seem to be able to attract high-type students to their courses without extraneous incentives, even when they make selection a very difficult and complicated affair. The same is true of medical schools and schools of social work and nursing.

What are the conditions known to have a high degree of predictive reliability? These "essential nature" factors are not placed below in any ascending or descending order. They are all important. The record of successful performance can be presented to document their importance.

A teachers college student should have as one of his "essential characteristics" much above average mental ability, even measured against the general ability of all college men (or women). Why? Because to understand the profundities of human culture, human sociology, human intellectual and emotional behavior requires a superior brain. One of the factors bogging down educational advance today is that too large a proportion of classroom practicing teachers fall short of being able to comprehend that education and "mastery of facts" are two different things; the one, profound and difficult; the other, relatively simple and of relatively less importance.

In point of fact, the general ability of men and women going into teacher preparation is below the intellectual average of other college students. This is not true in our state but it ought not to be true anywhere.

In the second place, it is a known fact that a history of good physical health is almost a prime requisite for success in teaching. The teachers college student should be possessed of at least reasonably sound physical health and should learn, as a professional, the importance of good health.

Closely allied to physical health is mental (or emotional) health. An infantile, maladjusted, neurotic, dissatisfied, complaining, spiteful teacher does not "get that way" suddenly. A personality is pretty far developed by the time occupational selection is made. We all know that emotional instability, thru psychic contagion, is a real hazard to children and youth. Of all the "essential characteristics" this looms up as a most important one.

One of the "essential characteristics" of a teacher is that he or she shall richly enjoy other people and shall find happiness in cooperative effort. No one "learns" this behavior all at once. If there is not a history of good socialization, of feeling of acceptability to other people by the time a person reaches teachers college, in only a few cases can this be developed. The recluse, the person who despises or looks down upon other people, is not fit to teach!

To these characteristics I would add that of a wide pattern of human occupational, cultural, and recreational interests. These can be discovered, fostered, and developed, but before the candidate reaches the stage of professional education he should show the pattern well beyond an embryonic stage.

I want to call attention here to a certain tendency, perhaps unfortunate; that too often teachers college students are recruited from socio-economic areas, which cannot furnish a basis for this background. This makes our task especially difficult.

There is a personality factor which is more difficult to describe or to discover. This relates to a high degree of personal dependability and a strong sense of the nature of human loyalty. This needs to be more than simple "goodness." It relates to the sense of insight or wisdom which will enable its possessor to tell the difference between conformity to the mores and the fundamental ethics of a situation. Young people can have this characteristic undeveloped or they can be found who have it better developed than the average informed adult. Perhaps it is an anachronism, but I mean by this quality what once we called "moral integrity." It must not be just wished for. It must be deliberately looked for—in the record of the life.

Then, for teaching, we ought to look for a habit of good grooming; the sensitivity to the difference between refinement and fashion; pride rather than vanity; and a fine regard to the hygiene of good taste. Good looks help, but we can afford to be tolerant of a lack of beauty in face or figure if the inner sense of refinement saves from boorishness or slovenly taste.

I suppose you all are saying at this moment, "We know all this; why bring it up?"

My main argument is that profoundly as we may agree with all that has been said, we seem to have a strange professional reluctance to do anything about it. Unlike occupations wherein contact with other humans is a secondary, not a primary, consideration, teachers are always "on parade." They hold in charge much of the hopes, the aspirations, the expectations of a society. Mere erudition, which, scant as it is, we seem to put in first place, is not enough. The person of the teacher is the final bulwark of an educational system. We in America pay too little attention to it. Organized personnel services, including a sound policy of recruitment and selection, are of quite as much importance as are campuses, buildings, curriculums, and laboratories.

What can the teachers college do to insure a more competent student body? If you agree with me in the assumptions made above concerning "the essential nature of the teachers college student body," you will agree that

first, a recruiting and selective procedure should be set up, aimed at obtaining that kind of person as a candidate for teacher-training. Some of these characteristics are easy to measure. The arbitrary refusal to take into the professional school those with limited intelligence will automatically guarantee a minimum of intellectual insight on the part of candidates for teaching. Really to have this insight into human growth and maturation, into the complexities of a social order, into the profundities of a culture, requires among other qualities, this thing we loosely call intelligence of a high order.

But intelligence is not enough. Good health is not an achievement once and for all gained. Sound physical and emotional health needs to be safeguarded and promoted by constant attention. I think the requirement for an annual medical examination of all teachers college students is excellent. I am far more concerned, myself, as to whether really competent follow-up and health advisement is available. We all appreciate the fact that emotional maturity, absence from a sense of insecurity and strain, adult emotional configurations, and freedom from gross infantilisms or abnormalities are essential to teaching success. The teachers college should be equipped to offer advisement and assistance to this end.

We appreciate the desirability of knowing much of the past life, family relationship, social status, moral sensitivity, and recreational patterns of children in school. It is still more essential to know these facts about teachers college students. Some things a teachers college cannot do for and with students, but during their four-year stay we may aid them in the development of these "teaching characteristics" so essentially personal in nature.

We have done only a portion of our task in educating teachers if we stop with the provision of classroom teaching and the accumulation of academic grades. The provision of proper orientation, of advisement, the promotion of extracurriculum activities of a wide and varied character, the development of continuing personal records, the administrative attention to personnel programs, are, as I stated a few years ago, neglected phases of teacher education.

It is not sufficient that the teachers college student "know enough." When he comes to the point of graduation and employment, we should have so worked with him in a conscious, direct manner, that we can place him in a type of position wherein he can be expected to succeed, with credit to himself and with honor to the college and the state.

In no other way can the professional school for teachers make so great and significant a contribution to the prestige of the teaching profession. Without that rightful prestige teachers will still fail to impress the culture they serve.

For the administrator, the method whereby these essential qualities shall be assured relates to factors occasionally overlooked. Our teachers colleges, as has been indicated today, are *professional* schools, preparing persons to enter upon the most highly personalized occupation extant. Administrative time, staffing, organization, and policy are quite as concerned with personnel

as with instruction, in a teachers college. Our *personnel cabinet* is as important a policy body as our administrative and instructional cabinet. There need be no dichotomy. It is one task.

REPORT OF THE SECRETARY

CHARLES W. HUNT

The total membership of the Association remained the same during the past year, 199. Changes in the membership for the coming year are indicated in the report of the chairman of the Accrediting Committee.

The following table indicates the changes which have occurred in violations of Standards in the accredited institutions since 1929:

ACCREDITING AND CLASSIFICATION

	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
Number of Institutions Classified	116	126	140	142	146	150	153	156	157	157
Violations of Standards										
Definition.....	0	1	0	0	0	0	0	0	0	0
Requirements for admission.....	4	3	1	0	0	0	1	0	0	0
Standards for graduation.....	1	1	0	0	1	0	1	0	0	0
Size of faculty.....	12	14	14	11	—	—	—	—	—	—
Preparation of faculty.....	104	44	13	5	7	56	48	22	14	0
Teaching load.....	10	13	14	17	25	13	10	3	1	0
Training school.....	33	11	2	2	10	5	8	5	2	0
Organization of curriculum.....	5	3	0	0	0	0	1	1	1	0
Health and living conditions.....	4	0	8	5	6	2	33	11	8	0
Library, laboratory.....	69	36	42	12	11	11	12	7	4	0
Buildings.....	7	2	0	0	0	0	0	0	0	0
Limits of registration.....	11	4	3	0	—	—	—	—	—	—
Financial support.....	0	0	1	1	1	1	2	2	2	0
General requirements.....	3	0	0	0	0	0	0	0	0	0
	263	132	98	53	61	88	116	51	32	0

New inspections, 1938.....7

Reinspections.....5

This table shows the changes in our institutions during the past ten years. Allowing for inadequacies in the Standards, defects in the process, and other causes at work, the record remains creditable as a program of self-education and self-improvement.

To indicate further the changes which have come about, data in the reports have been tabulated with respect to certain factors. The institutions for which comparisons can be made between 1927 and 1937 (others began to report later) are as follows:

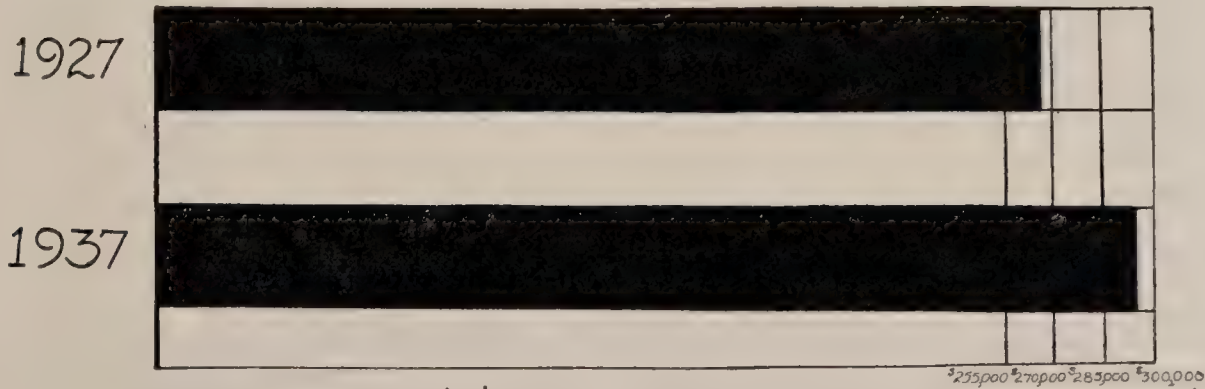
ALABAMA	GEORGIA	IOWA	MICHIGAN
Florence	Collegeboro	Cedar Falls	Kalamazoo
Troy	Milledgeville		Mt. Pleasant
		KANSAS	Ypsilanti
		Emporia	
ARIZONA	ILLINOIS	Hays	MISSOURI
Flagstaff	Carbondale	Pittsburg	Cape Girardeau
	Charleston		Kirksville
CALIFORNIA	DeKalb	KENTUCKY	Maryville
Santa Barbara	Macomb	Murray	Springfield
		Richmond	Warrensburg
COLORADO	INDIANA		NEW YORK
Greeley	Muncie	LOUISIANA	Albany
Gunnison	Terre Haute	Natchitoches	Buffalo

NORTH CAROLINA	OKLAHOMA	Canyon	WISCONSIN
Cullowhee	Ada	Commerce	Eau Claire
Greenville	Alva	Denton	La Crosse
	Durant	Huntsville	Menomonie
NORTH DAKOTA	Edmond	Nacogdoches	Milwaukee
Dickinson	Tahlequah	San Marcos	Oshkosh
Ellendale	Weatherford		Platteville
Mayville		VIRGINIA	Stevens Point
Minot	SOUTH DAKOTA	East Radford	Superior
Valley City	Madison	Farmville	Whitewater
	Spearfish	Harrisonburg	
OHIO	Springfield		Total: 70
CLEVELAND		WEST VIRGINIA	
(WRU)	TEXAS	Fairmont	
Oxford	Alpine	Shepherdstown	

The total number of volumes in the libraries has doubled, and the expenditure for library books has increased somewhat, as shown in the chart below:



Number of Volumes in Libraries
70 Schools Accredited in 1927



Expenditure for Library Books and Periodicals —
70 Schools Accredited in 1927

The distribution of number of volumes in the library is shown in the following table:

FREQUENCY DISTRIBUTION OF NUMBER OF VOLUMES IN LIBRARY

Number of volumes	Number of schools	
	1927	1937
Fewer than 10,000.....	19	1
10,000-14,999.....	11	1
15,000-19,999.....	16	12
20,000-24,999.....	7	13
25,000-29,999.....	7	14
30,000-39,999.....	4	9
40,000-49,999.....	1	10
50,000 and more.....	5	10
Total.....	70	70

	1927	1937
25th percentile.....Fewer than 10,000	21,345	21,345
Median.....	16,562	27,856
75th percentile.....	24,642	41,249
Total.....	1,484,884	2,900,824
Mean.....	21,213	41,440

FREQUENCY DISTRIBUTION OF EXPENDITURES FOR LIBRARY BOOKS AND PERIODICALS

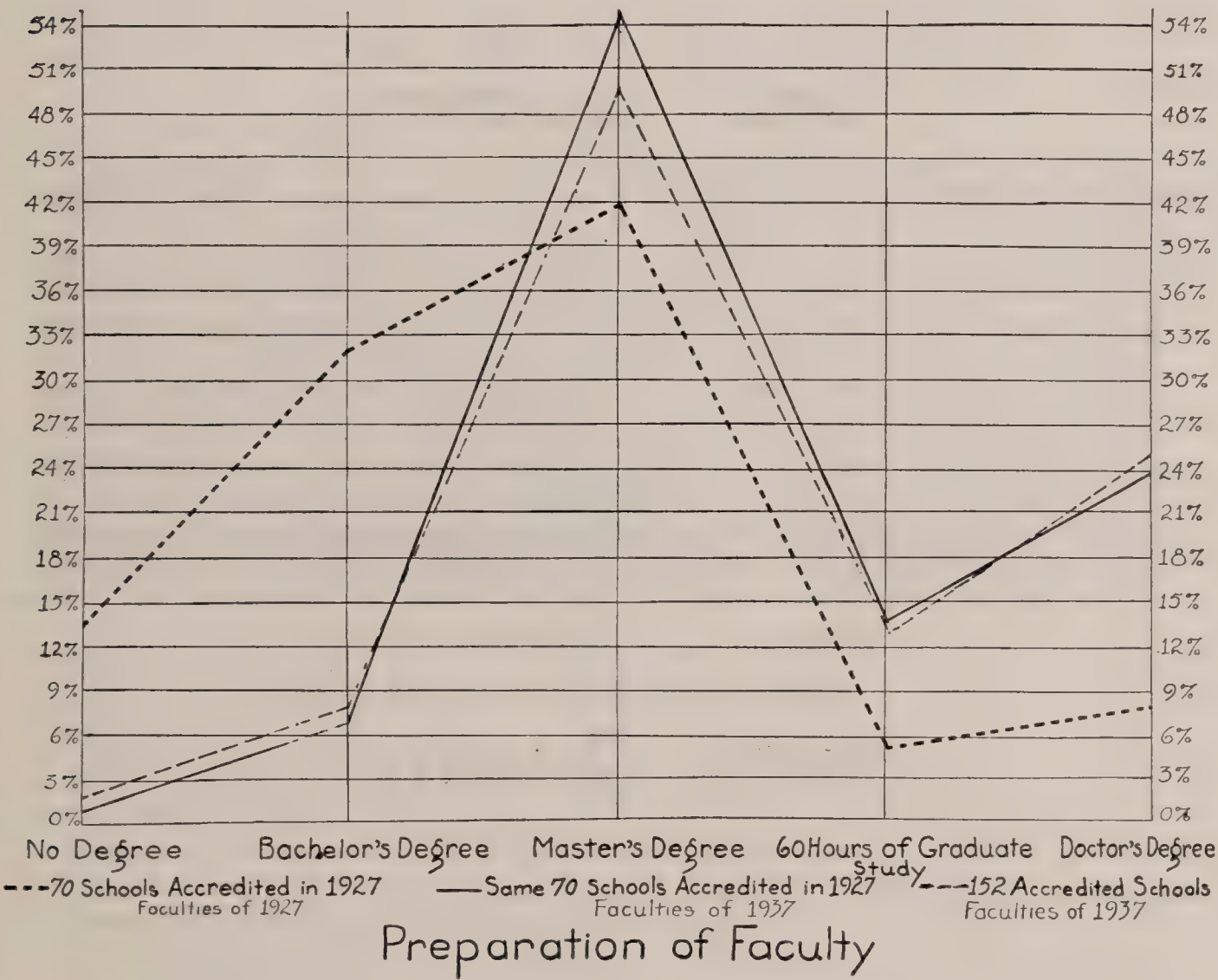
Amount spent for books and periodicals	Number of schools	
	1927	1937
Less than \$1,000.00.....	4	6
\$1,000.00-1,499.99.....	7	4
1,500.00-1,999.99.....	9	3
2,000.00-2,499.99.....	13	7
2,500.00-2,999.99.....	8	3
3,000.00-3,499.99.....	4	9
3,500.00-3,999.99.....	4	7
4,000.00-4,499.99.....	1	4
4,500.00-4,999.99.....	4	6
5,000.00-5,999.99.....	5	8
6,000.00-6,999.99.....	3	4
7,000.00-7,999.99.....	1	3
8,000.00-8,999.99.....	3	2
9,000.00-9,999.99.....		1
10,000.00 and over.....	4	3
Total.....	70	70

25th percentile.....	\$ 1,861.10	\$ 2,321.42
Median.....	2,624.99	3,714.28
75th percentile.....	4,812.49	5,218.74
Total.....	265,091.51	294,841.93
Mean.....	3,787.02	4,212.03

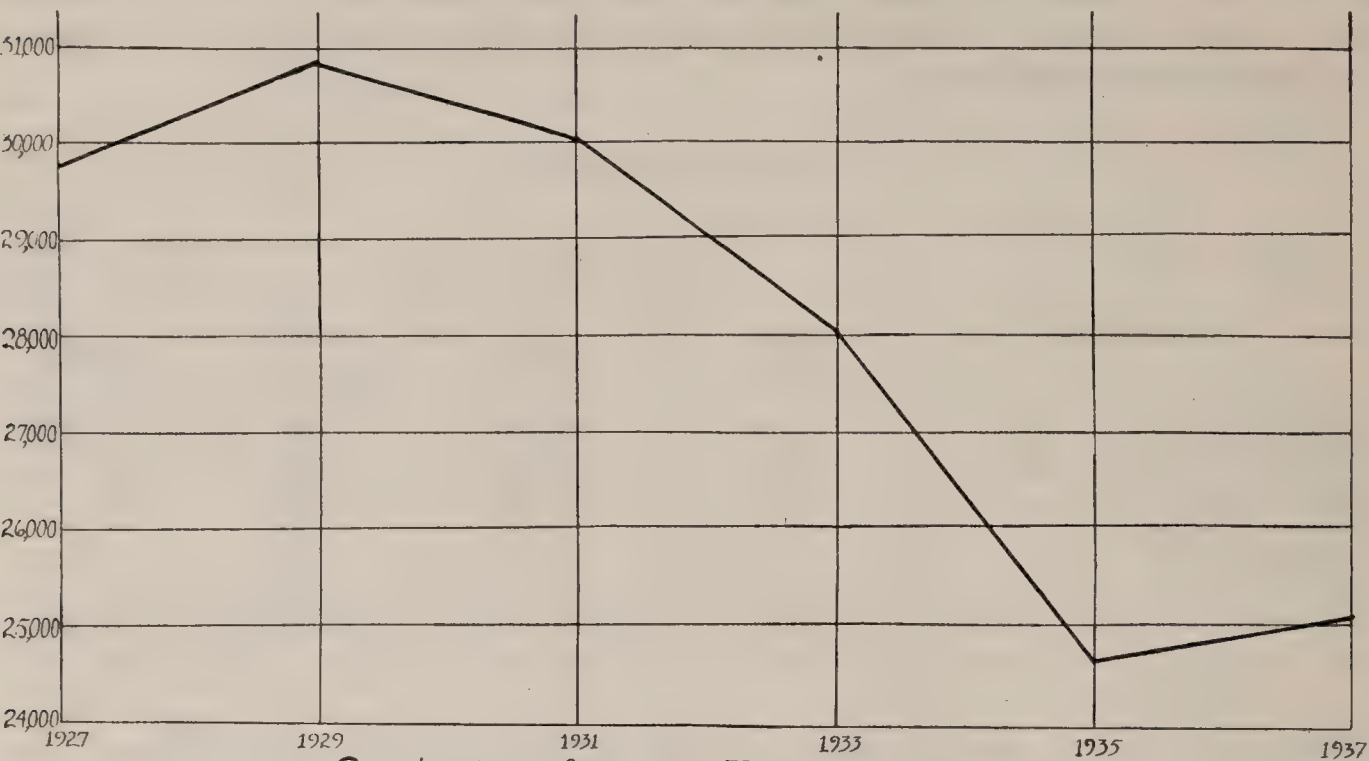
The following table indicates the differences in faculty preparation, and the accompanying chart presents this material graphically with the added factor of the distribution of degrees for 152 institutions in 1937. The sampling of 70 institutions in 1937 is very nearly identical with the total distribution and it is fair to assume that similar progress, if not greater progress, has been made in all the institutions over the period of ten years.

FACULTY PREPARATION

Preparation	1927		1937	
	Actual Number	Percent	Actual Number	Percent
Doctor's degree.....	365	8.50	1,084	23.91
60 hours of graduate study.....	198	4.61	601	13.26
Master's degree.....	1,809	42.14	2,462	54.30
Bachelor's degree.....	1,383	32.22	341	7.52
No degree.....	538	12.53	46	1.01
Total.....	4,293	100.00	4,534	100.00

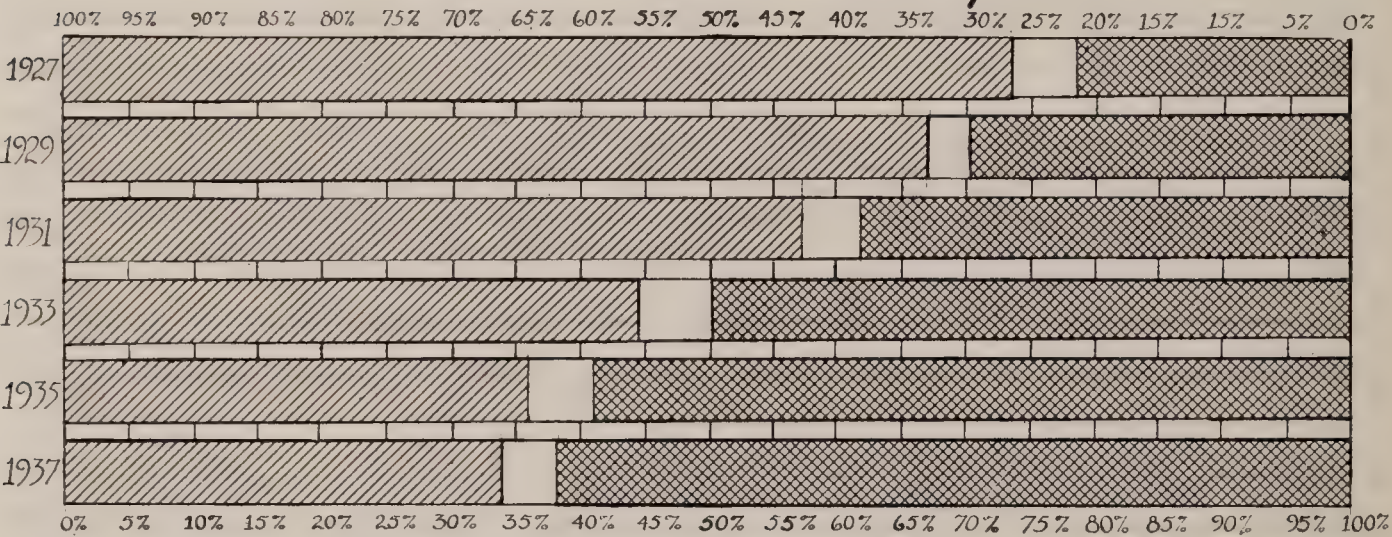


The chart below, indicating the number of graduates at the different levels, shows the steady trend toward higher levels of graduation, and the total attendance indicates at the same time a slight decrease in the number of students in attendance.



Graduates from 110 Teachers' Colleges

Less Quantity



Two year Three year Bachelor's Degree

Graduates from 110 Teachers' Colleges

More Quality

The table below giving the incomes of sixty-eight institutions in 1927 and 1937 indicates a slight decrease in the total available for teacher education in 1937 over 1927:

A COMPARISON OF THE TOTAL INCOMES FOR 1927 AND 1937 OF 68 SCHOOLS

	1927	1937
Number of schools with incomes less than \$100,000.....	4	7
Number of schools with incomes of \$100,000-199,999.....	24	25
Number of schools with incomes of 200,000-299,999.....	18	12
Number of schools with incomes of 300,000-399,999.....	8	9
Number of schools with incomes of 400,000-499,999.....	4	8
Number of schools with incomes of 500,000-599,999.....	5	4
Number of schools with incomes of 600,000-699,999.....	2	
Number of schools with incomes of 700,000-799,999.....	2	2
Number of schools with incomes of 800,000-899,999.....		
Number of schools with incomes of 900,000-999,999.....		1
Number of schools with more than \$1,000,000.....	1	
Lowest.....	\$40,000	\$60,000
25th percentile.....	154,167	140,000
Median.....	233,333	216,777
75th percentile.....	362,500	377,777
Highest.....	1,045,404	916,239
Total.....	19,153,138	18,637,896

The table referring to the health facilities indicates the present situation with regard to items mentioned in the Standard.

<i>Health facility</i>	<i>Number of schools having the facility</i>	<i>Number of schools not having the facility</i>
1. Provision for medical examination of students.....	152	0
2. Provision for medical examination before admission.....	84	68
3. Provision for health examination each year.....	136	16
4. College physician available for consultation on health matters	135	17
5. Nurse available for consultation on health matters.....	128	24
6. Medical prescriptions for students who are ill.....	122	30
7. Dispensary treatments (first aid only).....	132	20
8. Correction of remediable defects.....	142	10
9. Hospitalization or infirmary care.....	135	17
10. Physician employed.....	134	18
11. Nurse employed	133	19
12. Dental hygienist employed.....	25	127
13. Consulting phychiatrist available.....	65	87
14. If available, services of psychiatrist are used.....	62	3
15. Modern scientific apparatus in health department.....	140	12
16. Courses in health education offered.....	152	0
17. Courses in health education required.....	127	25
18. Observation and practice teaching in health education.....	145	7
19. Recreational facilities.....	151	1

Based on 1937 reports from 152 accredited schools.

The secretary's office has again furnished to accredited institutions during the past year a chart showing the percentile standing of the institution on all factors which can be objectively measured with the data at hand. These charts, while partial in scope, have been received with satisfaction and indicate the importance of this and similar devices to inform executives of possible improvements in the work of

their institutions. The charts on the Student-Teacher Ratio, Teaching Load in Hours per Week, Faculty Preparation, and Expenditures for Library Books and Periodicals are continued this year and appear earlier in this report.

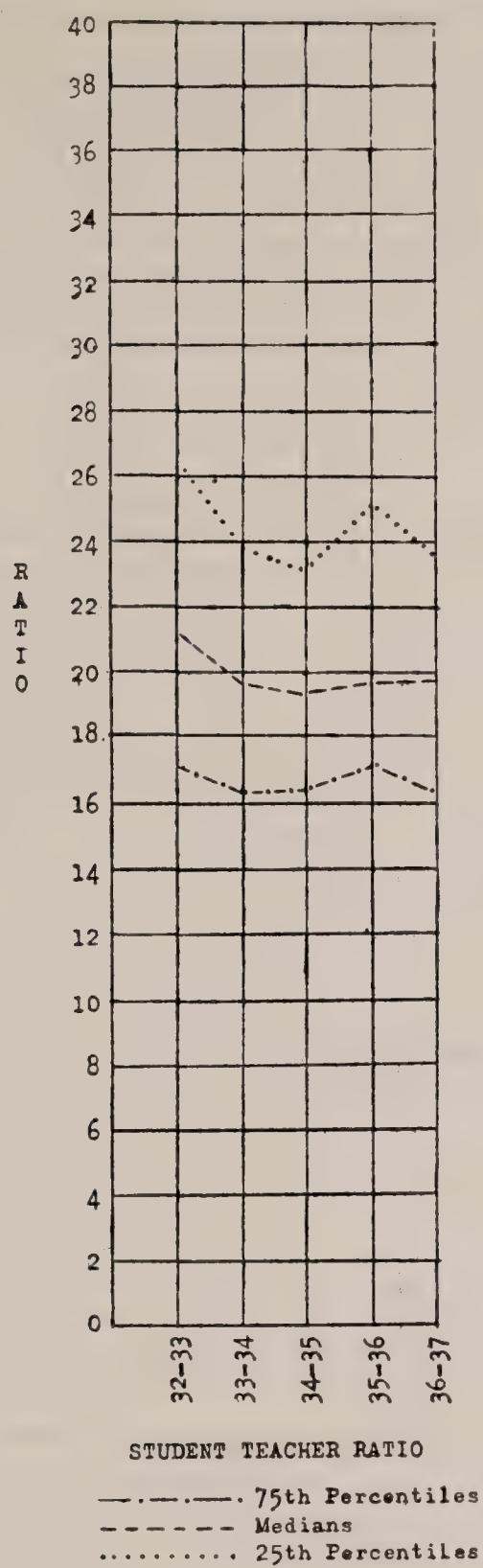
The statistical work for the ten-year comparisons and for the percentile charts was performed by John H. Hindle, Jr., a graduate student of the New Jersey State Teachers College at Montclair. Mr. Hindle also tabulated the data for the study of graduate practices carried on under the direction of Dr. Evenden.

The distinctive achievement for the current year is the publication of a list without conditions, the culmination of a program lasting ten years.

The next and very important step is the further refinement of a program for the self-education of all those who have to do with our institutions, especially the executives. This involves democratic discussion, the agreement on objectives, the securing of funds for necessary studies, and the formation of an organization to carry out the program. The work of the Association has been conducted on a small budget. Enlarged services require a larger and more highly qualified staff. The wisdom of expanding any part of the service should be constantly questioned to insure positive contribution from money and labor of busy executives.

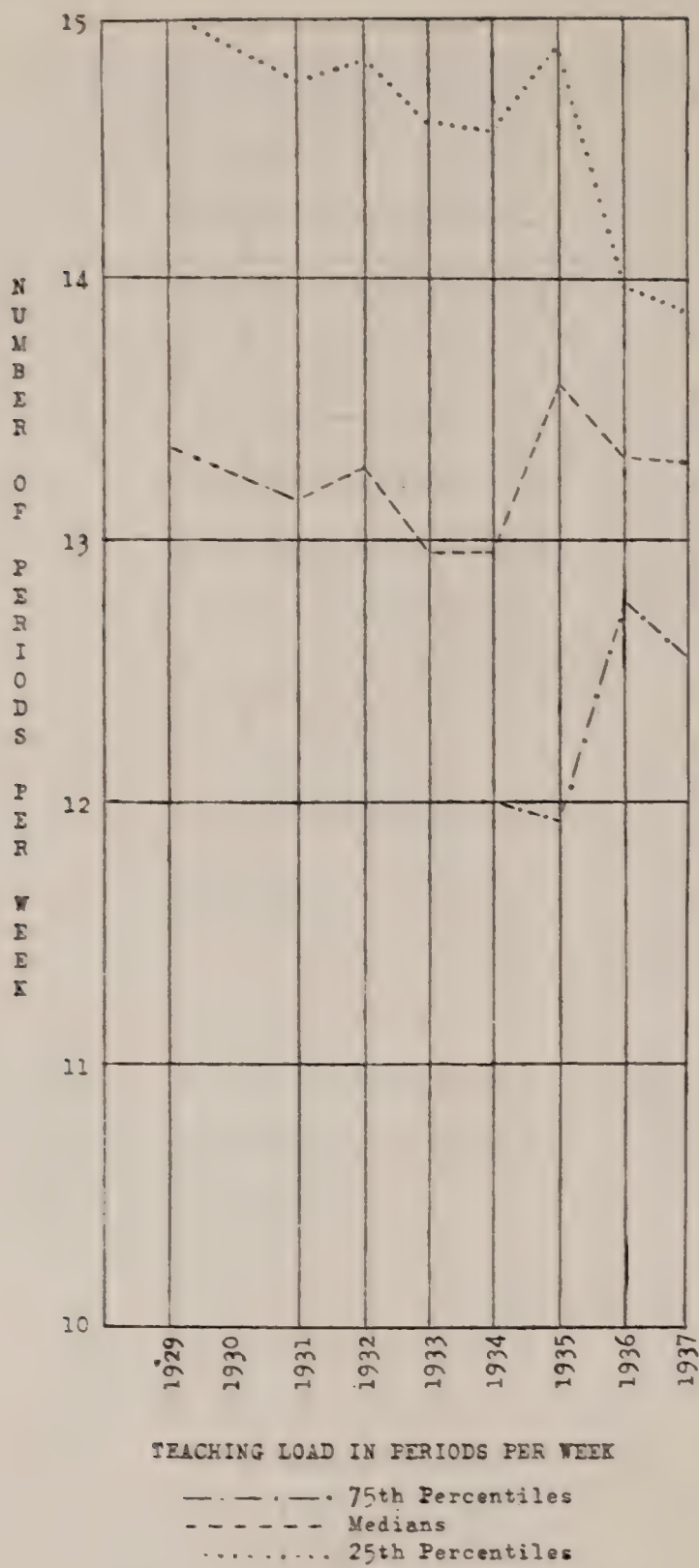
Many other voluntary public service organizations employ a permanent secretary. Most of these are now located at the Public Administration Clearing House in Chicago. If a paid secretary is employed in the future, the Association would have to decide whether the office should be located in Chicago, in Washington with the National Education Association, or in a member institution. If the office work continues to be directed by an unpaid member president and it is enlarged, capable assistance should be provided. A sum of money larger than that which will be available from the increased dues could well be spent in exploring some of the possibilities.

The secretary wishes to express his appreciation of the cooperation of members when he has called for help, his wish for suggestions to improve the work, and his happiness in serving the teacher education program thru the Association.



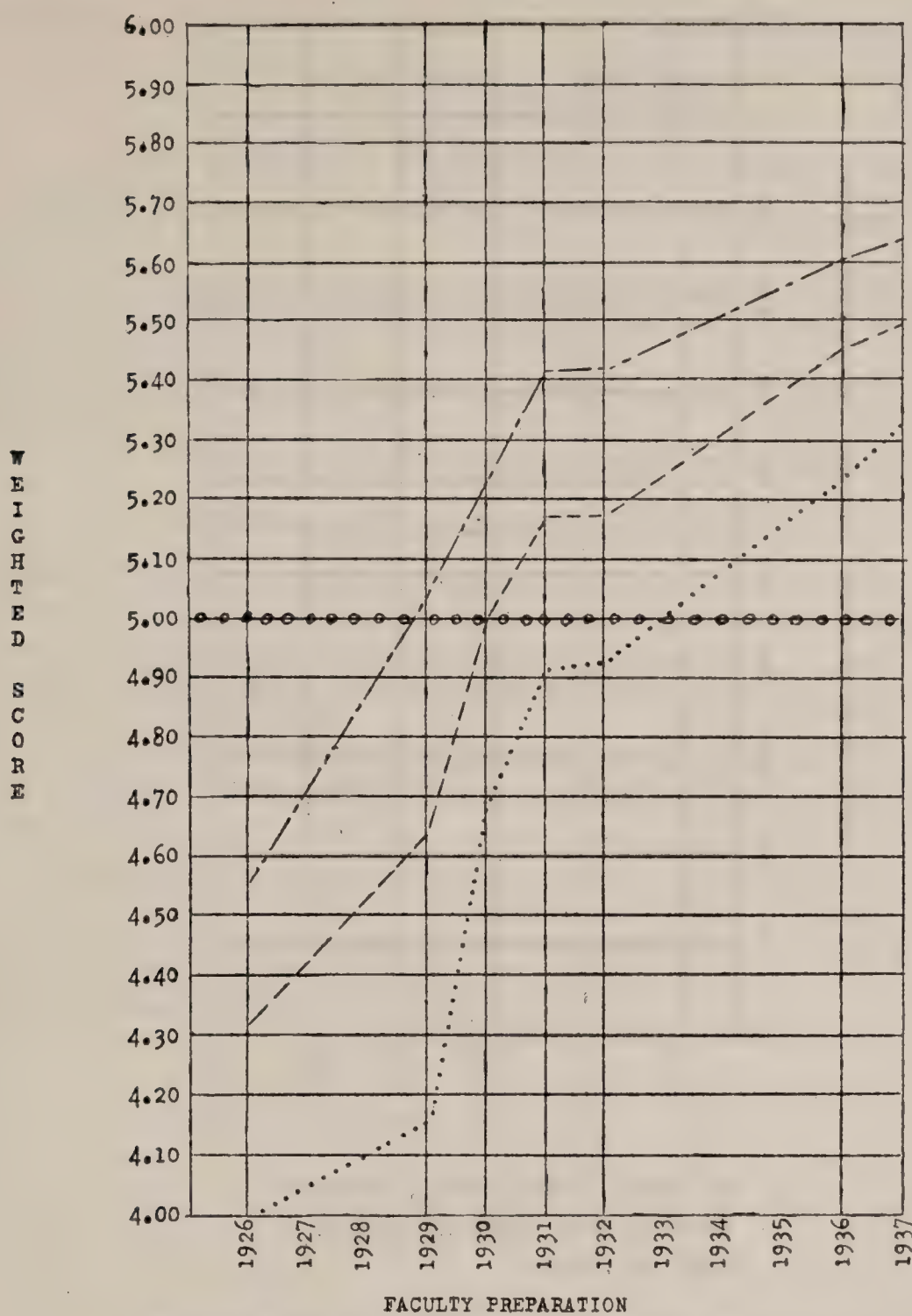
Value of Percentiles for 1936-37

75th Percentile	16.43
Median	19.75
25th Percentile	23.65



Value of Percentiles for 1936-37

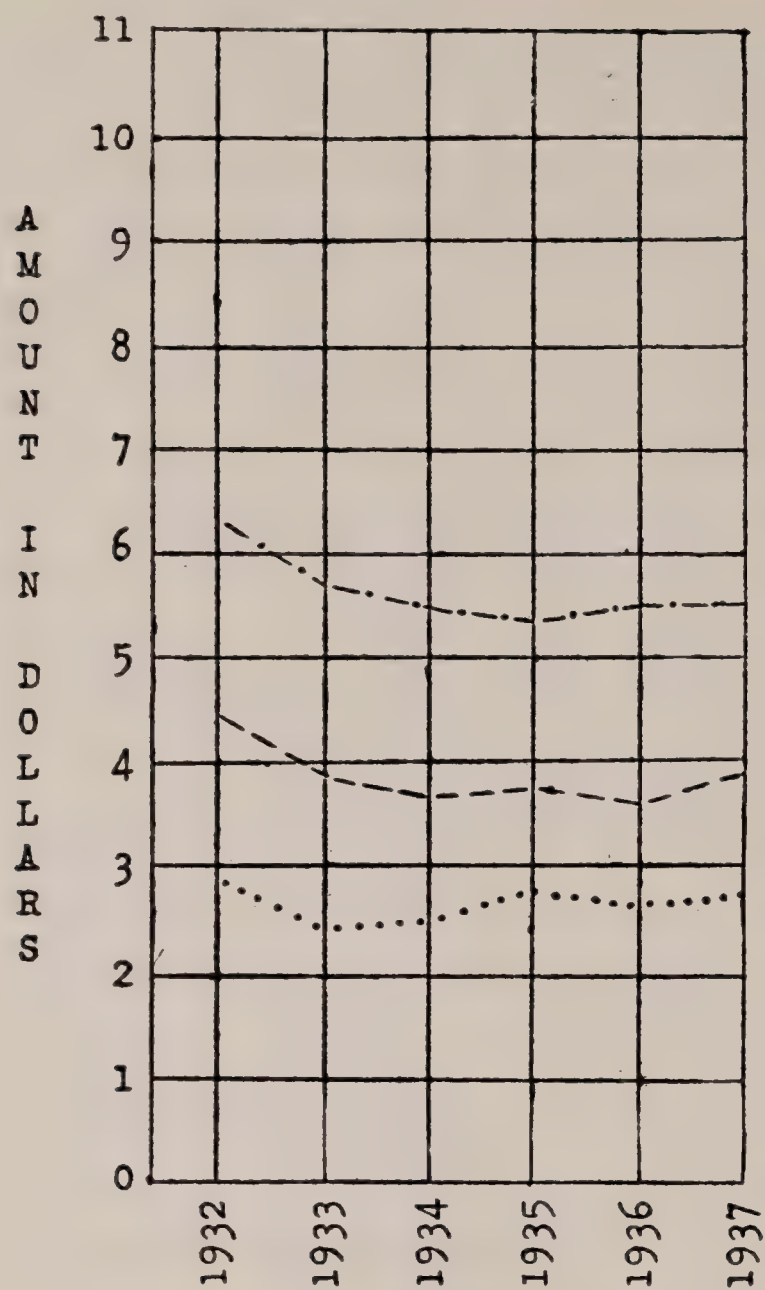
75th Percentile.....	12.57
Median	13.30
25th Percentile.....	13.87



Minimum Requirement	Values Given to Degrees
75th Percentiles	Doctor's-----7
Medians	60 Hours of
25th Percentiles	Graduate Study--6
	Master's-----5
	Bachelor's---4
	No Degree---2

Value of Percentiles for 1936-37

75th Percentile.....	5.64
Median	5.49
25th Percentile.....	5.32



EXPENDITURE FOR LIBRARY
BOOKS AND PERIODICALS,
PER STUDENT

— · — · — · — 75th Percentiles
 - - - - - Medians
 · · · · · 25th Percentiles

Value of Percentiles for 1936-37

75th Percentile.....	5.46
Median	3.90
25th Percentile.....	2.77

AMERICAN ASSOCIATION OF TEACHERS COLLEGES

Committees, 1938-39

Committee on Standards and Surveys

- E. S. Evenden, Professor of Education, Teachers College, Columbia University, New York, N. Y. (5 years)
R. L. West, President, State Teachers College, Trenton, N. J. (4 years)
A. L. Crabb, Professor of Education, George Peabody College, Nashville, Tenn. (3 years)
R. W. Fairchild, President, Illinois State Normal University, Normal, Ill., *Chairman*. (2 years)
Francis B. Haas, President, State Teachers College, Bloomsburg, Pa. (1 year)

Committee on Accrediting and Classification

- G. W. Diemer, President, State Teachers College, Warrensburg, Mo. (5 years)
C. H. Fisher, President, Western Washington College of Education, Bellingham, Wash. (4 years)
Alonzo F. Myers, Professor of Education, School of Education, New York University, New York, N. Y. (3 years)
George A. Selke, President, State Teachers College, St. Cloud, Minn. (2 years)
Charles C. Sherrod, President, State Teachers College, Johnson City, Tenn., *Chairman*. (1 year)

Delegates to the American Council on Education

- M. Ernest Townsend, President, State Teachers College, Newark, N. J. (3 years)
W. P. Morgan, President, State Teachers College, Macomb, Ill. (2 years)
E. C. Higbie, President, Wilson Teachers College, Washington, D. C. (1 year)

AMERICAN ASSOCIATION OF TEACHERS COLLEGES LIST OF ACCREDITED INSTITUTIONS—1938-39

Longest curriculum which has been approved indicated in number of years before each institution. The Association does not attempt to accredit graduate work.

<i>Location</i>	<i>Institution</i>	<i>President</i>
ALABAMA		
Florence	4/State Teachers College.....	J. A. Keller
Jacksonville	4/State Teachers College.....	C. W. Daugette
Livingston	4/State Teachers College.....	N. F. Greenhill
Troy	4/State Teachers College.....	Charles B. Smith
ARIZONA		
Flagstaff	4/Arizona State Teachers College....	T. J. Tormey
Tempe	4/Arizona State Teachers College....	Grady Gammage
ARKANSAS		
Arkadelphia ...	4/Henderson State Teachers College..	J. P. Womack
Conway	4/Arkansas State Teachers College...	H. L. McAlister
CALIFORNIA		
Fresno	4/Fresno State College.....	Frank W. Thomas
San Diego.....	4/San Diego State College.....	Walter R. Hepner
San Francisco..	4/San Francisco State College.....	A. C. Roberts
Santa Barbara..	4/Santa Barbara State College.....	C. L. Phelps
COLORADO		
Greeley	4/Colorado State College of Education	George W. Frasier
Gunnison	4/Western State College.....	C. C. Casey
CONNECTICUT		
New Britain ...	4/State Teachers College.....	H. D. Welte
New Haven	4/State Teachers College.....	F. E. Engleman
DISTRICT OF COLUMBIA		
Washington	4/Miner Teachers College.....	E. A. Clark
Washington	4/Wilson Teachers College.....	E. C. Higbie
GEORGIA		
Collegeboro	4/South Georgia Teachers College....	Marvin S. Pittman
Milledgeville ..	4/Georgia State College for Women..	Guy H. Wells
ILLINOIS		
Carbondale	4/Southern Illinois State Normal Uni- versity	Roscoe Pulliam
Charleston	4/Eastern Illinois State Teachers Col- lege	Robert G. Buzzard
*Chicago	3/Chicago Normal College.....	Verne O. Graham
DeKalb	4/Northern Illinois State Teachers Col- lege	Karl L. Adams
Macomb	4/Western Illinois State Teachers Col- lege	W. P. Morgan
Normal	4/Illinois State Normal University....	R. W. Fairchild

* Subject to reinspection

<i>Location</i>	<i>Institution</i>	<i>President</i>
INDIANA		
Indianapolis ...	4/College of Education, Butler University	W. L. Richardson, Dean
Muncie	4/Ball State Teachers College.....	L. A. Pittenger
Terre Haute ...	4/Indiana State Teachers College.....	Ralph N. Tirey
IOWA		
Cedar Falls	4/Iowa State Teachers College.....	O. R. Latham
KANSAS		
Emporia	4/Kansas State Teachers College.....	Thomas W. Butcher
Hays	4/Fort Hays Kansas State College....	C. E. Rarick
Pittsburg	4/Kansas State Teachers College.....	W. A. Brandenburg
Wichita	4/College of Education, University of Wichita	Leslie B. Sipple, Dean *
KENTUCKY		
Bowling Green..	4/Western Kentucky State Teachers College	Paul L. Garrett
Morehead	4/Morehead State Teachers College..	Harvey A. Babb
Murray	4/Murray State Teachers College.....	James H. Richmond
Richmond	4/Eastern Kentucky State Teachers College	H. L. Donovan
LOUISIANA		
*Lafayette	4/College of Education, Southwestern Louisiana Institute	F. M. Hamilton, Dean
Natchitoches ...	4/Louisiana State Normal College....	A. A. Fredericks
MARYLAND		
Towson	4/State Teachers College.....	Lida Lee Tall
MICHIGAN		
Detroit	4/Teachers College, Wayne University	W. E. Lessenger, Dean
Kalamazoo	4/Western State Teachers College....	Paul V. Sangren
Marquette	4/Northern State Teachers College...	W. H. Pearce
Mt. Pleasant ...	4/Central State Teachers College.....	E. C. Warriner
Ypsilanti	4/Michigan State Normal College.....	J. M. Munson
MINNESOTA		
Bemidji	4/State Teachers College.....	M. W. Deputy
Duluth	4/State Teachers College.....	Herbert Sorensen
Mankato	4/State Teachers College.....	Frank D. McElroy
Moorhead	4/State Teachers College.....	R. B. MacLean
St. Cloud	4/State Teachers College.....	George A. Selke
Winona	4/State Teachers College.....	G. E. Maxwell
MISSISSIPPI		
Cleveland	4/Delta State Teachers College.....	W. M. Kethley
Hattiesburg	4/State Teachers College.....	J. B. George
MISSOURI		
Cape Girardeau.	4/Southeast Missouri State Teachers College	W. W. Parker
Kansas City	4/Teachers College of Kansas City....	James C. Bond
Kirksville	4/Northeast Missouri State Teachers College	Walter H. Ryle

* Subject to reinspection.

<i>Location</i>	<i>Institution</i>	<i>President</i>
Maryville	4/Northwest Missouri State Teachers College	Uel W. Lamkin
St. Louis	4/Harris Teachers College	C. G. Vannest, Principal
St. Louis	4/Stowe Teachers College	Ruth M. Harris, Chairman in Charge
Springfield	4/Southwest Missouri State Teachers College	Roy Ellis
Warrensburg ..	4/Central Missouri State Teachers College	G. W. Diemer
MONTANA		
Dillon	4/Montana State Normal College	Sheldon E. Davis
NEBRASKA		
Chadron	4/Nebraska State Teachers College	Robert I. Elliott
Kearney	4/Nebraska State Teachers College	Herbert L. Cushing
Peru	4/Nebraska State Teachers College	W. R. Pate
Wayne	4/Nebraska State Teachers College	J. T. Anderson
NEW HAMPSHIRE		
Keene	4/State Normal School	Wallace E. Mason
Plymouth	4/State Normal School	Ernest L. Silver
NEW JERSEY		
Glassboro	4/State Teachers College	Edgar F. Bunce
Jersey City	4/State Teachers College	Roy L. Shaffer
Newark	4/State Teachers College	M. Ernest Townsend
Trenton	4/State Teachers College	Roscoe L. West
Upper Montclair	4/State Teachers College	H. A. Sprague
NEW MEXICO		
Las Vegas	4/New Mexico Normal University	H. C. Gossard
Silver City	4/New Mexico State Teachers College	H. W. James
NEW YORK		
Albany	4/State College for Teachers	A. R. Brubacher
Buffalo	4/State Teachers College	Harry W. Rockwell
Fredonia	3/State Normal School	L. R. Gregory, Principal
Geneseo	3/State Normal School	James B. Welles, Principal
New Paltz	3/State Normal School	L. H. van den Berg, Principal
New York	4/School of Education, College of the City of New York	Paul Klapper, Dean
Oneonta	3/State Normal School	Charles W. Hunt, Principal
Oswego	3/State Normal School	R. W. Swetman, Principal
Potsdam	3/State Normal School	R. T. Congdon, Principal
NORTH CAROLINA		
Asheville	4/Asheville Normal and Teachers College	Frank C. Foster, Dean of Education
Cullowhee	4/Western Carolina Teachers College	H. T. Hunter
Greenville	4/East Carolina Teachers College	Leon R. Meadows

<i>Location</i>	<i>Institution</i>	<i>President</i>
NORTH DAKOTA		
Dickinson	4/State Teachers College.....	H. O. Pippin
*Ellendale	4/State Normal and Industrial School.....	J. C. McMillan
Mayville	4/State Teachers College.....	C. C. Swain
Minot	4/State Teachers College.....	G. A. McFarland
Valley City	4/State Teachers College.....	James E. Cox, Acting
OHIO		
Bowling Green..	4/Bowling Green State University....	R. E. Offenbauer
Cleveland	4/School of Education, Western Re- serve University.....	H. N. Irwin, Dean
Kent	4/Kent State University.....	J. O. Engleman
Oxford	4/School of Education, Miami Univer- sity	E. J. Ashbaugh, Dean
Wilmington	4/Wilmington College.....	Walter L. Collins
OKLAHOMA		
Ada	4/East Central State Teachers College	A. Linscheid
Alva	4/Northwestern State Teachers College	E. E. Brown
Durant	4/Southeastern State Teachers College	H. V. Posey
Edmond	4/Central State Teachers College.....	John O. Moseley
Tahlequah	4/Northeastern State Teachers College	John Vaughan
Weatherford ...	4/Southwestern State Teachers College	W. W. Isle
OREGON		
Ashland	2/Southern Oregon Normal School....	Walter Redford
La Grande	2/Eastern Oregon Normal School.....	C. A. Howard
Monmouth	2/Oregon Normal School.....	J. A. Churchill
PENNSYLVANIA		
Bloomsburg	4/State Teachers College.....	Francis B. Haas
California	4/State Teachers College.....	Robert M. Steele
Clarion	4/State Teachers College.....	Paul G. Chandler
East Stroudsburg	4/State Teachers College.....	T. T. Allen
Edinboro	4/State Teachers College.....	Carmon Ross
Indiana	4/State Teachers College.....	Samuel Fausold
Kutztown	4/State Teachers College.....	Q. A. W. Rohrbach
Lock Haven	4/State Teachers College.....	J. G. Flowers
Mansfield	4/State Teachers College.....	Joseph F. Noonan
Millersville	4/State Teachers College.....	Landis Tanger
Shippensburg ..	4/State Teachers College.....	A. L. Rowland
Slippery Rock ..	4/State Teachers College.....	Charles S. Miller
West Chester ...	4/State Teachers College.....	Charles S. Swope
SOUTH DAKOTA		
Aberdeen	4/Northern State Teachers College....	C. G. Lawrence
Madison	2/Eastern State Normal School.....	V. A. Lowry
Spearfish	2/State Normal School.....	E. C. Woodburn
TENNESSEE		
Johnson City ...	4/State Teachers College.....	C. C. Sherrod
Memphis	4/State Teachers College.....	J. W. Brister
Murfreesboro ..	4/State Teachers College.....	P. A. Lyon
Nashville	4/Tennessee Agricultural & Industrial State Teachers College.....	W. J. Hale

* Subject to reinspection.

<i>Location</i>	<i>Institution</i>	<i>President</i>
TEXAS		
Alpine	4/Sul Ross State Teachers College....	H. W. Morelock
Canyon	4/West Texas State Teachers College	J. A. Hill
Commerce	4/East Texas State Teachers College..	S. H. Whitley
Denton	4/North Texas State Teachers College	W. J. McConnell
Huntsville	4/Sam Houston State Teachers College	Charles N. Shaver
Nacogdoches	4/Stephen F. Austin State Teachers College	A. W. Birdwell
San Marcos	4/Southwest Texas State Teachers College	C. E. Evans
UTAH		
Salt Lake City ..	4/School of Education, University of Utah	Milton Bennion, Dean
VIRGINIA		
East Radford ...	4/State Teachers College.....	D. W. Peters
Farmville	4/State Teachers College.....	J. L. Jarman
Fredericksburg..	4/State Teachers College.....	M. L. Combs
Harrisonburg ..	4/State Teachers College.....	S. P. Duke
WASHINGTON		
Bellingham	4/Western Washington College of Education	C. H. Fisher
Cheney	4/Eastern Washington College of Edu- cation	R. T. Hargreaves
Ellensburg	4/Central Washington College of Edu- cation	R. E. McConnell
WEST VIRGINIA		
Athens	4/Concord State Teachers College....	J. F. Marsh
Fairmont	4/Fairmont State Teachers College...	Joseph Rosier
Glenville	4/Glenville State Teachers College...	E. G. Rohrbough
Huntington	4/Marshall College.....	J. E. Allen
Shepherdstown ..	4/Shepherd State Teachers College...	W. H. S. White
West Liberty ...	4/West Liberty State Teachers College	Paul N. Elbin
WISCONSIN		
Eau Claire	4/State Teachers College.....	H. A. Schofield
La Crosse	4/State Teachers College.....	G. M. Snodgrass
Menomonie	4/The Stout Institute.....	B. E. Nelson
Milwaukee	4/State Teachers College.....	Frank E. Baker
Oshkosh	4/State Teachers College.....	Forrest R. Polk
Platteville	4/State Teachers College.....	A. M. Royce
River Falls	4/State Teachers College.....	J. H. Ames
Stevens Point ...	4/Central State Teachers College....	F. S. Hyer
Superior	4/State Teachers College.....	J. D. Hill

*AMERICAN EDUCATIONAL
RESEARCH ASSOCIATION*

HISTORICAL NOTE

THE AMERICAN EDUCATIONAL RESEARCH ASSOCIATION was formed at the Cincinnati meeting in 1915. At first its name was the National Association of Directors of Educational Research. This organization met regularly at the time of the winter convention. In 1929 the Association applied to become the Department of Educational Research in the National Education Association. The proper notice was given at the Atlanta meeting in 1929, and final action in creating the Department was taken at the Columbus, Ohio, meeting on July 3, 1930. The research organization brings with it a history rich in achievements and places the National Education Association in closer touch with colleges, universities, and research agencies.

The officers of the Department for the year 1938-39 are: PRESIDENT, W. A. Brownell, Professor of Educational Psychology, Duke University, Durham, N. C.; VICEPRESIDENT, Bess Goodykoontz, Assistant Commissioner of Education, United States Office of Education, Washington, D. C.; SECRETARY-TREASURER, William G. Carr, Director, Research Division, National Education Association, Washington, D. C.; EXECUTIVE COMMITTEE, David H. Sutton, Director, Division of School Finance, State Department of Education, Columbus, Ohio; Douglas E. Scates, Director, Bureau of School Research, Cincinnati Public Schools, Cincinnati, Ohio; officers of the Department, *ex officio*.

The annual dues, \$5, are payable to the American Educational Research Association, 1201 16th Street, N. W., Washington, D. C. The chief publications are the REVIEW OF EDUCATIONAL RESEARCH and the A.E.R.A. OFFICIAL REPORT. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1930:331-332	1932:357-376	1934:361-386	1936:231-237
1931:415-432	1933:377-394	1935:327-348	1937:257-278

HOW CAN WE EVALUATE THE NEW EDUCATION?—

Abstract *

LESTER DIX, PRINCIPAL, LINCOLN SCHOOL OF TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

MAJOR CHANGES in purpose, in attitude, in method, and in results in the new education require new approaches to the problem of evaluation. Old codes of morals and of manners, old compendiums of fact, and old standards of achievement, will no longer serve. As science advances and authoritarianism retreats, we become naturalistic and experimental willy-nilly. At the same time that our applications of science become more certain and predictable, we are faced with an increasing problem in highly uncertain individual and social applications which require socially approved technics and public agreements.

Thus, we have now to measure many things to which formerly we gave little attention, such as:

1. Capacities to gain information rather than stores of data
2. Capacities to see and use relationships between data rather than to hold them in memory
3. Capacities to define and attack a problem rather than learn a formula
4. Disposition to find and use accurate data rather than rest upon opinion or authority
5. Disposition to search for synthesis rather than be satisfied with analysis and definition
6. Ability to contribute to group work rather than put on a star performance
7. Ability to criticize and evaluate rather than merely to conform
8. Disposition to appreciate more widely and criticize more carefully as technics of production multiply.

Moreover, we must measure:

9. How well our various learnings are adjusted to various capacities, and how well experience hangs together as a usable whole rather than remaining in useless items or fragments.

In a more socialized environment, we must know how to measure:

10. Emotional attitudes, drives, and rates of growth, in order to deal with purposes, urges, individual needs, and interests.

Last, but possibly most important, we need ways of measuring:

11. How well individuals use imagination, for new ways of responding now become more important than the learner's conformity to any set of habits.

The concern with these new needs, and the attempt to measure and develop them both parallels and promotes the development of whole new fields of subjectmatter, such as social understandings and responses; pro-

* The three papers indicated with an asterisk were presented on the program of the American Educational Research Association, Wednesday, June 29, 1938, New York City. All other papers were presented on the regular annual meeting of the Association held in Atlantic City, February 1938.

duction, criticism, and appreciation in many art fields; rates of growth, understandings, interests, and performances in the field of health, especially mental and emotional health; and finally, that complex of factors tending to integrate personality.

How are we to measure these needs and capacities, and fields of subject-matter? In strict truth, nobody as yet knows. We have some promising hunches, some suggestive procedures, and some partly established trends. The technic of control of variables, taken over from the physical laboratory, is too limited, for the variables are too many in number, too diverse in character, and too shifting in influence. Even those borrowed from the statistician's laboratory, now naturalized even in the physical sciences, are more appropriate, but they have built up so much mathematical overhead that we are still dependent upon the statistician's interpretation.

Our statistical treatment, however, will have to rest in the future upon greatly improved and more imaginative observation and analysis of the total educative process. We are too verbal, too shallow, and too specialized in our attempts to evaluate the actual stream of living and growing activities of the learner. We must learn to evaluate more in terms of action—particularly persistent and self-motivating action—and we must learn in some way to evaluate the totality of a complex activity. Far more must be done in the evaluation of interests as they actually exist and operate.

The time study technic already generously employed with young children would perhaps hold a good deal of value in the secondary level. Case descriptions, phonographic and photographic records, are probably in their infancy in spite of their high cost and nuisance aspects.

Finally, we need far more exhaustive study of the problems and technics of interpretation, the most exacting of all the evaluator's functions.

PRINCIPLES AND TECHNICS IN THE APPRAISAL OF NEWER PRACTICES IN ELEMENTARY AND SECONDARY EDUCATION—*Abstract* *

IRVING LORGE, RESEARCH ASSOCIATE, INSTITUTE OF EDUCATIONAL
RESEARCH, TEACHERS COLLEGE, COLUMBIA UNIVERSITY,
NEW YORK, N. Y.

The schools of today are constantly introducing newer practices for achieving educational outcomes in terms of the kind and amount of information, skill, attitude, appreciation, interest, personality, and philosophy of life we wish for our children. In order to appraise or evaluate any such "newer" practice, the educational outcomes of it must be contrasted with the educational outcomes of what has been identified as an "older" practice.

Evaluation, by a pragmatic test, in a large measure depends on the degree to which we can appraise children's attainment of specific goals, and children's development of progressive change toward specific goals. Appraisal can be approximated thru the use of paper-and-pencil tests, systematic observation, rating, diaries, and other aspects of the behavior of children.

Granted, however, that such appraisal can be made, we must recognize that the school as a force for affecting change is, at the best, responsible for about 25 percent of the changes in children. Heredity in terms of endowment, environment in terms of opportunity, and maturation in terms of development are also influencing the whole child.

Let us assume that all the educational objectives of both the "older" and "newer" practices can be measured. The differences in the outcomes cannot be interpreted directly as favoring either one practice or the other, since the relative emphases upon different educational objectives will vary from expert to expert, time to time, and situation to situation.

In the last analysis, the difference between practices will depend upon the value judgments of the importance of the various objectives established as consequences for our educational practice. The philosopher and the scholar, wise in the needs of man, may set the goals; the psychologist may indicate methods of achieving these goals; and the psychometrician may measure the degree to which those goals are reached. Evaluation, however, will depend upon "what education is of the most worth."

Because of the lack of agreement, and the difficulty of getting agreement on such values, American educators have developed an abounding faith in panaceas and action. Panaceas look good on paper, and action as action is satisfying. Critical appraisal of the expected outcomes of our devices and action is necessary for a more scientific evaluation of our hopes and hunches.

APPRAISAL OF NEWER PRACTICES IN SELECTED PUBLIC SCHOOLS—*Abstract* *

J. WAYNE WRIGHTSTONE, ASSISTANT PROFESSOR OF EDUCATION, OHIO STATE UNIVERSITY, COLUMBUS, OHIO

Many conflicting claims about superiority of educational practices have been made by advocates of the newer and older types of schools—supported by few, if any, facts. Essentialists have denounced the progressives, charging the neglect of the fundamentals of subjectmatter and of character education. Progressives have charged that the traditional school imposes upon pupils rigid subjectmatter set in advance and disregards the development of personality.

Two fact-finding surveys, one for the elementary school and the other for the high school, have recently been published by the speaker. In both the elementary and high-school appraisals data were gathered by means of pencil-and-paper tests, rating scales, observational technics, and performance tests which lead to the following conclusions: First, pupils in newer, or progressive, versus conventional elementary schools know more about contemporary affairs, accept more broad-minded social beliefs, and exhibit a superior quality of initiative, cooperation, criticism, and leadership. Second, pupils in the newer elementary schools produce creative poetry, prose, and drawings of higher quality in originality, in facility of expression, and with equal mastery of skills in language expression and drawing technics. These

pupils think more critically in interpreting and applying social and scientific facts and principles; they have less information about health but are more proficient in physical skills; and they feel better adjusted socially to their fellow pupils and teachers. In addition, they have an equal mastery with conventional pupils of the three R's.

In comparison with the conventional high-school pupils the newer high-school pupils acquire as many facts of history, literature, science, and mathematics. They exhibit superior achievement in finding and organizing social and scientific facts, in reading a foreign language, in thinking critically about a problem, in accepting more liberal and open-minded social and scientific beliefs, and in developing physical powers.

The comparative measurement of pupil achievement of the major objectives of elementary and secondary education in selected newer and conventional schools indicates that pupils in the newer schools not only achieve with equal mastery the fundamental skills and facts of academic subjects, but have generally superior achievement in the development of critical thinking and of desirable interests, attitudes, and social adjustment.

NEW METHODS NEEDED IN STUDYING THE SIGNIFICANCE OF TRENDS—*Abstract*

MOWAT G. FRASER, LECTURER IN EDUCATION, UNIVERSITY OF MICHIGAN,
ANN ARBOR, MICH.

American educators differ today as to trends in many of their most important policies and problems—trends, for example, concerning the activity curriculum, college enrolments, the stopping points for universal and liberal education, indoctrination, academic freedom, mental hygiene, and federal aid. If educational research is to have much practical value, it must become comprehensive enough to show the significances of such trends in sound perspective. None of the usual statistical, survey, or historical methods offers a clue as to these significances. Many scholars point out the need for such clues but apparently no one has suggested any in concrete detail.

My suggestion is that we do what, for instance, Thomas Davidson attempted to do in his *Aristotle and Ancient Educational Ideals*. He described (1) the rise of Athenian civilization before the Persian wars and the decline afterwards; (2) the educational practices during the rise and during the decline; and (3) the other social conditions which helped to cause the rise and the decline, respectively. Such a sweeping procedure alone apparently can show the relative significance of education and all its trends.

Several difficulties arise in such a study. We disagree upon criteria for distinguishing rises and declines; but, when pointed out, convincing criteria seem to be widely approved in this country—democracy, harmonious development, the scientific or rational method and freedom to use it, and the individual initiative consistent with cooperation.

The chief difficulty is the assumption that rises and declines are too overlapping and complex, and their causes too obscure, to be definitely measured

or even described. This assumption leads to hopelessness and excuses failure before a trial is made. Actually it seems to be unjustified in the case of the basic trends which primarily need to be studied. It is one thing to caution against oversimplification, and quite another to assume that simplifications are impossible and not to be attempted.

In brief, a new kind of history of education must be developed to which all research workers can refer for stimulating and clarifying perspective. To the degree to which we do not develop such a history, we must work blindly and, in the long run, inefficiently.

COST OF EDUCATION COMPARED WITH OTHER GOVERNMENTAL COSTS—*Abstract*

WAYNE W. SOPER, RESEARCH ASSOCIATE, STATE EDUCATION DEPARTMENT,
ALBANY, N. Y.

For no other major expenditure does the citizen receive more for his money than for governmental services. This is true in spite of waste and inefficiency credited to political chicanery and stupidity. The essentials of living—food, clothing, and shelter—reach the consumer at a cost far above the initial value of the goods consumed, primarily because in processing, handling, and distributing goods profits are taken by many individuals. Governmental services on the other hand are first of all non-profit commodities. Secondly, these essentials reach the consumer more directly, thus eliminating that accumulation of costs occasioned by passage thru several hands. Again, large numbers can be served more economically than small numbers.

An accurate and reliable comparison of governmental costs is not the simple and easy task it appears to be. Many exaggerations, much misunderstanding, and some premeditated misrepresentation have crept into such comparisons. This has been due largely to the fact that comparisons have been attempted on incomparable bases. Several factors must be controlled before comparable unit costs can be accurately made. Some of these are:

1. Units of cost
2. Multiple nature of governmental activities
3. Overlapping units of government
4. Continuous versus available services
5. Quality of services
6. Variety of accounting practices.

The trend in governmental costs, whether local, state, or national, has been upward for the past ten or fifteen years. If New York state is typical, the following general movements have taken place in other states: (a) an increase in the per capita costs for all services, with a temporary leveling off and in some cases a reduction during the major depression; (b) at the close of the period a larger proportion of total expenditures devoted to charities and corrections, interest, recreation, protection of persons and property,

and sanitation—a smaller proportion of expenditures to general government, conservation of health, highways, and education.

It is well to point out that during the past two decades there has come about a shift in the tax pattern as well as in the responsibility for support of certain services. Altho the property tax remains the chief source of revenue for local governmental units, it has been abandoned in whole or in part by some states as a means of raising revenue for state purposes, other sources of revenue having been tapped. Responsibility for the support of certain services has at the same time tended to fall more heavily on the state. Construction and maintenance of highways is one of the services in which this shift is apparent.

Education is another service the support of which has shifted considerably in the past fifteen years in some states. In 1919 New York state contributed from state revenues 8.04 percent of the total expense of public schools in the form of state aid; in 1925 it contributed 14.8 percent; and it is now contributing approximately 33 percent. Thus while total education costs were increasing they were falling less heavily on the local property owner and more heavily on all citizens and agencies contributing to the state's revenue. This means that the incidence of taxation has been changing. It may be that many a taxpayer who is blaming his high taxes on the cost of education could be shown that altho the cost of education is increasing, the burden has been spread more widely over the tax resources of the state and that he himself is contributing less to the cost of education than he formerly did.

Most of the services of government are those for which an immediate return is expected and received. General government, for example, is largely concerned with the present management of the affairs of the locality. It plans for the future, of course; but its services are largely for today, for this year, not for ten or twenty years hence. Highways are constructed for immediate use and as soon as that usage begins the process of wear and disintegration begins. Charities provide food, clothing, and shelter for the immediate needs of unfortunate citizens; not primarily to make them more effective citizens at a later date but to keep them from suffering now. The return for such services is, therefore, obvious. One thousand unemployed persons fed, clothed, and sheltered at a per capita cost of so many dollars is interpretable to the average citizen. He likewise has no difficulty in seeing where \$100,000 in taxes goes if his locality has borrowed \$2,000,000 at 5 percent interest. The outlay of his municipality for playgrounds and parks is objective and easily accounted for.

But there is a service which governments render that offers no immediate return and for which fairly large demands are made on the public purse. In fact, no reliable estimate can be made of its value in pecuniary terms. Yet democracy, or any other cooperative form of government for that matter, survives or perishes at the exuberance or the dearth of this service. The standard of living, the progress of discovery and invention, the advancement of the arts, move forward and upward with a plentitude of this service; lacking it they falter. That service is *education*.

ISSUES IN EDUCATIONAL LAW—*Abstract*

M. M. CHAMBERS, MEMBER OF STAFF, AMERICAN YOUTH COMMISSION,
AMERICAN COUNCIL ON EDUCATION, WASHINGTON, D. C.

On January 31, 1938, the United States Supreme Court decided that the state of Indiana, after enacting a teachers tenure law in 1927 and allowing a teacher to complete the probationary period and become entitled to whatever rights appertain to a so-called permanent teacher, could not destroy the rights of such a teacher by subsequently repealing the law so far as it applied to township school districts, in one of which the plaintiff teacher was employed. The abrogation of these rights, said the Court, would violate the clause of the Constitution of the United States which provides that no state shall pass any law impairing the obligation of a contract.

In a sense, then, it appears that the Constitution imposes certain limits on what a state may do in controlling its own school system. It was this aspect of the case that Justice Hugo Black had in mind when he alone dissented from the opinion of his colleagues in the decision of the Indiana case.

There is a tendency among the states to provide limited forms of aid to individual pupils to assist them in obtaining an education in the schools of their choice, whether public or private. The state of Louisiana provides free textbooks at public expense to pupils in parochial and private schools as well as in public schools. In 1931 the United States Supreme Court decided that there was nothing in that provision contrary to the federal or state constitutions. More recently, half a dozen states have enacted statutes stipulating that at least under certain conditions pupils in private schools shall be given free transportation in public school conveyances in the same manner as pupils in public schools.

Prior to 1931 fourteen states had enacted statutes authorizing the establishment of local public junior colleges. The enactment of such laws was halted by the depression, but resumed in 1935 when South Carolina passed such a statute. The junior college is properly regarded as the capstone of secondary education. If we determine to provide facilities for a complete secondary education for all American youth, there will be a great deal of activity in the addition of the local public junior college to the local school systems in every center of population of sufficient size to make it practicable. The public high school has long been accepted as a part of the common school system. Probably the public junior college will pass thru a similar evolution.

There are also many live issues in educational law regarding the boundaries of the function of the public schools, and how they shall be most efficiently coordinated with the kindred social welfare services, including recreation, health services, and the relief of the indigent. It also appears that the states are on the threshold of extending the provisions for adult education and the education of preschool children in the local public school dis-

tricts. The public school, in common with other public services, finds the scope of its legitimate responsibilities inevitably expanding to meet new needs.

THE NEEDS OF AMERICAN YOUTH: WHAT THE AMERICAN YOUTH COMMISSION HAS FOUND—*Abstract*

HOMER P. RAINEY, DIRECTOR, AMERICAN YOUTH COMMISSION, AMERICAN COUNCIL ON EDUCATION, WASHINGTON, D. C.

There can be no doubt that the most urgent need of American youth today, particularly of those youth who have passed the high-school age, is for employment. A careful study of the unemployment situation among youth leads us to face the task of doing three things in America:

1. Whether we like it or not, we must find employment either on public or private payrolls, or both, for three or four million young people between the ages of sixteen and twenty-four, who are literally piled up behind the walls of our industrial and agricultural organization.
2. America must stabilize the employment of not only those millions for whom it must find work, but for other millions of youth who are at work. Stabilizing employment must hinge upon two approaches:
 - a. Careful guidance of the worker in selecting, maintaining, and improving his job and service to his employer and his community.
 - b. Cooperative and intelligent approach to improvement of the conditions under which he works.
3. Every indication seems to point toward an increasing number of youth behind the walls of industrial and economic inactivity. It leaves us without choice in definitely altering our educational program to equip some two million annual newcomers to the scene, so that they, too, may be absorbed into the occupational program. Local public institutional life of all types must become so conscious of the problem that because of the changed atmosphere in which schools exist, they are not only influenced but aggressive in changing to meet the problem.

The second major need of American youth is for security. Even employed youth face serious difficulties. Rates of pay tend to be low. A majority of youth with jobs must contribute to the support of families. Many youth are in blind-alley jobs. Youth face an occupational future in industry that is becoming more mechanized, less concerned with highly developed mechanical skills, less given to practical instruction outside the industrial plant, and more insecure for one with a single vocational skill. In a word *mobility* has taken the place of *fixity*, and *uncertainty* the place of *security*.

There are many aspects of the employment of youth not covered by this brief outline, but so far as concerns bare security, it is an irreducible minimum; and any youth who does not enjoy it is in a state of economic insecurity. To a very considerable extent, youth do appear to lack these assurances. Let us consider several factors in this situation:

1. The gap between school and employment has reached ominous proportions.
2. It has become notorious that the youth who is fortunate enough to have a job at the moment does not have any assurance of reasonable continuity of employment.

3. The average wage of employed youth sixteen to twenty-four years of age has been shown by many surveys to lie between \$12 and \$15 per week. The meagerness of such a sum needs no emphasis.

A third important need of youth as revealed by our studies is the need for vocational training. Our studies show almost no relationship between the types of training that youth receive and the jobs which they enter. There is at present a great deal of confusion among educators relative to the function of the schools toward vocational education and of the relation between general and vocational education. The fact that 75 percent of all youth are out of school at eighteen years of age is very significant for secondary education. Coupled with this is the further significant fact which we have discovered that there has been a steady trend since 1910 to exclude youth under twenty-one from employment. Thus, today, there is a steadily widening gap between the completion of school on the one hand and the beginning of employment on the other for an increasing percent of our youth.

For a vast majority of youth, therefore, the high schools need not be concerned primarily with specific vocational training in a strict sense, but would profit most by emphasis upon general education basic to vocational training as well as to other functions of secondary education. The high schools should concentrate their vocational training upon a program of generalized vocational education which would be applicable to a family of occupations.

Our studies reveal that the need for guidance ranks very high among all the needs of youth. Only a small proportion of our youth today are receiving anything that could be called adequate vocational guidance. As things stand today, the schools, and no other agency, seem prepared to give the guidance that youth need. In order to provide our youth with an adequate guidance program several essential factors are needed:

1. The development of a cumulative youth census in every state and in every locality. This should be a continuous inventory of the oncoming youth population.

2. The development of a new service—one which will successfully correlate the functions of the schools with those of the employers of labor. The feature of this service must be one for collecting occupational and employment data on a nationwide scale.

3. The necessity for having in each community thruout the nation a local organization which can serve as part of the national system for the collection of the occupational data mentioned above and which will serve each community as a guidance center for youth in which all local agencies should cooperate in an analysis of community needs and opportunities, an analysis of individual youth's characteristics, and guidance, placement, and supervision of individual youth.

The guidance work in the schools should be definitely related in a functional way to this local employment service. Counsel in the schools, in order to be effective, must be more closely related to the placement of youth, for it is futile to try to counsel unless they also have some part in the placing of youth in employment.

SECRETARY'S MINUTES

Annual Business Meeting, February 26, 1938

President David H. Sutton presided. Approximately 50 members of the Association were present. The minutes of the 1937 annual meeting were approved. The report of the Secretary-Treasurer was read and accepted.

Reports were received and accepted from the following committees: Auditing Committee, Walter C. Eells, chairman; Committee on Awards, Walter S. Monroe, chairman; Joint Committee with the Department of Classroom Teachers, Paul T. Rankin, member.

On motion of William L. Connor, the following recommendations of the Executive Committee regarding a subsidy to the Encyclopedia of Educational Research were approved and adopted: That an appropriation of \$1,000 in 1938 and \$1,000 in 1939 be made available as needed to the Encyclopedia of Educational Research, contingent upon a cash contribution from other sources totaling \$10,000, and contingent upon recognition of the American Educational Research Association as a joint sponsor of the project.

On motion of Dr. Monroe, the following revision in Article VI, first paragraph, of the constitution was approved:

EXECUTIVE COMMITTEE—There shall be an Executive Committee of five members, consisting of the three officers named under Article V above, the chairman of the Editorial Board, and the immediately preceding president of the Department.

On motion of Robert P. Wray, a plan for the affiliation of local educational research organizations with the American Educational Research Association was approved.

On motion of A. D. Simpson, it was voted to continue the publication of the *Official Report* of the Association.

The Nominating Committee, T. C. Holy, chairman, John Guy Fowlkes, and Paul T. Rankin, submitted the following recommendations for officers for the ensuing year:

President: W. A. Brownell, Professor of Educational Psychology, Duke University, Durham, N. C.

Vicepresident: Bess Goodykoontz, Assistant Commissioner of Education, United States Office of Education, Washington, D. C.

Secretary-Treasurer (Three-year term): William G. Carr, Director, Research Division, National Education Association, Washington, D. C.

There being no further nominations, those recommended above were declared elected.

The meeting adjourned.

WILLIAM G. CARR,
Secretary-Treasurer.

REPORT OF THE SECRETARY-TREASURER FOR 1937

Membership

The December 1937 records indicate an increase of 18 active members over the records of 1936. The table of membership is given below:

	DE- CEMBER 1936	DE- CEMBER 1937	RE- SIGNED 1937	DUES UNPAID 1937	NEW MEMBERS 1937	MEMBERS REIN- STATED	DEATHS 1937	NET INCREASE FOR 1937
Active.....	407	425	5	15	37	3	2	18
Honorary.....	11	11	..	..	..	..	..	..
Life.....	1	1	..	..	..	..	..	..

In securing the payment of 1937 dues the Secretary-Treasurer's office mailed at different times thruout the year two communications urging renewal of membership. These letters were in addition to the customary notice of dues sent out at the beginning of each year.

Subscriptions and Sales

There was an increase of 14 subscriptions to the *Review of Educational Research* during 1937, there being 468 subscriptions in 1936 as compared with 482 subscriptions in 1937. Letters were mailed at various times during the year as subscriptions expired, urging renewal.

The income received from the sale of single copies of the *Review*, *Official Report*, and reports during 1937 amounted to \$1586.38, a sum approximately \$400 below the amount anticipated in the budget for 1937. The income from the sale of these publications during 1936 amounted to \$1994.01.

Official Report

Information concerning the cost and sale of the 1937 *Official Report* is given below:

NUMBER PRINTED	COST OF PRINTING	NUMBER DISTRIBUTED TO MEMBERS	NUMBER SOLD	RECEIPTS FROM SALES
615	\$698.67	450	149	\$223.50

Applications for Membership and Action Taken

Twenty-seven applications for membership in the Department were approved by the Executive Committee. Of these 27, 19 accepted membership for 1937, 6 accepted membership for 1938, and 2 are pending acceptance. In addition, 18 others accepted invitations to membership which were extended them in 1936, making a total of 37 new members during 1937.

At the time this report is prepared 11 applications await the action of the Executive Committee at the Atlantic City meeting.

Review of Educational Research

The issues of the *Review* published during 1937, together with information concerning the cost of printing, number of copies distributed, number of copies on hand, etc., are listed on the following page:

TITLE	CHAIRMAN	NUMBER PRINTED	COST OF PRINTING	NUMBER DIS- TRIBUTED	NUMBER ON HAND
Vol. VI, No. 5, Mental Hygiene and Adjust- ment.....	Harry J. Baker....	1,500	\$532.67	965	535
Vol. VII, No. 1, Educa- tional Sociology.....	Charles C. Peters..	1,500	390.55	1,080	420
Vol. VII, No. 2 The Curriculum.....	Henry Harap.....	1,500	459.12	1,330	170
Vol. VII, No. 3 Teacher Personnel...	Earl W. Anderson..	1,500	439.18	1,130	370
Vol. VII, No. 4 School Organization..	W. C. Reavis.....	1,500	349.27	1,010	490

Summary of Receipts and Expenditures

There follows a summary of the receipts and expenditures from January 1, 1937, thru December 31, 1937.

Miscellaneous Activities

Research Memorandum on Education in the Depression, a report prepared by the Educational Policies Commission with the cooperation of J. B. Sears and published by the Social Science Research Council as one of its series of studies in this field, was sent gratis to each member of the American Educational Research Association under date of July 19, 1937, as was also the supplementary document issued by the Commission, entitled *A Bibliography on Education in the Depression*.

The Secretary-Treasurer's office as in past years has furnished, on request, information concerning the American Educational Research Association, qualifications for membership, the *Review*, etc. Approximately 500 bills have been sent out covering subscriptions to the *Review*. Letters have also been sent to contributors to each issue of the *Review* advising them that reprints of their chapters may be obtained at cost should they so desire. A letter was sent in November to each member to ascertain the correct names and positions for inclusion in the directory published in the December *Review*.

In an endeavor to increase the sales and subscriptions to the *Review* and the *Official Report*, a letter and advertising leaflet were sent under date of May 6, 1937, to approximately 700 libraries and 200 deans of schools of education. A letter calling attention to the *Official Report* was also sent to subscribers to the *Review*.

Activities in connection with the annual meeting and dinner of the Department have been handled, including the printing of the *Program* for the meeting, the *Program* and tickets for the dinner, and a leaflet comprising the first report of the Committee on Awards.

The Secretary-Treasurer's office handled the editorial work, printing, and distribution of the third *Official Report* of the Department, covering the 1937 meeting. Each member of the Department received a copy of the *Official Report* as part of his membership. The income from the sales of the remaining copies is shown earlier in the Secretary-Treasurer's report.

Various members of the staff of the Research Division, National Education Association, have spent considerable time checking references, reading proof, and otherwise getting manuscripts for the *Review* ready for the printer. Approximately 3700 references included in the last five issues of the *Review* have been checked in this manner. The members of the editorial staff of the Division of Publications of the National Education Association also assist in the editing and proofreading of the *Review* and of the *Official Report*. All told, these services are approximately equivalent to the time of one person for 200 working days per year.

SUMMARY OF RECEIPTS AND EXPENDITURES FROM JANUARY 1, 1937, THRU DECEMBER 31, 1937

	BUDGET	RECEIVED
Receipts		
Dues of active members.....	\$2,025.00	\$2,205.00
Subscriptions.....	1,660.00	2,076.56
Sale of single copies of the <i>Review</i> , <i>Official Report</i> , and reports.....	2,000.00	1,586.38
Sale of tickets to annual banquet.....	262.50	148.50
Miscellaneous.....		28.66
*Transfer from Reserve Balance as of January 1, 1937.....	1,732.50	1,732.50
Total.....	\$7,680.00	\$7,777.60
	BUDGET	DISBURSED
Expenditures		
Clerical service at N. E. A. headquarters.....	\$1,000.00	\$804.97
Printing programs for annual meeting.....	85.00	76.65
Printing <i>Review</i> (6 issues @ \$600 per issue).....	3,500.00	2,668.23 ¹
Printing membership cards.....	35.00	51.65
Postage and mailing, supplies, publicity, addressographing, multi-graphing, mimeographing.....	935.00	1,039.17
Expenses of the Editorial Board.....	325.00	166.01
Expenses of the annual banquet.....	325.00	189.67
Purchasing and mailing of five issues of the <i>Research Bulletin</i>	100.00	74.56
Printing <i>Official Report</i> , New Orleans meeting.....	775.00	698.67
Joint Yearbook Committee of the A. E. R. A. and Department of Classroom Teachers.....	150.00	148.84
Committee on Awards (Walter S. Monroe, chairman).....	300.00	166.68
Miscellaneous.....	50.00	41.60
Bad accounts.....	100.00	120.44
Total.....	\$7,680.00	\$6,247.14
Balance N. E. A. treasury, January 1, 1937.....	\$7,732.86	
*Less transfer from Reserve Balance as of January 1, 1937.....	1,732.50	
Net balance N. E. A. treasury, January 1, 1937.....		\$6,000.36
Receipts.....		7,777.60
Total.....		\$13,777.96
Disbursements.....		6,247.14
Cash balance N. E. A. treasury, January 1, 1938.....		\$7,530.82

¹ Includes printing of six issues of the *Review* (October 1936 thru October 1937).

REPORT OF THE JOINT COMMITTEE OF THE AMERICAN
EDUCATIONAL RESEARCH ASSOCIATION AND
DEPARTMENT OF CLASSROOM TEACHERS

February 1938

For more than two years a joint committee of the American Educational Research Association and the Department of Classroom Teachers has been working on plans for a volume of about 250 pages on the general subject, "The Use of Research by Classroom Teachers." It is hoped that the volume will result in a much wider use of research findings and research procedures in the nation's classrooms.

The proposed volume will consist of two major parts, of which the second will be considerably the larger. Part I will consist of four introductory chapters dealing with: (1) the need for wider use of research in the classroom, (2) the potential value of research to teachers, (3) suggestions to teachers on the interpretation and evaluation of research, and (4) a discussion of the teacher's opportunities and responsibilities as a research worker. The second part of the yearbook will consist of a series of chapters prepared by research specialists in which the major implications of research in various fields will be pointed out. These chapters will not be in any sense reviews of research. Mention will almost never be made to specific research studies. There will be no description of research technics and no lists of findings. Instead, each contributor will attempt to point out what, in his judgment, are the most important teaching suggestions that can be offered as a result of all the research that has been done in his own field. A total of fifty-four reviewers are giving the Committee their cooperation.

First-draft manuscript is already in hand for virtually all of the volume. Some of the manuscripts have been reviewed and revised one or more times. According to present plans, final revision of the manuscripts by the various contributors will be done during the spring and summer months, as rapidly as all the criticisms from reviewers can be gathered. The yearbook Committee will meet early in the autumn for final review of the manuscript. It is hoped that the material can then be edited and published in time to appear in February 1939.

Representing the American Educational Research Association on the Committee are William S. Gray, Prudence Cutright, and Paul T. Rankin. Representing the Department of Classroom Teachers are Mrs. Myrtle Hooper Dahl, *chairman*, Edna Greene, Hilda Maehling, Robert Wayne Clark, and Wilbur Raisner.

A PLAN FOR THE AFFILIATION OF LOCAL EDUCATIONAL
RESEARCH ORGANIZATIONS WITH THE AMERICAN
EDUCATIONAL RESEARCH ASSOCIATION

1. Each affiliated organization shall contribute twenty-five cents per member to the American Educational Research Association.
2. Members of affiliated organizations shall be entitled to receive each year either one issue of the *Review of Educational Research* or the *Official Report* of the annual meeting; requests for the *Review* or *Official Report* shall be placed in bulk thru the chief administrative officer of each affiliated organization at the beginning of each year.

BRIEF REPORT OF THE COMMITTEE ON AWARDS PRE-
SENTED TO THE EXECUTIVE COMMITTEE
AND BUSINESS MEETINGS

Atlantic City, Saturday, February 26, 1938

(For complete report see "Citations for Outstanding Contributions to Educational Research" on following pages)

The Committee on Awards, appointed shortly after the annual meeting a year ago, has held two meetings, one in New York City on May 17 and the other in Washington, D. C., on October 29. W. G. Carr has had the report of the Committee, giving the selection of outstanding studies, printed in leaflet form and copies will be distributed at the Annual Dinner Meeting on Monday evening when formal announcement of the awards will be made. The recipients of the awards have been invited to attend the dinner as guests of the American Educational Research Association.

As the treasurer's report shows, the Committee on Awards has kept well within the appropriation of \$300. Since only one meeting is contemplated during 1938, the expenses will doubtless be less than during 1937. It may be advisable to keep the amount appropriated for this Committee at \$300, because the expenses will vary with the geographical distribution of the members of the Committee, but if it seems desirable, the expenses of the current year indicate that the amount might be reduced to \$250 or even \$200.

Respectfully submitted,
WALTER S. MONROE,
Chairman.

Citations
for
Outstanding Contributions
to
Educational Research

Selected from Studies Listed in the 1936 Volume
of the *Review of Educational Research* by the

COMMITTEE ON AWARDS

AMERICAN EDUCATIONAL RESEARCH ASSOCIATION

A Department of the National Education Association

February 1938

Report
OF
THE COMMITTEE ON AWARDS

THE COMMITTEE ON AWARDS was created by the American Educational Research Association at its meeting on February 20, 1937. Following the procedure indicated in the resolution approved by the Association, nominations of outstanding researches were secured from the members of the committees which prepared the numbers of the *Review of Educational Research* for 1936. The nominations for each of the five fields were submitted to groups of judges for evaluation. These judges were also asked to make additional nominations. Each piece of research was examined by one or more members of the Committee.

THE COMMITTEE ON AWARDS gave consideration to 35 nominations; 3 in the field of Mental and Physical Development; 7 in the field of Pupil Personnel, Guidance, and Counselling; 3 in the field of Psychology of Learning, General Methods of Teaching, and Supervision; 14 in the field of the History of Education and Comparative Education; 7 in the field of Mental Hygiene and Adjustment. The number of judges reporting ratings in these fields varied from 9 to 13. The Committee was impressed by their substantial agreement. None of the studies selected received the highest possible rating by *all* judges, but the average of the ratings indicated that these studies should be recognized as outstanding.

THE COMMITTEE ON AWARDS desires to express its appreciation for the cooperation of the members of committees of the *Review of Educational Research* and of those who rated the studies nominated for consideration. Without this cooperation, the Committee could not have fulfilled its responsibilities.

Respectfully submitted,

CARTER ALEXANDER
BESS GOODYKOONTZ
WALTER S. MONROE, *Chairman*

The Awards

WITH COMMENTS BY THE COMMITTEE

In the field of Mental Development.

BAYLEY, NANCY. *Mental Growth During the First Three Years: A Developmental Study of Sixty-One Children by Repeated Tests.* Genetic Psychology Monographs, Vol. 14, No. 1. Worcester, Mass.: Clark University Press, 1933. 92 p.

A study characterized by a systematic and careful application of approved technics and by a scholarly report. The findings bring into question conclusions based on previous investigations and thereby indicate a need for further research in this field.

In the field of Psychology of Learning.

BRENNER, BENJAMIN. *Effect of Immediate and Delayed Praise and Blame upon Learning and Recall.* Contributions to Education, No. 620. New York: Teachers College, Columbia University, 1934. 52 p.

A carefully planned and conducted experimental study. The report includes a critical review of previous investigations, a detailed analysis of the problem of motivation and conclusions based on the synthesis of the findings and those of previous investigations.

In the field of History of Education.

CURTI, MERLE. *The Social Ideas of American Educators.* Report of the Commission on the Social Studies, American Historical Association, Part X. New York: Charles Scribner's Sons, 1935. 613 p.

A scholarly work, illustrative of the historical approach in the study of current conditions. The nature of the content and the style of presentation should make the volume attractive to the classroom teacher and the school administrator.

In the field of History of Education.

MORISON, SAMUEL ELIOT. *The Founding of Harvard College*. Cambridge, Mass.: Harvard University Press, 1935. 472 p.

MORISON, SAMUEL ELIOT. *Harvard College in the Seventeenth Century*. Cambridge, Mass.: Harvard University Press, 1936. 2 vols.

A historical study characterized by interpretation of data obtained from original sources; a study in which the author has achieved the happy combination of scholarliness and attractiveness. Although it is concerned with a single institution, the study contributes to an understanding of the development of higher education in this country.

In the field of Mental Hygiene.

JERSILD, ARTHUR T., and HOLMES, FRANCES B. *Children's Fears*. Child Development Monographs, No. 20. New York: Teachers College, Columbia University, 1935. 356 p.

Although the data were obtained from records by parents and teachers and from interviews and adult reports, the authors believe them to be highly reliable and valid. The report reflects the open-mindedness of the authors and their critical analysis of the problem. Important contributions are made in the field of child development.

*DEPARTMENT OF
ADULT EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF ADULT EDUCATION was established by vote of the Representative Assembly, July 8, 1921, as the Department of Immigrant Education. The first meeting was held in 1922 in Boston. In 1924 the name of the Department was changed to the Department of Adult Education. See PROCEEDINGS, 1924:566.

The officers of the Department for the year 1938-39 are: PRESIDENT, George C. Mann, Director of Adult Education, State Board of Education, Los Angeles, Calif.; VICEPRESIDENT, Mrs. Elizabeth C. Morriss, Director of Adult Education, Raleigh, N. C.; COORDINATE VICEPRESIDENTS, Caroline A. Whipple, Supervisor, Adult Education, State Department of Education, Albany, N. Y.; George L. Maxwell, Assistant Director, Education Division, WPA, Washington, D. C.; M. S. Robertson, State Director, WPA Education, New Orleans, La.; Frances K. Wetmore, Board of Education, Chicago, Ill.; Paul Essert, Principal, Opportunity School, Denver, Colo.; SECRETARY, Frank N. Debatin, Dean, Washington University, St. Louis, Mo.; ASSISTANT TREASURER, George R. Bryant, State Supervisor, WPA Education, Columbus, Ohio.

This Department meets once a year in July. The annual dues, \$1, are payable to the Department of Adult Education of the National Education Association. The Department publishes a bulletin. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1921:460	1926:329-372	1930:249-274	1934:273-296
1922:905-968	1927:293-334	1931:315-342	1935:255-270
1923:669-704	1928:263-304	1932:263-282	1936:161-176
1924:565-582	1929:277-316	1933:275-308	1937:177-202
1925:337-353			

PRESIDENT'S REPORT

MAUDE E. AITON, PRINCIPAL, WEBSTER SCHOOL, WASHINGTON, D. C.

IT HAS BEEN THE HOPE of the Department of Adult Education during the past two years to approach in certain logical and particular ways three general objectives:

1. The clarification for ourselves of our present and future functions
2. The development of a constructive plan for the performance of these functions
3. The enlistment of active interest thruout the length and breadth of this country.

An effort has been made to enlist in this work the initiative, talent, and labors of every willing person in order that the executive committee of officers might be truly agents of a democratic organization. The particular means thru which we have tried to work out our program have been: (1) the semiyearly conferences; (2) the service bulletin; (3) active state committees thruout the nation on membership, legislation, and publicity; and (4) the Commission on the Enrichment of Adult Life, and Committees on Research, Social Economic Education, Amendments, and Resolutions.

Conferences

In the large conferences we have tried to bring together representatives of all parts of the country, all viewpoints—to pool experiences and coordinate plans for the general welfare. We are justifiably proud of the work of our program chairmen, and jubilant over the lists of truly great leaders who have been willing to talk to us, advise with us, and enter into our general discussions.

At the first meeting in New Orleans in February 1937, we were made aware of the more recent undertakings in adult education. We learned from leaders in university extension, libraries, churches, motion picture projects, radio, CCC camps, public forums, and the press of our responsibility for cooperation in a comprehensive program in which each phase of adult education makes its own contribution. The Department recognized, for example, that "the Works Progress Administration has provided service to several million adults and tens of thousands of unemployed teachers, and thereby furthered the movement of adult education." The Department approved thru resolutions, "(a) the inclusion of adult education in the nation's plans for recovery; (b) the policy of the WPA to integrate WPA education with programs of established agencies of public education in states, counties, and school districts; (c) its policy to maintain high standards for qualifications in teachers, supervisors, and teaching materials." The Department also went on record as recommending the "continuance of this program until permanent facilities can be established by local, state, and federal agencies."

The question of federal aid for adult education as discussed at the New Orleans conference centered about the need for aid in the removal of illiteracy among the various states and territories and the teaching of the ele-

ments of citizenship. The development of legislative plans in the Department which have assumed much importance will be discussed elsewhere in this report.

The program of the conference in Detroit, June 1937, was self-centered in a sense. We attempted an objective, constructive criticism of our own practices; and tried to find thru this means practical suggestions for the "Next Steps in Adult Education." In order that we might have reflections from the North, South, East, and West, fifty people were invited to participate in planning the program and did so. The same number of persons whose experience and opinions we are bound to respect shared in the discussions. We were confronted by the program chairman with these two barbed shafts, directed at us thru him: One critic said, "Adult educators think they discovered America, and with all the enthusiasm of explorers and pioneers, they haven't stopped to take stock of themselves and to criticize their practices, and in the light of that criticism, to attempt self-improvement." The other said: "I have attended a good many adult education meetings and have been impressed by the fact that all such meetings were given over very largely to people telling how good their various programs or activities were, but failing to be sufficiently critical in special reporting. It would perhaps be healthful if for one meeting we could check our importances at the door, come in and look at ourselves very objectively, pointing out where our weaknesses lie." This meeting at least put us on guard against smugness.

In February 1938 a conference in Atlantic City centered about the problems of American youth and our responsibilities in connection with plans for them. Questions of federal grants had become of absorbing interest with the release of the report of the President's Advisory Committee on Education, and much time was spent in discussion of policies relative to federal aid to adult education.

At each conference we joined the National Council on Naturalization and Citizenship in a meeting devoted to the more recent problems connected with naturalization, and the discussion of plans for cooperation with the government in plans for citizenship training.

The Commission on the Enrichment of Adult Life has made a report at each conference. It is to be noted that Basic English and the initial work in that field by Mary L. Guyton in Boston and Helen H. Shears in Washington, D. C., was an important offering at the meeting in February, marking the spread of the system in this country and setting the stage for additional centers for its study and growth.

The Bulletin

The *Bulletin* has been edited by Caroline A. Whipple, who has more recently had the assistance of John Herring as co-editor, Mildred L. Wiese on the editorial staff, and Jessie Robbins, assistant from the N. E. A.

The Department owes to Miss Whipple's energy and devotion the recording of the most vital and inspiring messages that have been brought to us at

our meetings; the helpful news bulletins on work that is being done in this country; the informative book reviews published in each number. The *Bulletins* that have been published since June 1936 when the Department again resumed separate publication, have offered contributions to us as workers from real leaders. The reflections and counsels of these devoted men and women are now our very own possessions. If we have followed them with half the earnestness we enjoin upon those we ourselves are trying to lead into the light, we see now a little more clearly our responsibilities and "our eyes are fixed," to quote from one, "a little less waveringly upon will-o-the-wisps, and a little more firmly upon clear, burning harbor lights."

Committees

Membership—The value of an organization is dependent upon what the individual gives to the organization thru membership, and what the organization gives in turn to the individual. Our rapidly increasing membership reflects the increasing desires of individuals for something they feel we have to give. Thru this increased membership we have been able to crystalize the purposes of our Department, and to give more largely—to share the fruits of our experience. We must be very sure of careful guidance as the movement grows. Our responsibilities are heavy in the matter of giving.

Publicity—Publicity chairmen in each state, as well as membership chairmen, have been instrumental in disseminating information relative not only to the Department's work, but to adult activities in general. Witness the North, South, East, and West section of the *Bulletin*. The president retained the general chairmanship of both publicity and membership committees in order to be in close touch with the needs and purposes of those working in the various parts of the country. Conference trips to New York, Ohio, Indiana, Illinois, Missouri, and Louisiana have demonstrated the stimulating effect of personal effort.

Legislation—As will be remembered, the Department of Adult Education has, with a small dissenting minority, concurred in the findings of the Educational Policies Commission to the effect that the "National interest in an educated citizenship requires greater federal participation in school support."

As a working basis for proposals of federal aid to adult education, suggestions for a bill were made and discussed at the conference in New Orleans. These suggestions included proposals for a federal grant of \$25,000,000 annually, to be apportioned on the basis of illiteracy for "aid in the removal of illiteracy among the various states and territories and the teaching of the elements of citizenship." The sense of the conference favored such aid. The president was instructed to form a committee for further investigation and study, looking toward the formulation of a bill. A detailed report of this discussion is on file for your further information.

Following this action of the Department, your president, acting in the capacity of legislative chairman, held conferences with representatives of the National Education Association, the United States Office of Education, the American Council on Education, the President's Advisory Committee on Education, the United States Immigration and Naturalization Service, the

American Federation of Labor, and polled the committees on education in Congress, first to ascertain their views as to what would be of value, and later at other conferences to discuss the principles of a bill that might have the approval of all agencies concerned.

These conferences resulted in the drafting of a tentative bill which was presented for discussion at the Detroit meeting in June 1937. The president was instructed to circularize this tentative bill, to appoint legislative committees in each state which should: (1) study needs in adult education in their several states, (2) summarize information relative to present laws and their administration, (3) disseminate information and promote interest in legislation for adult education, and (4) present to the central committee a plan representing the consensus in that state.

These committees were appointed. Two hundred and thirty-six leaders in forty-five states accepted membership. Reports came in gradually over the period of six months from thirty-five states, some with emphasis on needs, others confined to the present status of laws on adult education, and some with direct comments upon federal legislation as state committees. A few sent proposals in the form of suggested bills. A tabulation of responses shows a somewhat representative distribution—13 from the New England and eastern states, 11 from the South, and 11 from the West and Middlewest. The governors of twenty-four states have written letters of commendation for our objectives, twenty-one of whom agreed to act in an advisory capacity on the state legislative committees. Of the twenty-five, 3 are from the New England and eastern states, 11 from the South, and 10 from the West and Middlewest.

It became increasingly evident that the general trend of opinion was toward outright grants with apportionments based on the whole adult population, and under the control of state departments of education; that the states should be prepared gradually to take over full responsibility for their own programs; that definite action by the Department should be delayed until after the report of the President's Advisory Committee. A second and third revision of the tentative bill was made in an effort to conform to the needs and desires of the country as a whole. These were circularized as a basis of discussion and planning.

Interest was sufficiently aroused by March 4, 1938, to result in the introduction of two identical bills in the Senate and the House—S. 3604 by Senator Hatch of New Mexico, and H. R. 9743 by Representative Secrest of Ohio. These bills follow in principle the recommendations of the Reeves Committee and would authorize the appropriations of \$90,000,000 to be distributed over a period of five years and apportioned on the basis of the adult population for the removal of illiteracy, providing for training in citizenship and other branches of adult education; a portion of the funds (not more than a third) to be used by the Office of Education in cooperation with the states for experiment, research, and teacher training. The state department or equivalent branch or officer in each state would receive the funds; initiate, promote, and develop plans within the state; and have sole power in the certification of teachers.

At the Atlantic City meeting in February 1938 the Department gave instructions to the president to work for legislation which would incorporate the Reeves recommendations in full. After consultation with our Congressional sponsors, it was decided to join the N.E.A. legislative group and accept the education bill as drafted by their committee. Your president, therefore, represented the Department at a conference called by Sidney B. Hall, chairman of the N. E. A. Legislative Commission, March 24, where various groups were represented, to consider an amendment to the Harrison-Fletcher Bill, which was introduced as a substitute in the Senate—S. 419, and in the House as H.R. 10340. Title II deals with "Grants to States for Adult Education." A copy of this portion has been sent to each member of the legislative committees thruout the states. It was also published in the April number of our *Bulletin*.

Hearings were not held on this bill. Encouraging letters have come, however, from fifteen members of the committees on education in Congress; and from twenty-four state organizations. Many leaders have indicated their willingness to come to Washington to speak before the Congressional Committees at hearings.

As a Department we hope that the passage of this bill may lessen the serious inequalities in educational opportunity thruout the country. There are those who still look upon federal grants as an "ominous departure from our American system of local control of education"; others believe that none should benefit from these provisions save publicly supported agencies. Many feel that a bill for adult education should be introduced separately and stand or fall on its own merits.

It seems to us that careful and thoro hearings when the bill is reintroduced at the next session of Congress, will serve to compose the larger difficulties. At least our voices are being heard in the land as we "assert a paramount need for adult education, and state that democracy cannot get along without it." The question of publicly supported adult education is before this organization for careful and considered action, which we hope will reflect the carefully considered conclusions of our whole competent citizenry.

It should be noted that on Tuesday, June 7, Senator Harrison made an effort on the floor of the Senate to have the education bill considered before the close of the 75th session. The discussion arising from his effort will interest our members. A copy is on file.

A committee will be appointed at this meeting to be ready with an analysis of the bill at Wednesday's meeting in order that at that meeting the recommendations of the group can more readily be given as to what policies should be followed at congressional hearings and as to the extent that power of action may be given to representatives at hearings. It is suggested that a permanent legislative committee be appointed at once by the incoming president, this committee to prepare for the hearings for next year.

Other committees—The following committees were suggested at the Atlantic City meeting in February and have been appointed:

Nominating Committee—Mrs. Flora Robison, *chairman*, Thomas Fansler, Frances Wetmore, Wil Lou Gray, E. M. Hosman.

Research Committee (to act as a clearinghouse for materials)—Frank D. Debatin, *chairman*, Mildred L. Wiese, Mary Guyton, Wil Lou Gray.

Committee on Social Economic Education—John Herring, *chairman*, Winifred Fisher, Thomas Fansler, Katherine Kohler.

Committee to Suggest Amendments to the Present Constitution—John Herring, *chairman*, Caroline A. Whipple, George C. Mann, Mrs. E. H. Wood, Mildred L. Wiese.

Committee on Resolutions—Leonard C. Murray, *chairman*, George C. Mann, Roben J. Maaske, Cornelia S. Adair, George R. Bryant, Katherine Kohler.

A committee to plan for preliminary and in-service training for teachers was suggested at Atlantic City, but not appointed. The object of this committee would be to survey all universities giving adequate courses, issue thru the *Bulletin* descriptions of such courses, and carry on further work that seems advisable to the committee.

Finances

May we thank the National Education Association for the substantial help given in the form of subsidy, and the American Association for Adult Education for willingness to help financially in an effort to give our members an opportunity to have the publications of that organization. We are deeply indebted also to the N.E.A. for services in the central office. The United States Social Security Board has furnished us valuable material for distribution as has the United States Reclamation Service. The *Adult Study Guide*, prepared by the Research Department of New York University has been offered to our members for a nominal price.

It is earnestly recommended that a committee on finance be named by the incoming president to function thruout the administration, not merely to audit our usual summaries of statements from the central office but to serve as a planning committee for securing a subsidy for our *Bulletin*, and other financial aid until such time as the organization becomes self-supporting. This goal, our experience tells us, will not be reached until we have a membership of at least ten thousand members.

Appreciation

Thruout the two years of this administration I have been deeply grateful to the executive officers who have served with me and who have given of their time and money to be at our meetings, to come to extra executive committee meetings, to meet groups of people in the various parts of the country to present the objectives of this Department. I have also deeply appreciated the work done by the many committees thruout the United States who have so willingly and enthusiastically carried out the work assigned them.

Tho the Department has done excellent work for many years, I myself feel that we are only at the beginning of a tremendous movement taking place in our country and we must go forward with even more zeal and earnestness to meet our growing responsibilities.

ADULT EDUCATION

EDMUND DE S. BRUNNER, PROFESSOR OF EDUCATION, TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

Before 1930 the adult education field was very largely in the hands of non-school agencies, except for vocational education. The emergency education program of the Works Progress Administration and the awakening of the schools to the possibilities of adult education has measureably changed this situation. The President's Advisory Committee on Education has recommended liberal grants to public adult education. This raises the possibility of competition between public and private agencies or at least overlapping in the program.

There is no reason, however, why the situation cannot be adjusted. There are both private and public schools. Tho the private agencies of adult education will probably suffer from loss there is room for both. Public agencies in their new self-consciousness and enthusiasm must recognize this.

Estimates of the American Association for Adult Education indicate that the great majority of persons enrolled in adult education enterprises are still concerned with private groups. There is a sociological reason for this, since many of these groups are social groups related to settlement houses, churches, trade groups, women's clubs, and the like. These private groups can be used as experimental grounds for the development of improved technics and for attempted projects which, if successful, would be transferred to the broader ranges of public adult education.

California gives us a clue to this. Here both private and public agencies cooperate closely with the State Council for Adult Education which is housed in a public building and whose officers have status also as representatives of public agencies.

Private agencies can work on special implications of various problems as, for instance, the churches with their interest in the ethical aspects of public questions. The final solution will probably come thru community and state-wide councils in which there will be complete pooling of resources and appraisals of the total needs of any given situation.

AFTER NATURALIZATION—WHAT?

G. L. MAXWELL, ASSISTANT DIRECTOR, EDUCATION DIVISION, WPA,
WASHINGTON, D. C.

"... and so they were married and lived happily ever afterward." Such is the happy ending of *Snow White and the Seven Dwarfs*, and of a hundred children's fantasies, and of a thousand stories of romance. It is the ending which we like for our fantasies and romances. But we all know that the so-called happy ending is really only a beginning. What happened to Snow White and her Prince after they were married? Did they press forward into the new and deeper and richer experiences of mature life, or did their life together lapse into a dull routine, its only adventures found in

memories of romantic youth? We accept the "lived happily ever afterward" ending to tales of love only when we are frankly seeking for fantasy, for romance, for escape from the more serious facts of life.

But in naturalization education we sometimes come perilously near to accepting a fairy tale ending as tho it were true to the facts. "And so he was naturalized and lived ever afterward as a good American citizen." Is that a true story ending or a fairy tale ending? Is naturalization the end of civic education for the foreign-born? Or is it only the beginning, the gateway whereby the new citizen enters into an experience of lifelong growth in enjoying the privileges and discharging the responsibilities of citizenship? Can he have this experience of growth without continuing education? Can you, can I, who were born into American citizenship, enter fully into that citizenship without lifelong education in civic affairs? How adequately were you, who were born a citizen, prepared to enjoy the privileges and discharge the responsibilities of citizenship when you reached your twenty-first birthday? To ask these questions is to make the answers so obvious that they need not even be stated.

Granted, then, that naturalization is only the beginning in the lifelong process of education in citizenship, what shall this education be? Particularly, what shall it be in the months just after the new citizen is naturalized—for these months are likely to set the pattern for the rest of his life? I shall not attempt a complete answer to these questions, but I shall try to indicate four things which we can do to help the new citizen grow into the full stature of American citizenship.

First, let the new citizen be given real responsibilities in community affairs. For months the candidate for naturalization has been told about the responsibilities of citizens in a democracy. There is grave danger that these responsibilities will be thought of as vague, theoretical, divorced from daily life, unless we deliberately plan to give the new citizen handles that he can take hold of immediately after naturalization. These must not be artificial handles. They must be handles which help to turn wheels which are geared to the going machinery of our community, state, and national life. As an example I would cite the alumni organization of the Americanization School in Washington, D. C., of which Miss Aiton is principal. Here the new citizens are immediately admitted to the alumni group, which is charged with definite responsibilities in the operation of the Americanization School. Alumni assist in recruiting new students, in advising these students as they enter the school, in helping them as they proceed on the road toward naturalization, and even in instructing them in their classes.

Second, bring the new citizen into every type of civic education which is available in the community—and if none is available, see that something is created at once. If you have public affairs forums in your community, see to it that new citizens are not only invited to take part, but that they are well represented on the committees responsible for planning and conducting these forums. They are likely to display a keener interest in public affairs and a better understanding of civic problems than many of us for whom citizenship is a birthright. If you have an adult education council in your commun-

ity, let there be representatives of new citizens groups on the council's executive board. They will bring a vitality and a freshness of viewpoint to our meetings which we sorely need. If you have no forums, no councils—see that some are created. One teacher organized a "new citizens' forum" which became one of the most active and valuable civic groups in the city. In a little western town of a thousand inhabitants, I have seen a group of about a hundred recently naturalized citizens become leaders of the community in all matters related to civic improvement.

Here let me take a moment to say that it is not advisable to attempt to shield the new citizen from the fact that we have some unsolved problems in America. This truth is not likely to shake his attachment to the principles of the Constitution. On the contrary, if the shortcomings in American life are presented as problems which the new citizen can help to solve, in his capacity as a citizen in a democratic society, the recognition of these problems will serve to enhance his loyalty to the principles of democracy. I once heard a great teacher speak this truth, which I have never forgotten. "The highest and strongest loyalty," he said, "is always the loyalty which is critical of the object of its loyalty—critical, because it can never be satisfied with imperfections and must always strive to make the object of its loyalty approach more nearly to the ideal." The truth that we value most highly, the things which we can help to create thru our own efforts is expressed humorously in the story of the man who died and went to the world beyond. There he found everything perfect, completed, ideal in every respect. There was nothing whatever for him to do. For a few weeks he enjoyed the contemplation of this flawless community, but eventually he began to be bored. Finally he said to an attendant: "I'm getting a bit tired of this perfect existence, with nothing to do. Do you mind if I go down to hell for a few weeks, for a change?" And the attendant replied, "Where do you think you've been all this time?"

Most of us have had the experience of joining certain types of "honor societies." After we had paid our initiation fees, had been initiated and invested with the pin or key, nothing happened. The society did nothing, except to go on electing more people to its distinguished rolls. You can testify as to the strength of your loyalty to such a society. Contrast with that experience your membership in organizations such as those represented here today—organizations which are admittedly far from perfect, which face a multitude of problems, but which have goals to work for and plans for working. You know that your strongest loyalties are to those groups which are still in the making, which have unfinished tasks before them, tasks for which your help is needed. America is still a democracy in the making, with vast unfinished tasks before it to challenge the best efforts of all of us. Our immigrant citizens of past generations have contributed generously to the pioneer efforts which conquered the nation's physical frontiers. Let us encourage the new citizens of today to give their best thought and labor to the pioneer efforts of our time to conquer our social frontiers.

Third, let us encourage new citizens to make their maximum contribution to our culture. Our American civilization, as well as our economic and

political life, is still in the making. We need the best which our new citizens can bring to us from their varied backgrounds. We need their music, their art, their dancing, their pageantry, and many of our communities are now recognizing the worth of these esthetic contributions thru community folk festivals. In my own city of Denver I have seen representatives of sixty nationalities present an annual folk festival which contributed enormously to the enrichment of the life of the city, as well as to mutual appreciation on the part of the various groups. Even the lowly Mexican beet worker gained respect in his own eyes and in the eyes of the community by virtue of his contributions of music, dancing, and handicrafts. But we should not limit our outlook to the artistic contributions alone. We have much to learn from some of our new citizens about family life, for example, about skill in the trades of the artisan, about community cooperation and solidarity. Let us not limit our recognition of the worth of these contributions to an annual folk festival, but let this recognition be a year-round process, extending to every area of human interest.

Fourth, we should recognize that the new citizen has the same basic educational needs as the native-born and we should see that the educational services of the community are made available to him as a matter of right, and not of benevolence. If we have services of parent education, the foreign-born mother who is a citizen is entitled to her fair share of these. If we have services of vocational education, the new citizen who is a breadwinner has a right to the best vocational training we can give. Let us avoid every appearance of condescension in offering these services. The new citizen is no longer a foreigner, an alien. He is an American citizen, and is thereby entitled by right to the best services which American society provides for its citizens.

In closing, I would point out that if we are to achieve aims such as these after naturalization, we shall have to begin to work toward them long before the time of naturalization. Life and education are continuous processes. The step of becoming naturalized will work no miracle either in the new citizen or in the educator. If we want the new citizen to assume responsibilities of citizenship after naturalization, he must learn how to assume and discharge responsibilities before naturalization. He will never learn this in a class taught in an authoritarian manner by an automatic teacher. The whole process of education from the beginning must be democratic.

If we want the new citizen to do his part to make this nation, great as it is, an even better, more democratic commonwealth, he must learn, from his first lesson in citizenship, that America is still in the making, a nation striving toward a democratic ideal which still lies beyond our complete grasp. He will never learn this in a class in which our government is presented as a perfect machine, wound up and set in motion by the founding fathers. If we want the new citizen to make his maximum contribution to our civilization, he must be met from the beginning with an attitude of appreciation and understanding of his own cultural background on the part of his teachers and advisers. He will never be encouraged to give his best to the country of his adoption in a class in which all things foreign to America are frowned upon and disparaged.

If we want the new citizen to continue to improve thru education in every phase of life—as a parent and homemaker, as a worker, in his health, in his leisure-times interests, as well as in his civic obligations, he must be introduced to education in these fields as a part of his education for citizenship. Furthermore, he must see that good home life, the welfare of children, good workmanship, public health, and community life are all bound up inseparably with citizenship. He will never learn this in a class which excludes all subjectmatter save that related to the facts of government. In short, the answer to our question, “After Naturalization—What?” is determined by the response we make to the question “Before Naturalization—What?”

REPORT OF THE SECRETARY

FRANCES K. WETMORE, BOARD OF EDUCATION, CHICAGO, ILL.

During the past year the Adult Education Department of the National Education Association has met twice.

The first meeting was held in Atlantic City, February 28-March 3, in connection with the convention of the American Association of School Administrators. The first session was given to the reports of the Commission on the Enrichment of Adult Life, by James A. Moyer, Mary L. Guyer of Massachusetts, and Robert Deming of Connecticut.

At the second session the subject considered was the education services for young adults—that is, various programs of education for out-of-school youth. Excellent addresses were given by Homer P. Rainey, director of the American Youth Commission; Richard R. Brown, deputy executive director of the National Youth Administration; E. L. Kirkpatrick of the University of Wisconsin; and Nat J. Fraine, director of Oglesby Institute of Wheeling, West Virginia. Frank P. Graham, president of the University of North Carolina, gave an inspiring address on “Adult Education, a State-Federal Responsibility.” This was followed by a meeting led by Lyman Brysch in which the promoting of community interest in adult education was considered by four speakers: J. Keith Torbet of New Jersey; A. L. Threlkeld of Montclair, N. J.; Rowland Haynes of Omaha, Nebr.; Willis A. Sutton of Atlanta, Ga.; and Margarite L. Clark of Los Angeles, Calif. A luncheon meeting was held at which two state programs for naturalization and citizenship were presented: the California State Program by George G. Mann, and the Illinois Program by Frances K. Wetmore. The final meetings were given to the consideration of state and federal legislation for public support of adult education.

At the meeting of the Department held in New York, June 27-29, Arthur F. Corey of Santa Ana, California, presented a paper on “The Teaching of Adults” in which he suggested the necessity of three principles necessary for teachers of adults: (1) liberality; (2) equality; and (3) ability to create a pleasant situation, and the necessity of choosing teachers on this basis rather than on a consideration of subject taught.

At the following meeting presided over by Morse A. Cartwright, Edmund deS. Brunner spoke of the relationship between public agencies of adult education and other organizations and groups in the community. (This address appears in the preceding pages.) The meeting then divided into four sections to consider the relations as they may be worked out: (a) in large cities with special attention to neighborhoods; (b) in suburban communities; (c) in towns; and (d) in states with particular reference to rural areas.

At a dinner meeting, John W. Studebaker, United States Commissioner of Education, spoke on “Today and Tomorrow in Adult Education under Public Auspices.” He stated it was no longer possible to give education to children only, but we must

stamp upon the public the necessity of adult education for the removal of illiteracy, the training in vocations, and the training in home economics and other forms of adult education.

At a meeting held on Wednesday, June 29, Bruno Lasker of New York, and George L. Maxwell of the educational division of the WPA, spoke on "After Naturalization—What?" (Mr. Maxwell's address is printed in the preceding pages.)

In the work of the Department during the past two years two facts of interest presented themselves to our notice: first, the rapid growth of interest and understanding of adult education resulting in increased membership and support of the Department; and second, the development of legislative programs, both state and federal.

Committees on Membership and Publicity and Legislative Committees were appointed in each state, and almost without exception they have functioned.

CONSTITUTION OF THE DEPARTMENT OF ADULT EDUCATION

AS AMENDED JUNE 29, 1938

ARTICLE I

Name

1. The name of this organization shall be "Department of Adult Education of the National Education Association."

ARTICLE II

Purpose

1. The purpose of the Department of Adult Education of the National Education Association shall be to promote adult education of all kinds in the United States and to insure continuity of purpose and effort in the development of an effective national program.

ARTICLE III

Membership

1. Membership in this Department shall be open to all who are actively engaged or interested in adult education work, upon the payment of an annual membership fee of one dollar.

2. All members of the Department shall receive the official publications of the Department.

ARTICLE IV

Officers

1. The officers of the Department shall consist of a president; first vicepresident and four coordinate vicepresidents; secretary; assistant treasurer.

2. The Executive Committee shall consist of the officers of the Department, an editor to be appointed by the Executive Committee, and two members named by newly elected officers.

3. In case of the resignation or death of the president, the office shall be filled by the first vicepresident. All other vacancies occurring within the Department shall be filled by appointment by the president of the Department.

4. The Executive Committee shall have jurisdiction in all matters related to the welfare or policy of the Department as a whole.

5. An advisory council representing the various public and private agencies and interest groups concerned with adult education shall be chosen by the Executive Com-

mittee, each member to serve for a period concurrently with the officers of the Department.

ARTICLE V

Election of Officers

1. Officers shall be elected biennially to serve for two years or until their successors are elected.

2. No one shall be eligible to any office of the Department who is not an active member, and no person shall hold the same office in the Department for more than two years in succession.

3. A committee on nominations of Department officers shall be appointed by the president prior to the annual meeting at the first session of the meeting, to suggest the names of candidates for offices then to become vacant.

4. The election shall be by individual written ballot or by such other method as the chairman may suggest.

ARTICLE VI

Meetings and Sessions

1. The annual meeting of the Department shall be held at the same time and place as the annual meeting of the National Education Association. The president may also arrange for such other national and local conferences as seem advisable.

2. The officers of the Department shall be elected at the annual meeting.

ARTICLE VII

Committees and Commissions

1. A committee on nominations shall be appointed as provided for in Article V of this constitution.

2. An auditing committee, to consist of three members of the Department, shall be appointed by the president at least three months before the annual meeting and shall report upon finances of the Department at the first regular business meeting thereafter.

3. The president shall appoint a resolutions committee and such other committees and commissions as are authorized by the Executive Committee.

ARTICLE VIII

Bylaws

1. The Department may, at any annual meeting, enact bylaws not inconsistent with the provisions of this constitution, subject to a referendum of the membership.

ARTICLE IX

Amendments

1. This constitution may be amended at any annual meeting by unanimous vote, or by a two-thirds vote of those present and voting, if formal notice of the proposed amendment or amendments shall have been presented to the members at least two weeks before action is taken, and due announcement of the proposed action shall have been made in the official publication of the Department.

REGIONS

Region I—Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, New Jersey, New York, Connecticut.

Region II—Pennsylvania, Delaware, Maryland, District of Columbia, Virginia, West Virginia, Kentucky, Ohio.

Region III—Tennessee, North Carolina, South Carolina, Georgia, Alabama, Mississippi, Arkansas, Louisiana, Florida, Oklahoma, Texas.

Region IV—Indiana, Illinois, Michigan, Minnesota, Iowa, Missouri, Nebraska, Kansas, North Dakota, South Dakota.

Region V—Montana, Wyoming, Colorado, New Mexico, Arizona, Utah, Idaho, Nevada, Washington, Oregon, California, Wisconsin.

*DEPARTMENT OF
ART EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF ART EDUCATION *became a part of the National Education Association by vote of the Representative Assembly on July 6, 1933. The creation of such a department was suggested "because art is an important subject, necessary to the development and culture of the childhood of America, and because this is a particularly important period in its life."* The Department developed from the Conference on Art Education.

The officers of the Department for the year 1938-39 are: PRESIDENT, Clara MacGowan, Art Department, Northwestern University, Evanston, Ill.; VICEPRESIDENT, Jane Betsy Welling, Art Department, Wayne University, Detroit, Mich.; SECRETARY, Mrs. Annabel J. Nathans, Director of Art, Public Schools, New Orleans, La.; TREASURER, Mrs. Dora B. Hatfield, Art Department, Lindbergh Junior High School, Kenmore, N. Y.; DIRECTORS: Grace M. Baker, Art Department, Colorado State College of Education, Greeley, Colo.; Elizabeth Robertson, Director of Art, Chicago Board of Education, Chicago, Ill.; William E. Warner, Department of Industrial Art, Ohio State University, Columbus, Ohio; J. B. Smith, State College of Education, Alamosa, Colo.; Sallie B. Tannahill, Teachers College, Columbia University, New York, N. Y.

This Department meets once a year in July. The annual dues, \$1, are payable to the treasurer of the Department. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1933:309-310
1934:297-300

1935:271-274
1936:177-184

1937:203-212

A NATIONAL PROGRAM FOR ART EDUCATION: A CHALLENGE TO ART EDUCATORS—*Abstract**

CLARA MAC GOWAN, ASSISTANT PROFESSOR OF ART, NORTHWESTERN UNIVERSITY, EVANSTON, ILL.

LIFE IN AMERICA has become increasingly national in character and outlook. Certainly it is high time that we face the pressing problems in art education with a national perspective. Before we can formulate intelligent national programs for art education in America, the crying need is factual and exact information on art education in public and private schools, and in normals, colleges, and universities.

I cannot outline in detail what such a survey should cover. It is or it should be one of the problems of the Art Department of the National Education Association to set the conditions and methods of such a survey. At the present time there are two bills in Congress which have as their main purpose the collection of such data on education in the fine arts. Only one of these, H. R. 8132—or the McGranery Bill—is specifically worded so that we understand national surveys will be carried on in the field of education in the arts. This bill will establish a Division of Fine Arts in the Office of Education and will include music, art, and dramatic art and speech.

However, once enacted into law, what we as members of the Art Department of the N.E.A. want to know is how complete the art education survey will be. Let us consider briefly the scope of such a national survey. There are several main problems here. One concerns itself with art instruction in public (and private) schools, the second with the training and preparation of art teachers, a third with art in the curriculum of institutions of higher education, and fourth, art in professional art schools. All of these are obviously related. With respect to the first, what we need to know are such things as these: the type and number of art courses in elementary and secondary schools; how many hours they are taught; some idea as to the type of work done; the number and size and the physical equipment of rooms and studies; if there are galleries for the exhibition of work; if traveling and exchange exhibitions are held; attendance at these shows; connections with private and public museums, art collections, and libraries, and their use of these; when art was introduced in the school, its growth, etc.; comparison of art in rural schools and in cities; and all pertinent material.

In the case of art teachers, especially in elementary and secondary schools, it would be desirable to find out several things. We want to know the number of art teachers. Next, and of greatest importance, would be knowledge about the training of art teachers themselves: the number and type of art courses, together with other subjects, that they have had and at what schools and under whom; what degrees or certificates they have;

* The two papers indicated with an asterisk were presented on the program of the Department of Art Education at Atlantic City, March 2, 1938. The other papers were presented at the New York City meeting.

what courses they teach with respect to their training and, if they teach other subjects, what part of their time is devoted to art and what to other subjects; if they are teaching creative subjects, are they creative artists in some way themselves; under what conditions they teach, their security, salaries, etc.

In the third place, we need a complete study of art in normals, colleges, universities, and professional art schools with respect to the above problems. These are the main problems in art education on which we need exact and factual information.

One of the best things that can be said about the Art Department of the N. E. A. is that it is in the greatest national organization of educators in America. Just as the main body of the N. E. A. has supported legislation for the national advancement of general educational opportunities, so, we, the Art Department, can do similar things of importance—not just for ourselves—but for all of America. If we can give young America the best art education, we should—and we should do so not only in the great states but in all the states.

If we, the members of the Department of Art Education, are instrumental in making such a survey a reality, first by supporting the McGranary bill, and second, by demanding a complete survey and its widest possible distribution, we shall have more than justified our existence as a professional group. Its accomplishments would then be not only a landmark for art education in America but for us.

THE COOPERATION OF ART TEACHERS IN OTHER COURSES AND ACTIVITIES OF THE SECONDARY SCHOOL—*Abstract* *

PAUL B. DIEDERICH, BUREAU OF EDUCATIONAL RESEARCH, OHIO
STATE UNIVERSITY, COLUMBUS, OHIO

The absence of any art program for the average pupil in our senior high schools is regarded as the gravest problem confronting art education today. In dealing with this problem, we must realize that it is due to a complex of forces in our society which neither individual excellence in teaching nor wishful thinking can overcome. It calls for educational strategy to devise ways to establish fruitful contacts with the arts in the daily living of these pupils. The so-called "core courses" which are springing up on every hand offer a promising entering wedge. These courses are new to the profession, and we have not yet learned how to make them work most effectively, but they profess to start with the needs and interests of children rather than with any accepted body of subjectmatter, and among these needs and interests they recognize the arts. Rather than regarding these professions with the suspicion they undoubtedly deserve in many quarters, the art teachers in many of these schools have chosen to accept them at their face value, to point out certain art needs and interests which no one can deny, and to

find a place for them in the core program where they will reach all pupils—not merely the handful who elect art courses.

Many of these art needs and interests are so obviously important in daily living that they are incorporated into the core program as units or activities *directed by the art teacher* while the social studies teacher sits on the sidelines contributing what he can to an understanding of the social forces which find expression in art. In every other unit of the core program in which art is not the central consideration and which, therefore, other teachers direct there are nevertheless important *art aspects* which must be taken into account. These aspects are suggested by the art teacher in the initial planning of the unit, and may be treated in accordance with these suggestions by the teachers who direct the unit; or, if they demand highly specialized competence, they may be treated by the art teacher who comes into the unit for a day or two, or for whatever time is necessary. Typical units or activities in the core program which teachers of the various arts have directed in one or more of the thirty schools are the following:

Personal appearance	Community and regional planning
Dinners, parties, and dances	Housing here and abroad
The home (many aspects)	Art in propaganda
The phonograph	Advertising (critically considered)
The radio	Store windows and displays
Television	Leisure-time art interests
The motion picture	Furniture and furnishings
The theater	Art in industrial design
The museum	New materials and their possibilities
Department stores	Functionalism
Public buildings	The pre-fabricated house
Public monuments	Streamlining
Eyesores and noises	Air conditioning
Gardening	Caricatures and grotesques
Landscaping	Jazz
City parks	Negro spirituals
National parks	Beauty in the five-and-ten-cent store
Travel—near and far	Magazines
Automobiles	Color printing
The trailer	Photography and illustration
Modernism in art	Problems of the artist
Other periods and movements in art	Art and civilization
Living in the machine age	

In dealing with such topics in the core program, art teachers are guided by certain principles which those who are responsible for the core program can usually be prevailed upon to accept. A complete statement of these principles has never been worked out, but it would include such items as the following:

1. All pupils should develop sensitivity to art values in daily living—not merely in art objects.
2. All pupils—with very few exceptions—should be able to sing, and should enjoy singing.
3. All pupils, among their other leisure-time activities, should be able to do something with their hands, and enjoy it.

The core program now developing in many secondary schools has been presented in the sincere belief that it is one of the most significant movements for the arts which has occurred in our generation. For the first time in many schools which have adopted it all pupils have opportunity for continuous contact with all of the arts thruout their secondary-school experience. Their art needs can be promptly and directly met, not only thru an art-school type of training in drawing, painting, etc., but thru the application of the creative process to art problems in daily living. The increasing number of core programs is a challenge to art teachers in making their work contribute more broadly to general education.

THE PREPARATION OF THE ART TEACHER—*Abstract*

BELLE BOAS, ASSISTANT PROFESSOR OF FINE ARTS, TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

The effectiveness of teacher training must be measured in two ways: (a) does it solve the peculiar problems of normal schools and teachers colleges; and (b) does it meet the future needs of the young teachers?

Some of the problems are as follows: the absurd shortness of time given to preparation; the multitudinous demands of state requirements to be covered, practically impossible of adequate fulfilment—there are twenty-four specialized art technics alone in one state, which would require years for the attainment of any degree of skill; the scattered courses having no relation or continuity, being rather the result of accumulation thru the years; and finally, the acceptance of candidates lacking the necessary qualifications.

Much of the above cannot be solved until we know more completely the future needs of the art teacher. Even if thoro training were possible in the various technics of painting, sculpture, and crafts, which obviously it is not, this training would not cover the many demands made. Besides teaching technics, there is the profound importance of knowing children of all ages, and of learning *at firsthand* their variability, their interests, their imaginative life. Until some better method can be devised than so-called observation and practice teaching, usually confined to half a year before graduation, the student enters the field unaware of the vital importance of teacher-pupil relationships in his particular profession.

He will, moreover, be called upon to lead and to participate in discussion, to advise parents about children's vocations, to write reports about pupils' progress, to help with publications, to supervise sets and costumes for plays. What time is there to give to teaching young students to prepare classes for museum trips, to write mimeographed material, to arrange effectively exhibitions of children's or artists' work, to learn how to study exhibitions, to examine the art of questioning, to plan color schemes for schoolrooms, to prepare an art assembly? How often is he permitted to sit in at a course of study meeting?

Some teacher-training institutions are taking a lesson from the progressive schools, and are using the laboratory and discussion methods. To

learn to do by doing under wise guidance, rather than to learn to do by listening, is the oldest method of sound education as well as the newest.

We must make the effort to send out the prospective art teacher with a sound, honest philosophy which he has seen tested in the schoolroom, with as thoro a training in technics as time allows, and with a belief in his profession which amounts to a vocation.

ESTHETIC EXPERIENCE AND GROWTH AS AN ESSENTIAL PART OF LIFE AND EDUCATION—*Abstract*

LESTER DIX, PRINCIPAL, LINCOLN SCHOOL OF TEACHERS COLLEGE,
COLUMBIA UNIVERSITY, NEW YORK, N. Y.

Basically, the aim of education is twofold—to develop and to socialize. Ideally, the two purposes are different phases of the same problem and are integrated thruout. Because of defects in our culture, however, we are far from this ideal.

Following the biological definition of life, modern education aims to make learning synonymous with life, behavior, and growth. Growth is achieved in any organism thru experimentation in new behaviors; if, however, any variation departs too far from the established pattern, the organism perishes. Thus the human being lives between two ultimate limits—free differentiation and controlling integration.

Today, because the complexity of the skills developed by the human animal has destroyed old patterns of integration, his very existence is threatened. The basic problem of civilization is to evolve new syntheses, and we can do this, not by regressing, but only by gaining control of the new variations in our lives. Present and future education, then, must aim toward expansion rather than restriction of experience, and toward preservation of integration thruout. I, for one, count heavily on the art educator in the building of this education.

From personal opinion, I submit the following as basic esthetic truths. Since the function of art is to enrich and make more manageable for every man the totality of his experience, sound art will always be rooted in the realities of organic existence and always naturalized in the pattern of life in a society. Being so rooted, it will be truly related, and it will at all times be sensitive to and expressive of its native culture. The artist, being more sensitive than others to life, is therefore a supersocialized personality. Art, furthermore, representing the complete union of physical activity, emotional play, and intellectual contriving, is the archetype of integrated experience, with the tendency of all such activity to emerge with a significant product.

In view of these definitions, the artist renders incalculable services to society. By lingering over and interpreting past experience, he enables us to take leave of the outworn and provides continuity in the midst of change. By sensing in advance cultural movements, he prepares us for new develop-

ments in the social scene. By perceiving clearly the confusions inherent in rapid change, he lessens our dismay in the face of chaos.

Similarly, the art educator, if he will take his students to the vital art of the time instead of to mausoleums of antiquarian classicism, can perform like services to education: by teaching the student the meaning of a fully integrated process; by accustoming him to the richest possible experience and thereby balancing and maturing his ideas; by supplying dynamic, self-actuating activity; by testing ideas against genuine feeling and thus evaluating them; and by persuading more directly and swiftly than any other force to new modes of living.

I am willing, therefore, to state that art is the most profoundly basic of educative experiences. If the schools could contrive to bring all of their activity within this framework, regardless of subjectmatter, we could cease worrying about many of the problems of education.

COMPOSITION, A LIVE ACTIVITY—*Abstract*

HELEN LYDIA RIDGAWAY, INSTRUCTOR, ART DEPARTMENT, HIGH SCHOOL OF
MUSIC AND ART, NEW YORK, N. Y.

There is need for carrying the organization known as composition beyond the intellectualized approach suggested by Dow.

The teacher as stimulant and guide is concerned with individuals and not with the mass. He must know these individuals in order to emphasize their educational growth rather than the subject with which he deals. Concerned with vitality, variety, and rhythm as elements, tho they are abstract, all his efforts are directed toward the emphasis and satisfaction of the demands within these forces—the giving of life, its change and flow as expressed in graphic form.

THE GUIDANCE OF YOUNG CHILDREN'S ART EXPRESSION—*Abstract*

NELLIE H. MACLENNAN, DIRECTOR OF ART, DEMONSTRATION SCHOOL,
NATIONAL COLLEGE OF EDUCATION, EVANSTON, ILL.

During recent years, the vivid impressions of childhood have been released thru generous use of paints, clay, and other materials. By nature of the short time children have lived, their experiences thus told take on naive and charming quality most satisfying. The enthusiastic reception of these childish productions has brought a tendency toward exploitation and a danger of pushing beyond the strength of the young child's yet immature development. The young child, in spite of his apparent "busyness," needs time to handle, touch, smell, taste, and see. Then, only, can he feel the quality of his world and understand its organization.

Guidance of children means giving to them the ownership of possessions—an equipment for fine and gracious living. There are three essential factors

in the guidance of young children's art expression which seem necessary for gaining this objective: (1) understanding and keeping alive their sensitivity to environment, (2) activities provided in the school situation, and (3) the teacher as a personality.

For the first—the child's environment—we need to realize that expression which is truly creative arises from and takes on the dramatic quality of experience. Children from any environment come to school with a rich equipment of sense experiences. The activities provided in school should be kept within the range of young children's understanding. Those most wholesome and leading to finest appreciations should be selected.

As for the teacher as a personality and his understanding of children, either as a specialist or room teacher, he must possess a sensitivity to the dramatic quality of living, a breadth of interests, and the ability to transmute these interests into the five- or six-year-old flavor of living. He must be willing to desire the insight which gains an understanding of the standards children set for themselves. He must establish a bond of companionship, perhaps, most of all, have faith in what they can do, and respect their efforts, no matter how crude. These ingredients in the teacher cannot fail to produce an environment where children express and grow comfortably and happily.

SECRETARY'S MINUTES

New York City

June 27-28, 1938

The Department of Art Education of the National Education Association met at the Museum of Natural History, New York, June 27-28, 1938, Grace M. Baker, president of the Department, presiding.

The meetings were conducted thruout according to schedule in the *Official Program*.

Business Meeting

Reports of the Committee on Research and the Committee on Publications were presented and approved. The Committee on Research reported work begun on a survey concerning present status of teacher preparation for art education. The Committee on Publications reported the following bulletins sent to the membership of the Department during the current year:

1. Report of the convention and addresses presented at New Orleans
2. Report of the convention and addresses presented at Detroit
3. The Bookshelf—a list of recent books on art and art education.

The aims and functions of the Department of Art Education as a national professional organization were discussed. Royal B. Farnum, president of the National Association for Art Education, was requested to read the nine points pertaining to the functioning of a national art association presented by him before the convention at Atlantic City. The members approved Mr. Farnum's report as desirable in the functioning of a single national art association whose scope will comprise all the needs in the field of art education. The Nominating Committee—Jean Dorrel, Helen Cleaves, Mildred Pickett—presented its report. By vote of the membership the secretary was instructed to cast a single ballot for the group of officers suggested by the Nominating Committee. (For list of officers see Historical Note, page 380.) The meeting was adjourned.



*DEPARTMENT OF
BUSINESS EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF BUSINESS EDUCATION was created in response to a petition read at the meeting at Saratoga Springs, New York, July 12, 1892, from the Business Educators' Association, requesting admission as a department of the National Education Association. The Business Educators' Association was organized in New York City in 1878. Its constitution was revised for acceptance by the Department of Business Education and may be found on page 958 of the PROCEEDINGS of 1894.

The officers of the Department for the year 1938-39 are: PRESIDENT, Joseph DeBrum, Sequoia High School, Redwood City, Calif.; FIRST VICEPRESIDENT, Lelah Brownfield, Alabama College, Montevallo, Ala.; SECOND VICEPRESIDENT, Herbert A. Tonne, New York University, New York, N. Y.; SECRETARY-TREASURER, Mrs. Frances Doub North, Western High School, Baltimore, Md.; EXECUTIVE COMMITTEE, Elmer E. Spanabel, Holmes School, Pittsburgh, Pa.; Ruby V. Perry, Margaret C. Hanson Normal School, New Orleans, La.; Mary Stuart, Brighton High School, Brighton, Mass.; Vernal H. Carmichael, Ball State Teachers College, Muncie, Ind.; E. W. Alexander, Vocational High School, St. Louis, Mo.; Mildred E. Taft, Colby Junior College, New London, N. H.; Margaret Kane, Wilmington Senior High School, Wilmington, Del.

This Department meets once each year in July. The annual dues, \$1, are payable to the secretary-treasurer of the Department. The chief publication is the QUARTERLY. Facts relating to the establishment of this Department and the record of the meetings are found in earlier volumes of PROCEEDINGS as follows:

1892: 31	1902:644-701	1911: 827- 868	1920:263-270	1929:317-334
1893:787- 808	1903:719-752	1912:1031-1094	1921:369-376	1930:275-292
1894:957- 994	1904:709-736	1913: 619- 636	1922:575-590	1931:343-358
1895:862- 890	1905:669-706	1914: 649- 662	1923:553-567	1932:283-302
1896:791- 835	1906:637-639	1915: 883- 940	1924:429-438	1933:311-326
1897:792- 824	1907:877-904	1916: 361- 396	1925:354-364	1934:301-312
1898:856- 892	1908:871-906	1917: 315- 344	1926:373-391	1935:275-284
1899:998-1030	1909:701-718	1918: 235- 248	1927:335-352	1936:185-194
1900:542- 581	1910:833-872	1919: 259- 270	1928:305-324	1937:213-224
1901:721- 757				

FIRST SESSION

OPENING ADDRESS

LOLA MACLEAN, EDUCATIONAL DIRECTOR, DETROIT COMMERCIAL COLLEGE,
DETROIT, MICH., PRESIDENT OF THE DEPARTMENT

EDUCATION in the United States expresses itself thru the National Education Association, its national spokesman. The National Education Association is the largest education association in the world, its membership of 200,000 comprising teachers and administrators representing every level of education from nursery school thru college and university. For the purpose of efficiency the Association has set up twenty-four departments, each devoted to a specific type of education.

We are here today in convention assembled as one of the largest departments of the National Education Association. Thru the Department of Business Education, with its membership of 4200, the National Education Association speaks nationally for business education.

Purpose of the Department—The Department of Business Education advocates a national policy. It does not promote projects. Its specific purpose is to create national sentiment for and direct national attention to business education. It cooperates with school administrators and state and regional education associations in the promotion of business education.

Thru the Department's activities, teachers and school administrators in all areas of education are becoming more business-education-conscious and more cognizant of the fact that greater national progress and prosperity will naturally follow a greater and more practical knowledge of business.

A national business leader, Harvey Campbell, executive vicepresident of the Detroit Board of Commerce, who addressed the Department of Business Education last summer in Detroit, said recently in commenting on the activities of the Department, "The more business education, the more business." Therefore, in the interests of national prosperity, by all means let us have more business education.

The 1938 convention slogan of the Department of Business Education—*National Progress Thru Business Education*—is worthy of your most serious thought and consideration.

A MESSAGE FROM BUSINESS—*Abstract*

RICHARD W. LAWRENCE, PRESIDENT, CHAMBER OF COMMERCE OF THE
STATE OF NEW YORK, NEW YORK, N. Y.

PRESIDENT MACLEAN: The United States is a business nation. Is not business education, therefore, of vital importance in the national education setup? To devise a system of business education that should be of the highest value to the individual, as well as to the nation as a whole, it is vitally important that business education and business work together.

If this nation is to get back to business sanity it must do so thru inculcating in the minds of students, especially those students who are being trained for business, the right ideas concerning business. The business teachers of America need all the help they can get to develop in their students the right attitude toward business. Business education has always needed the help and cooperation of business. It needs it more today than ever before for the purpose of maintaining and promoting the American traditional policy that this country offers equal opportunity to all and that it is up to each individual, in accordance with his ability, industry, and honesty, to create for himself his own place in society.

That business desires to cooperate to the fullest extent with business education is demonstrated by the presence here today of one of America's outstanding business leaders, the chief executive of the first chamber of commerce organized on this continent, an association that has constantly maintained and promoted, all thru the years since it was organized in 1768, the highest integrity and ideals of American business, an association that represents outstanding leadership in the business and industrial world not only in the city and the state of New York but in the entire nation.

I now present Richard W. Lawrence who will bring a message from business to the business teachers of America!

MR. LAWRENCE: Business recovery can be brought about only by conforming to the fundamental principles which underlie the past industrial progress of the country. Any radical departure from these tried and true principles has always brought disaster.

The American industrial system is essentially a voluntary system providing free play for individual energy and initiative, while our democratic form of government guarantees to every citizen the right of freedom and opportunity. Under such a stimulus, great creative powers have been released that have been largely responsible for our amazing and unparalleled material progress.

The keystone of American progress is mass production. Indiscriminate attacks upon so-called big business are unjustified and harmful to the entire economic system. The test should not be size, but contribution to the general living standards. On that basis large corporations have played the major role.

High taxes constitute one of the greatest obstacles to business recovery. If private enterprise is to exist there must be the incentive of a fair return on investment.

The preservation of our economic system is dependent upon the maintenance of a proper relationship between government and business. Each should be kept within proper bounds. Business has its responsibility of honest administration and the passing of the benefits of lower costs to the consumer, in order that the volume of production may be increased and living standards raised. Government, on the other hand, has as its primary functions, defense, preservation of law and order, correction of abuses, and regulation of industry and trade. If these duties are conscientiously and harmoniously

performed, no occasion will arise for complaint about the misuse of concentrated power and of wrongful business practices.

Friendly cooperation of capital, labor, and government is vital. There is no real conflict of interests. The common objective, as far as the economic system is concerned, is to facilitate the production of goods in abundance at prices that consumers can afford.

The restoration of confidence is imperative, in order that business may make long-term commitments. There has accumulated during the depression period a huge potential demand for goods and services of all kinds capable of taxing the nation's productive energies for years.

Labor, industry, and government are all partners in this land of opportunity. Let us appreciate America; let us all work together to improve it, defend it, and preserve it.

THE SCHOOL AND BUSINESS ETHICS—*Abstract*

EVERETT W. LORD, DEAN, COLLEGE OF BUSINESS ADMINISTRATION, BOSTON UNIVERSITY, BOSTON, MASS.

What are the ethical qualities especially demanded in business? Without belittling any good trait, I find the outstanding business virtues to be five—truth, honesty, fairness, courage, and persistence. The school can do much to make the practice of these virtues by future men of affairs a fixed habit.

Truth is the ideal of all education and the cornerstone of business success. To be accurate, exactly right, is the most important lesson a child or man can learn. The teacher who accepts poor work, erroneous results, is *particeps criminis*. If the pupil presents the answer as 99 when it should be 100 he should be given a zero, not 90, or 70, or any mark indicating partial success. *To be almost right is to be wrong.*

Our schools and colleges, some claim, are hotbeds of dishonesty. Cribbing, copying, and cheating are said to be common: plagiarism is frequent. College students pay fees to ghost-writing mercenaries for the preparation of reports and theses.

No accusation is more bitterly made against a teacher than that he is unfair. The teacher must set an example of absolute fairness, his every decision based on the determination of right.

Athletics help much in the development of fair practices. When students have learned to "play the game" according to the rules, they have learned a business lesson of no small import. Give your pupils work which demands courage and expect them to display it, and few of them will disappoint you.

Lack of persistence is the cause of many a failure in business. In the college records of 304,819 freshmen in 238 leading American colleges, only 152,223 received degrees—50 percent failed to complete their course, an indication of lack of persistence which ought to give us something of a shock.

The school cannot evade its responsibilities. We who are helping to educate and train the business men of the future must realize that the building of character is more important than the development of skills.

BASIC CONSIDERATIONS IN ADJUSTING THE BUSINESS EDUCATION CURRICULUM TO CONDITIONS TODAY

HARL R. DOUGLASS, DIRECTOR, DIVISION OF TEACHER EDUCATION,
UNIVERSITY OF NORTH CAROLINA, CHAPEL HILL, N. C.

The teacher, the supervisor, and the administrator who approach the problem of curriculum adjustment must start their work with two things given: first, the high-school pupil of today; second, American life of tomorrow. They can do little, if anything, to change immediately either the background of the high-school youth or the nature of our future society. Their task is to build a curriculum which will take the youth as the school finds him today and prepare him for life in a society as he will find it tomorrow. These two considerations are essential in any effort to adapt or modify the secondary-school curriculum.

In developing a secondary-school curriculum, educators have frequently ignored the fact that, in a democratic society which provides universal education, they have a dual responsibility. They have a responsibility to the individual pupil in that they must prepare curriculum materials which meet his present and future needs, and which recognize his peculiar interests and abilities. But curriculum builders should realize that they also have a definite responsibility to the community which educates these children. The school curriculum should prepare pupils for the society in which they will live. It should give them an understanding of our social institutions; it should develop desirable social ideals and attitudes; and it should encourage them to participate intelligently in improving our social order. Business education particularly has failed to realize the social nature and the social obligations of the public school. It has concentrated on a type of business and vocational education whose primary purpose is the occupational welfare of the individual student. It has ignored its responsibility to society.

Perhaps most important for the secondary-school curriculum is the realization by educators that modern society is constantly changing. The idea of a "new model every year" has permeated our entire industrial and social life. The products of industry—automobiles, radios, furniture—after five years are out of date. If these changes would be confined to the products of industry it would affect the school program very little. But the same process is taking place in all phases of our social and industrial life. It is for this changing society that the curriculum must prepare the high-school youth.

Some of the developments in modern society are particularly significant for business education. First is the change in the high-school population. In 1880 one in twenty youths of high-school age was in school, primarily as preparation for a professional, scientific, or higher-grade business career. Today the high-school population includes youth of all levels of intelligence, interests, and socio-economic status. Their future occupations extend far beyond the limits of the professional group, and include every vocational level from that of common laborer to those of the established professions.

A second change in modern society is the decreased opportunity for education in the home. As John Dewey has pointed out, the typical home of 1875 gave the child a valuable educational environment which provided for moral, vocational, and domestic training, as well as the development of those personal qualities which are essential to a successful and happy life. Today, the city apartment has replaced the house with its yard and garden; the factory has taken the father from his workshop in the back room; the movie, the dance hall, and the public playground occupy the family during the few hours of leisure they could spend together. The home as an educational institution is largely a matter of history.

A third change, and of direct significance to business education, is the revolution in the methods of producing and distributing goods. The large corporation, with its national and international markets, has developed advertising and salesmanship as carefully and as thoroly as its system of mass production. For instance, the manufacturer of a better, streamlined, modernistic, beautiful, scientific you-name-it spends millions on advertising. He persuades people to buy you-name-its when they need underwear more badly; his dollar-down, dollar-forever plan encourages them to buy more expensive models than they can afford; he hypnotizes them to discard little-used 1936 models for the superstreamlined 1938 models. The secondary school is preparing youth for life in a society where commercial propaganda of this sort will greet him from the moment he picks up his morning paper until he shuts off his radio after a late bedtime story.

Altho this statement of social changes is not complete, it is sufficient to indicate some of the opportunities, as well as responsibilities, of business education. The changing high-school population is making demands on business education which are quite different from those of the day when youth considered the high school solely as cultural or college preparatory. A large percent, perhaps a majority, of the pupils who today sit in our high-school classes, tomorrow will be the farmers; the small business men; the skilled, semiskilled, and unskilled laborers; the store clerks; the waitresses; and the housewives in our communities. The presence of this group of young people presents a great challenge, and an opportunity, to the teachers of business education. Even more than the student of a half century ago, these young people in the modern high school need appropriate courses in business education to help them live in a complex social and economic community. The commercial courses which are taught today largely for vocational purposes are totally inadequate for the needs of these pupils. Business education courses must be developed to meet the adult needs of the average citizen.

There is a need for the reorganization of the traditional vocational curriculum in the business subjects to meet the present employment problems of the high-school graduate. Particularly in the last two years of the senior high school and in the junior college, considerable time should be devoted to developing an understanding of economic and business problems. The business subjects are likely to be of the most vocational value if they emphasize basic principles rather than specific training.

Perhaps the greatest responsibility of business education in the immediate future is that of consumer education. The reduced incomes of recent years have been accompanied by an intensified sales program as each distributor competes for his share. The most appropriate place for educating the buying public of tomorrow in analyzing sales propaganda is in the business education classes of the public high school. A few schools have introduced courses in consumer education, but since these courses are usually elective they are only a step in the right direction. Consumer education is so essential for every child that it should be included as a required part of the high-school curriculum.

For years we have been discussing revolutionary changes in the curriculum, but we have confined our modifications to minor patchwork. The increasing rapidity with which changes are taking place in our economic and social life do not permit further postponement. If the present program of studies and curriculum organization do not readily permit the necessary modifications, then we must modify that organization. If necessary, five solid subjects a year, each meeting four times weekly, should be substituted for our present curriculum load. The entire high-school program should be modified, adapted, and reorganized so that the youth of today will be better prepared to live in the society of tomorrow. The teacher of the business subjects should step across the threshold of his classroom and study the economic and social life in the world outside. Then releasing his imagination from all restraint, he should project his vision into the future in which his pupils of today will live. The teachers of business education must be ready to offer a constantly changing curriculum to meet the conditions in a rapidly changing society.

(In addition to Mr. Lawrence, Mr. Lord, and Mr. Douglass, the speakers at the first session included: James L. Holtsclaw, supervising principal of commercial education, Detroit, Mich.; Nathaniel Altholz, director of commercial education, New York, N. Y.; Clinton A. Reed, state director of commercial education, Albany, N. Y.; and Joseph DeBrum, first vice-president of the Department of Business Education, Redwood City, Calif. Lelah Brownfield, Alabama State College for Women, Montevallo, Ala., presided at the Classroom Conference, which followed the early afternoon session. The classroom discussion leaders were Charles W. Perry, Lincoln High School, Milwaukee, Wis., and Julian C. Wood, Tooele High School, Tooele, Utah.)

SECOND SESSION

ADDRESS

THE HONORABLE BRUCE BARTON, MEMBER OF CONGRESS FROM THE STATE
OF NEW YORK

PRESIDENT MACLEAN: A very distinguished gentleman stops in the midst of his busy life today to pay tribute and honor to business education thru his participation in this luncheon program. He is widely known as an author. His books have helped us along the way. We honor him as a business man par excellence, who is giving liberally of his time in the service of his country. He represents the state of New York in the Congress of the United States. He may rightfully be termed the man of the hour. He is also the man of the future. The United States needs him. I now present the Honorable Bruce Barton!

MR. BARTON: A distinguished resident of a western city tells me that last winter a number of discussion groups were formed by and for the young men and women of that community, the purpose being to cover the principal problems and interests of modern life. It was found that two subjects, and only two, would pack the hall. These were the problems of love and marriage, and the problems of getting and keeping a job. In the discussion of religion there was little interest. In the discussion of politics there was positively no interest at all.

This is something to make us stop and think. Here are the young folks of our country, the future owners and operators of America, seeming to have no concern about those subjects which mattered most to their forebears—uninterested and incurious about the management of their country in the present, or the possibilities of life in the future; interested frankly and only in a lover, a home, and a job.

You know these young people much better than I do, altho I take advantage of every opportunity to be with them. You and I will agree, I think, that in character, in honesty, in directness, in intolerance of pretense and hatred of sham, they are the finest young people the country has ever produced. They have courage, they have clear sight, they have determination. They are almost entirely free from the destroying cancer of self-pity. They do not envy us our so-called successes. They do not expect much money or want it. They want a good deal more leisure than we have had, and more culture. Physically and mentally they have everything. But one thing they do not have; they do not have a cause. Spiritually they are not on fire. Their grandfathers were trying to save their own souls; their fathers were trying to save the United States. They are not excited about either.

In its spiritual aspects this is the problem of the home and the church. But politically it must be of interest to you as teachers of business. For government is everybody's business. We are paying the price in this country of fifty years of the neglect of government on the part of our so-called best people. You and I have had less interest in government than our fathers

had; our children have less than we. The result has been a drying up of the sense of individual and community responsibility, and altogether too much surrender of rights and activities to Washington.

We read about Washington, talk about Washington, criticize Washington. But it does not occur to us that the government at Washington is only the total of our local governments; that the problems at Washington are only our local problems all added up. We argue about relief, but we do not go to the trouble to learn whether relief is wisely or wastefully administered right at home. We grumble under the burden of taxation, but we make no study of the home-town tax situation. We have more and more let slip the great prize of individual freedom and responsibility for which our fathers fought. The eager and ready arm of bureaucracy has reached out and gathered in what we have so easily given up.

Somehow we who are in politics, and you who are in teaching, must find a way to make the business of government dramatic and appealing to the young people of today. We need a decentralization of interest—a turning of the eyes away from Washington and back to the local community. We need to give young people a crusade—not to the Holy Land, or to the capital, but against the slums of their own towns, the waste and inefficiency of their own community governments, the labor relationships in their stores and factories, the social injustices of their own little political units. Good government can never be as exciting as love or moneymaking. But it can be and ought to be as exciting as golf, bridge, or the movies. It must find a high place in the list of young people's major interests, or democracy, as our fathers thought of it, and as we received it, is going to have a struggle to survive.

SECRETARIAL SECTION

Chairman: Vernal H. Carmichael, Associate Professor of Business Education, Ball State Teachers College, Muncie, Ind.

Vice-Chairman: Irving Edgar Chase, Director, United States Secretarial School, New York, N. Y.

Secretary: Brother Dominic, Dean, Department of Business, LaSalle Institute, Troy, N. Y.

Secretarial training as viewed by the teacher, the young man practicing secretary, the employer, and the professional man was the central theme around which the program of the secretarial section was built. The speakers who discussed the various phases of this topic are men and women of experience who are succeeding in a very fine way in their respective fields.

Mary McCully, winner of the 175-w.p.m. Gregg Gold Medal and teacher of shorthand in the Southeastern High School of Detroit, discussed secretarial training as viewed by the teacher. She stressed the value of a thoro technical training supported by a strong, carefully planned background training. She evaluated some of the recent changes that are taking place in the methods of teaching shorthand and pointed out that there is a

danger that students will emerge from the study of shorthand without sufficient all-round skill to assure them success on initial jobs. Elizabeth Harnack, teacher of shorthand in the Denby High School of Detroit, then dictated to Miss McCully at 120, 140, 160, and 175 words per minute. Miss McCully's demonstration proved that she possesses the skills to which she directed attention in her address.

The constantly increasing demand for young men secretaries in business was emphasized thru the assignment of this topic to Richard Kretschmar, secretary to the president of the Great Lakes Steel Corporation of Detroit. It was pointed out that business wants young men to begin in a secretarial capacity, in order that they may have a good opportunity to learn the business in which they are engaged and thus qualify to be executives and officers of the corporations with which they are connected.

Irene West, vicepresident of the National Bank of Far Rockaway, New York, and Gwynne A. Prosser, assistant to the educational supervisor of the American Institute of Banking, New York Chapter, New York City, discussed the training of the secretary from the viewpoint of the employer. Miss West and Mr. Prosser emphasized these points: In business a completed job is either right or wrong. There should be an adamant insistence on perfection of performance during the training period. Students must learn to take criticisms gracefully. Something should be done to direct the more able students into commercial work. This would make it possible for a great number of academically-trained students to get the training which they are being forced to get later in post-graduate courses.

Warren S. Orton, of Orton and Griswold, Counsellors at Law, New York City, said that secretarial training is a steppingstone into many professional positions. Mr. Orton began his career as a secretary.

NATIONAL CONFERENCE ON DISTRIBUTIVE EDUCATION

HAMDEN L. FORKNER, ASSOCIATE PROFESSOR OF EDUCATION, TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, N. Y., *Chairman*

[The Department of Business Education called a "National Conference on Distributive Education," as part of its convention program. The conference created great national interest in distributive education and was attended by many national educational leaders. A synopsis of the sentiments expressed follows.]

The importance of education for the distributive trades as a function of business education has been recognized not only by leaders in business but also by the federal government. With the enactment of federal legislation known as the George-Deen Act, which provided for financial aid to schools in the distributive occupations, schools have come to recognize that they have an important responsibility in this hitherto neglected field of occupational adjustment.

Business education teachers thruout the country have come to see that their job is more than training for the usual clerical occupations; that they have a responsibility not only for general education but also for that large

group of persons who are or will be employed in the distribution of goods and services.

Altho there are certain phases of the George-Deen Act which prevent the fullest development of training for the distributive trades, there are compensating factors which it is believed offset such deficiencies. One of the chief contributions thus far received has been that departments of business education in the various high schools of the country have been stimulated to develop effective programs of training for distributive occupations as a part of the regular high-school program, regardless of whether or not federal aid is available. Another important contribution has resulted from a closer relationship between school and business. Educators are coming to realize that if the educational program is to fulfil its purpose in the community, we shall have to consider the walls of the school in terms of shelter only and shall have to extend the program to include the entire community and not just those who come to school. Evidence of the development of the program both under federally aided classes and locally conducted programs was presented to the conference by representatives of business, education, state directors of business education, coordinator of cooperative-training programs and teachers of classes in merchandising in the high school. Excerpts from reports of each of the contributors follow:

FREDERICK G. NICHOLS, Graduate School of Education, Harvard University, Cambridge, Mass.: Of the 350,000 or 400,000 boys and girls who were graduated from our high schools this past year in the stenographic department, at least half of them and perhaps more will find their way into distributive occupations without any training whatever except incidental training of one kind or another that might be derived from almost any subject. I feel that the vital thing is to develop a program of cooperative part-time retail selling education as a part of our business education program, not something separate and distinct from it, but as a part of it. It remains with us as commercial educators to take a hand in the development of the distributive occupational program which is now in the making and which has, by the Office of Education, been very definitely placed in the field of business education and in no other field. It is up to us to see to it that commercial education includes office training on the one side and store or distributive occupational training on the other—coordinate, not competitive, one as good as the other, each appealing to its own type of student.

B. FRANK KYKER, Special Agent in Commercial Education, U. S. Office of Education, Washington, D. C.: In the U. S. Office of Education we do not consider vocational training for the distributive occupations as something apart and distinct and unrelated to the broad business program. Practically all of the states have submitted plans for a program in distributive education.

IRA W. KIBBY, Chief, Bureau of Business Education, California State Department of Education, Sacramento, Calif.: In California there was absolutely no question as to where this program should be placed. It was placed in the Bureau of Business Education, and the supervisor or the chief of the Bureau of Business Education was given the responsibility of carry-

ing out the act. We now have two regional supervisors. We felt it important to acquaint superintendents with the program, and therefore issued a small bulletin and sent it to all superintendents of schools in those areas where we thought that classes might be established. We then proceeded to interest certain business groups such as the San Francisco Merchants Association, the Los Angeles Merchants Association, and certain state groups. We next proceeded to get out into the field and sell the program to the administrators and to the business people. Thru the conference method we began to develop the program in certain plants and stores. Practically all of our work has been with executive and employee groups. With labor conditions as they are and with our labor laws as they are, it has been almost impossible to start out with cooperative classes to any great extent. When you get the superintendent of schools or the high-school principal to cooperate, your program will go over. Educational people are harder to sell on the idea than business men. We have had marked success by going into small communities and organizing conferences for small store owners. We have established classes in about 20 communities, a sum total of about sixty or seventy classes with an enrolment of from eight hundred to one thousand.

GRACE BRENNAN, Assistant to Director of Guidance and Placement in Charge of Cooperative Training, Public Schools, New York, N. Y.: I shall discuss the cooperative plan that is in operation in three of the New York City schools; namely, the Julia Richman, Newtown, and Textile High Schools, which have a total of 1930 boys and girls in the cooperative classes. The student spends the first two years in full-time attendance. The last two years he spends alternate weeks in business and classes. The students receive the prevailing rate of wages. The cooperative students of the three high schools mentioned earned \$152,000 in wages last year. Nearly all of the large department stores in New York City participate in the program.

F. B. LAWTON, Vicepresident in Charge of Personnel, R. H. Macy and Company, New York, N. Y.: One question that continually comes up is, "Why should the store work with pairs of people, that is, one who is in school one week and on the job one week, when it is more expensive than using the same person on the job for full time?" The answer is that it appears to have answered what we call our apprentice program. It has enabled us to select young people for the beginning job of the routine type whom we will be able to promote as the years go by. We are interested in looking three or four years ahead when we hire a young girl or boy. The cooperative program assures us of industrious persons, interested in their own future, settled as to residence; and I would say in general that that type of program pays. I think that the teachers engaged in this work should be much closer to business than I think the majority of them are. I think this cooperative program might be worked out where teachers engaged in this work were engaged in business. It might be done thru having the teacher take two months out of the year or take his sabbatical leave and engage in business. If labor organizations object to this type of training, they will have to answer the question, "What are these young people going to do?"

NORRIS A. BRISCO, School of Retailing, New York University, New York, N. Y.: At the present time there is a shortage of persons to teach under the George-Deen Act. However, at the present time there is a great deal of interest on the part of those employed in retailing who have the educational qualifications to get certified to teach under the act. I believe that in two or three years we will have met most of the demands in this field.

[Others who took part in the conference were Hurford H. Davison, Supervisor of Distributive Occupations Education in New York State and Leon Arnowitt, in charge of merchandising, Newtown High School, New York City.]

SECRETARY'S REPORT

MRS. FRANCES DOUB NORTH, WESTERN HIGH SCHOOL, BALTIMORE, MD.

The convention marked a great forward step in the promotion of business education. Its large attendance and the great variety of its program made a deep and favorable impression. Great enthusiasm and interest prevailed at all the meetings.

The approximate distribution of the attendance was: first session and classroom conference, 600; luncheon, 550; consumer education, 325; secretarial science, 325; National Conference on Distributive Occupations, 150; Bookkeeping and Accounting, 135; Business Session, 175; total 2260. As a considerable number attended the luncheon who also attended the First Session and the Business Session, the exact number in *individuals* who attended the convention is not available. Estimates vary from 1800 to 2000.

Our president, Lola Maclean, was responsible for forming many contacts with business and with educational administrators. This was one of the outstanding accomplishments of the year.

Our national membership chairman, Joseph DeBrum, carried on his campaign by having division chairmen, who had charge of the six divisions. These divisions were geographical. Each state in turn had its own chairman. The unprecedented membership of 4200 testified to national interest in business education.

The *National Business Education Quarterly*, spokesman for the Department of Business Education, was published in October, December, March, and May, with the following themes:

October 1937—The Annual Convention

December 1937—What Constitutes an Adequate Education for Business

March 1938—Business Education in Secondary Schools, Junior and Senior Colleges

May 1938—Training for the Distributive Occupations.

The *National Business Education Quarterly* has merited a place in many personal and public professional libraries. Contributions to the publication were made by numerous commercial educators who are formulating our courses of study and curriculums in business education.

No group in the National Education Association has had a more rapid growth in members or a greater concern for its professional field than our Department.

DEPARTMENT OF
CLASSROOM TEACHERS

HISTORICAL NOTE

THE DEPARTMENT OF CLASSROOM TEACHERS held its first session at the St. Paul meeting, July 8, 1914. It was organized in response to petitions representing classroom teachers in all parts of the country. The Department was reorganized under a constitution at the Boston meeting in July 1922. For amendments see PROCEEDINGS, 1923:578; 1929:365; 1931:390-91; 1932:333-34. The Department of Classroom Teachers cooperates with the National League of Teachers' Associations.

The officers of the Department for the year 1938-39 are: PRESIDENT, Myrtle Hooper Dahl, R.F.D. 2, Mound, Minn.; VICEPRESIDENT, David E. Temple, 215 Masonic Temple Building, Tulsa, Okla.; SECRETARY, Katy V. Anthony, 1903 Hanover Avenue, Richmond, Va.; DIRECTOR EX OFFICIO, Emily A. Tarbell, 235 Glenwood Avenue, Syracuse, N. Y.; REGIONAL DIRECTORS: Western, Elphe K. Smith, Route 1, Box 22, Tigard, Ore. (term expires 1939); Eastern, Mary D. Barnes, 223 Summit Road, Elizabeth, N. J. (term expires 1940); Midwestern, Florence B. Reynolds, 6820 North Twenty-Fourth Street, Omaha, Nebr. (term expires 1941).

This Department meets at the time of the annual meeting of the Association. Facts relating to the establishment of this Department and record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1914: 909- 916	1919:375-392	1924:460-499	1929:335-368	1934:313-344
1915:1161-1178	1920:343-356	1925:365-402	1930:293-308	1935:285-310
1916: 637- 652	1921:399-406	1926:393-424	1931:359-392	1936:195-218
1917: 615- 622	1922:683-692	1927:353-390	1932:303-336	1937:225-244
1918: 381- 390	1923:569-620	1928:325-352	1933:327-356	

PRESIDENT REVIEWS YEAR'S ACTIVITIES AND POINTS OUT ACCOMPLISHMENTS

EMILY A. TARBELL, 235 GLENWOOD AVENUE, SYRACUSE, N. Y.

SAILING ACROSS A VAST OCEAN the mariner constantly takes his bearings. As mariners in the ocean of organization work, it behooves us now, with the close of another year, to take our bearings—to list what ports we have been able to reach this year, to note where we have drifted from our course, and to chart our direction for the future.

What are some of the accomplishments of the Department of Classroom Teachers for the year 1937-38?

In these days of lively discussion concerning activity programs, we have embarked upon a Department activity program in which we have enlisted many more members in committee work. These new committees have been appointed: Credit Unions, Legislation, Retirement, Policies, and Tenure. We have continued the Committees on Academic Freedom, Resolutions, and Constitution Revision.

Interest in the committee programs has been shown by the attendance at the open meetings held. Some of our most profitable discussions have been at these conferences which interested Department members have attended.

We have broadened the scope of the Advisory Council this year. For the first time the Council had a conference at the February meeting. Among the recommendations made at that conference was the proposal that the Council serve as a clearinghouse and coordinator of activities of state departments of classroom teachers. Following that conference, individual members exchanged pertinent material. Others sent helpful information to the president who forwarded it to all members.

The president of each state department acts as a member of the Council. In a state where a department has not yet been organized, an outstanding classroom teacher is appointed to represent his state on the Council. It has been suggested that the teachers in those states might nominate candidates and submit these names to the Executive Committee for appointment. We hope that in the future this Council will expand its sphere in helping to direct the policies of the Department.

We have recently published a most important yearbook—*Fit To Teach*—a practical guide to promote teacher health. Not only is this a valuable source book for the use of teachers organizations and individual teachers, but it is of import to parents and other citizens.

The Department has attempted to acquaint more classroom teachers with the work of the Educational Policies Commission. To this end it circulated a questionnaire among the affiliated associations asking these questions: (1) What qualifications should entrants to the teaching profession have? (2) What is your opinion of in-service training? (3) How much teacher education should be furnished at public expense? (4) Do the schools per-

form any services which other social agencies might handle to better advantage? Should the schools offer additional services? If so, what? (5) What do you consider the maximum load for (a) elementary school, (b) high school, (c) rural school, and (d) special classes? (6) What other problem would you like to have the Educational Policies Commission consider? Responses were gratifying in the promptness in which they appeared and in the valuable material given. We find that more teachers are studying the long-term planning program of the Educational Policies Commission and are evincing interest in the pronouncements.

We are proud to introduce three new state departments of classroom teachers—Alabama, Arizona, and Wyoming. North Dakota elected its first permanent officers this year. Twenty-five state associations now have departments of classroom teachers. We anticipate additional ones to be organized in other states this coming year.

Because of the increasing business coming before the Department, it has been necessary to expand the program at our June meeting. This year we are holding three afternoon sessions instead of two—Monday, Tuesday, and Wednesday. We are joining with two other organizations in our general session on Tuesday afternoon: the Department of Secondary School Principals for the entire session, and the Department of Kindergarten-Primary Education during the discussion hour.

Thanks to the groundwork laid by Past-President Albert M. Shaw, the field work of the Department has been considerably expanded this year. The officers have held conferences in twenty-seven states and have appeared on an increasing number of state association programs. However, four-fifths of the classroom teachers of the country do not belong to our national professional organization. Despite a creditable increase in membership this year, there is much territory still to be covered.

Much of the field work devolves upon the president, in addition to numerous other duties. In special consideration of our having recently published a yearbook on "teacher health" we may well ask: Why should we not practice what we preach? It is unreasonable to expect a president to carry two full-time jobs at the same time. To be truly effective the president should be released from classroom duty for the year.

A handbook on teachers organizations came from the press this year, under the chairmanship of Myrtle Hooper Dahl, assisted by Miriam D. Eisner and Kate Frank. This booklet, practical in its information in regard to forming, conducting, and expanding teachers local associations, is available to organization leaders.

This year has been rich in experience—meeting teacher leaders in their own environments, seeing at firsthand the monuments of worthwhile achievements they are building for their own groups and indirectly for the teachers of the entire country, and noting the growth of teacher participation in school and in community. The ability of teachers to adjust themselves to adverse conditions, to maintain their courage and their ideals, and to keep striving for the betterment of their students and community has been manifest.

The quickened interest in professional organizations has been heartening. However, we would have every teacher well acquainted with "his own business," and familiar with the opportunities for individual growth and development thru organization. Especially do we desire these goals for the teachers in the rural community.

There is a technic in organization—a technic which cannot be learned overnight. We send field representatives to meetings that they may inspire teachers to form or expand their local associations, to enlist in the state and national associations. But too often our representatives do not have the chance to assist the leaders in practical planning. Local associations and state departments of classroom teachers would profit if the field workers might have the opportunity of conferences with the leaders of these groups.

My sincere appreciation goes to the officers who have labored most gallantly during these months. It has been a joy to have the privilege of associating with these inspiring leaders. None of the plans of the year would have borne fruit without their clear vision, eager service, and never-failing zeal. And to the staff at headquarters and to our *News Bulletin* editor, I express my hearty thanks for loyal cooperation. To the members of the Advisory Council, forward-looking and practical in their suggestions, and to the members of the various committees who have stimulated the program of the Department, we are indebted. To the many presidents of local associations who have given earnest response to every call; to the members of the Department thruout the country who quietly and unassumingly have been advancing the aims of our Association, we pay tribute. With your continuing loyalty and enthusiasm, I predict a most successful year for our in-coming president.

To you as members of the Department I offer these recommendations:

1. *Leave of absence for president*—That the president be granted a year's leave of absence with full reimbursement for loss of salary.

2. *Adequate budget*—That the Department be given sufficient funds to carry out its program of field work, conferences, and other services.

3. *Increased membership in the N.E.A.*—That the Department extend its field services especially to those districts as yet unvisited.

4. *Regional conferences*—That the Department inaugurate a series of regional conferences in order that there may be more opportunity for state and national leaders to plan together and that there be more time for follow-up work while the visiting officers are in the field.

5. *Expansion of rural associations*—That the Department work for the formation of more classroom teachers associations among rural teachers.

6. *Cooperation with the Educational Policies Commission*—That there be a closer tie-up of the classroom teachers with the work of the Educational Policies Commission. We urge that the local affiliated associations have study groups using the publications of the Commission and that associations send suggestions directly to the Commission.

7. *Development of state departments*—That further assistance be given for the expansion of these groups and for the establishment of new ones.

Proposed Budget for 1938-39

Appropriation \$10,000

1. Full time for president	\$1,000
2. Conference and field work of officers, including travel, hotel expenses, etc.	3,000
3. Convention expenses, including travel, hotel, etc.	2,000
4. Local clerical expenses for officers, including postage, clerical help, etc.	600
5. Yearbook committees, including traveling expenses of committee members	500
6. Printing, including <i>News Bulletin</i> , folders, stationery, etc.	1,800
7. N.E.A. office expenses, including clerical services, office supplies, postage, and telegrams	800
8. Part-payment of convention expenses for teacher of a rural school	100
9. Committee expenses	200
	\$10,000

PROPAGANDA AND DEMOCRACY

BRUCE BLIVEN, EDITOR, *The New Republic*, NEW YORK, N. Y.

Certainly there was never a time when it was more appropriate to discuss the question of propaganda than at the present, for at this moment we see thruout the world a rising tide of tyranny, of suppression of liberty, of destruction of the old human values of freedom and individual opportunity for expression such as the world has never seen before. It may be that historians of the future will look back on the last two or three generations or so and will say that for many years the world was ruled by ignorance; then came a brief interlude of reason; and thereafter came the long era when people were ruled by falsehood, by deliberately inculcated lies which were used to mold a civilization to the will of some one man or some group of men.

I made a little calculation the other day as to how far this process has gone in the world. I took all the countries there are and I put them into three columns. For one column I put those countries which have as much liberty as we have in the United States at the present time. Then in the next column I put those countries which have a fluctuating degree of freedom, where they have a little opportunity for liberty when things are going well and very little liberty when things are going badly. And in the third column I put those countries where there is today no liberty at all, where nobody dares to speak aloud his own thoughts unless they happen to coincide exactly with the thoughts of the ruling clique. And I must say that I was astonished to find these results.

To take the worst end of the picture first, two-thirds of all the people in the world—that is, about 1,300,000,000 people—today have no liberty at all. Their press, if they have a press—tho of course millions of them cannot read or write—is rigidly controlled and its contents are dictated every day by the state. The newspapers tell the truth (if at all) only accidentally. There is no freedom of assembly, no freedom of thought, no freedom of expression whatever—that is, in two-thirds of the population of the world—1,300,000,000 people.

Then in that central group where they have a fluctuating degree of freedom—a little freedom when things are going well but no freedom at all when things are going badly—there are about two-ninths of the people of the world, that is about 450,000,000 people. They do have a little freedom, even at best they do not have as much as we do, but as soon as the storm clouds begin to gather, as soon as there is tension—either international or national—those people do not have any freedom at all. They are clamped right down upon.

And finally in those countries which have about as much freedom as we do in the United States—those which have comparative freedom of liberty and action—one-ninth of the people of the world are as well off as we are. Including ourselves, 225,000,000 people have approximately the degree of freedom that we have in the United States. They do not all have as much as we do. We stand at the top of the list, as I have already stated.

Not only is that true, but the situation is even more alarming than that, because the world is in a state of flux. The people who do not believe in freedom, who reject and repudiate the idea of freedom consciously and deliberately, say that freedom is no good and that they will have nothing more to do with it. They are actively and aggressively fighting for more people, for more population, for control of a greater part of the world; and up to now—if you look back over, say, the last ten years during which this development has been most conspicuous—you would have to say that the totalitarian states were winning, that the democracies were losing, because for ten years the totalitarian states have been pushing the democracies back, have been adding to their prestige, adding to their territory, adding to their population, and the democracies have been placid and inert. They have resisted this process but it has been by what they used to call in India “non-violent non-cooperation,” and it has not worked any better in the democracies than it worked for the Indian nationalists when they were following the same line.

This is an extremely serious situation for those who believe in liberty—and I am one who believes in it. We see the world today with a rising tide of intolerance, of suppression of the individual, of denial that there is any such thing as truth other than some special kind of truth to fight someone’s special kind of philosophy. We see these ideas already dominating two-thirds of the world’s population and growing, while the democracies are only just now beginning to stir in their sleep and to say, “Perhaps we had better do something about ourselves.”

But the terrible thing, the dreadful predicament in which we find ourselves is this: That if the democracies set out to fight on behalf of democracy, they may destroy democracy in that very process because the essential characteristic of democracy is that the state does not regiment its citizens too closely, that it does not interfere in their lives beyond that minimum of interference which is necessary in the modern world. And if democracy attempts to fight Fascism and attempts to fight it either concretely by actually going to war with it—as a great many worthy souls now tell us we ought to do—or attempt to fight it by competing economically, which is a war in some

ways, we stand in a good deal of danger of destroying our democracy in this very process. It is a serious and a very difficult situation.

I ought to add that there is an important distinction and connection here between political democracy and economic democracy. Some of the people in Soviet Russia say: "Well, in the United States you have political democracy, yes. We do not have political democracy in Russia, no. But political democracy does not really matter. As long as a man is hungry and does not dare quit his job for fear of what may happen to him and his family, or is not able to get a job and is living on charity, or is actually hungry from lack of decent food and nourishment, it does not matter to us whether he can go to the polls and vote for Mr. Roosevelt or Mr. Landon. That is not a real choice; that is not real freedom. Here in Soviet Russia we have economic democracy which is more important than and supersedes political democracy. We believe in giving every man a job, in giving every man security and the right to work and the freedom from fear in his old age."

Well, the Russians are partly right, it seems to me, and partly wrong. In the first place, I think they have made a terrible mistake not to try to use political democracy in addition to economic democracy. In the second place, their economic democracy has not worked any too well.

But the lesson for us is certainly this: That in the United States we must ultimately have economic democracy. That goes without saying. Nobody would deny that a country as rich as ours ought to be able to give security to every man, woman, and child within its borders; that the man who wants to work ought to be given a chance to work; that people ought to be entitled to save enough money to have their old age secure or have that security given to them in some form. This is so obvious that it does not need to be said. But I think we ought to see in this country that this economic democracy must be brought about by means of political democracy. We must work thru the ballot box. That is the only safe system, the only system that brings guaranteed results, and I am looking now cold-bloodedly at the experience of all history when I say that. There is no other road to the millennium except a road where all of us can go simultaneously and with our mutual common consent.

And that brings me to the immediate question I want to speak to you about this afternoon: *How can we make our political democracy effective?*

In this country we are confronted by a very serious situation right along this line, because in order to have political democracy effective, we must have every citizen exercise intelligently his right of the franchise. People have got to vote intelligently or political democracy will not work. On what are they to base their intelligent voting?

Well, there is the question. Primarily, of course, we base our actions as citizens on what we read in the newspapers. And what do we find in the newspapers? First of all, we find a violent conflict of interest in the newspaper between its function as an organ of citizenship to tell the truth to our citizens so that they can be good political exercisers of the franchise. Then, we find a conflict between that function and the other function of the newspaper, which is that of a private enterprise, operated for private profit to go

into the pocketbook of some publisher. Right then and there we have a head-on collision between the public capacity of the newspaper and its private capacity, and we have never yet been able to reconcile that opposition.

I do not mean to say by this that all newspapers are bad every day, every page, and every column. Sometimes the private interest of the publisher runs parallel with the public interest of the community, and when that happens we are in luck. Sometimes they run completely opposite to each other, and then we are out of luck. The terrible thing is that we never can be sure on what issue the private interest of the publisher and the public interest of the community are going to run parallel or are going to run opposite.

I will take a hasty familiar instance that all of you remember. You remember the dear old NRA, the Blue Eagle, the sick chicken, Hugh Johnson, and deadcats, and all the rest of it. They wrote 750 codes for 750 industries while that Blue Eagle was in progress, and 749 of them the newspapers thought were all right. They approved of the idea at that time. Then the government said, "Now the 750th code is for the newspapers," and the newspaper publishers practically died of apoplexy right there. They said: "Oh, it was all right to have codes for the other 749 industries, but you must not have a code for the newspaper business. My goodness, no. Why, newspaper publishing is not a business at all; it is the palladium of our liberty, the conservator of American ideals and institutions, the free press. The free press will be challenged if you try to put a code on us."

And the government said, "Well, this is really too bad, because we would like to have a code which would prevent you from using child labor, which would prevent you from refusing to bargain collectively with your employees, which would prevent you from publishing newspapers in dirty, filthy old firetraps which are a menace to health and a menace to the community."

The publishers said, "Well, these things may or may not be true, but you mustn't put a code on us. That would be a defiance of the freedom of the press."

I do not doubt that many of them meant it. I do not doubt that a lot of them were sincere. But see what a problem was created for the publisher right at that point? He had the issue of a public interest which might conceivably hurt his private pocketbook, and I maintain that it is not fair for any group of men in the United States—no matter how loyally patriotic, no matter how unselfish they may be—to be subjected to a strain of that sort.

I could go on and give you many other instances if time permitted. Let me instead just make a sweeping generalization which you can disagree with me about if you like. I will say this: That on the whole the newspapers of the United States do not represent the genuine interest of a majority of the people of the United States. The newspapers on the whole represent the interests of that class of the community in which the publisher finds himself. You would call it the upper middle class.

The newspapers of this country grossly overrepresent the middle class. They grossly underrepresent the working class, the great mass of the American people, the 65 percent of us who have incomes in the neighborhood of

\$2000 or less—and for a very large number of people it is less. The newspapers do not give a picture of the kind of America that those people are interested in, the kind of America that those people live in. And this can be a very serious situation for the people of the United States. I was disturbed in 1936 when I found that two-thirds of all the papers of the country supported one candidate for President and two-thirds of all the people voted for another. What really happened was that the people of the United States voted with the news columns of the newspapers and against the editorial columns of the newspapers. In their editorial columns the newspapers called Mr. Roosevelt all kinds of names but in their news columns they printed his speeches, and the people read the speeches and apparently liked the result. I am not forgetting about the radio and some other things which entered into the election.

The ray of hope in regard to the newspapers is that they do continue to print in their news columns even the news to which they are opposed editorially. That is how the American press differs today from the press in almost every country everywhere else in the world.

In the meantime it is not only a question of the material in the news columns or the material which the publisher himself colors in the news columns; the American people today are being battered with a whole mass of propaganda activities. It is a little bit as tho there were a meteor shower of propaganda coming down on us from all kinds of pressure groups trying to influence our minds in one direction or another for one purpose or another.

We have obviously to fight these efforts. We have to try to find out the truth in spite of all the difficulties that are put in our way. When I spoke about the propaganda in the newspapers, I should have added, of course, that propaganda of the same kind appears under the same circumstances on the radio and in the motion pictures. The press, the radio, and the motion picture are all subjected to the same forces.

Not all of these forces are sinister ones. It is a great pity that the phrases "pressure group" and "power politics" have come to have a sinister connotation, to have an aura of something obnoxious and disagreeable. Actually, all groups are "pressure groups" if they are any good. I would not give a sixpence for a group that did not really try to use pressure in behalf of its own ideas. All politics is "power politics." That is the only kind we know anything about.

The danger is that so much of the money and so much of the power are in the hands of the wrong pressure groups, of the wrong power politics, because unfortunately—and we might as well face the fact frankly—there are in the United States tremendously powerful interests, most of them corporate interests, which are trying to dictate the way in which this country shall be run.

Now I am not saying that these people are personal devils. I do not believe very much in personal devils. If I were a member of their group, I would probably do the same thing myself. You cannot blame them as individuals for responding with a natural tropism, the way the flower responds to the sunlight. You cannot blame them for trying to run the country their way.

Nevertheless, we cannot let them run the country their way because their interests may not coincide with the interests of the country as a whole. Their special purposes may be very bad purposes for the rest of us, and so we have to fight the sinister and special and powerful cliques that are trying to make the country over in their particular image.

How are we to do that? How are we to find the truth in this mass of falsehood that pours out in the newspapers, that pours out on the radio, that pours out on the motion picture screen, that is reflected to us from the platform, from the pulpit sometimes, even from the classroom itself? Well, I wish I knew. I wish I had a simple, easy, automatic answer that I could give you. But I suspect that nothing of importance and value in our life is automatic and simple and easy. I suspect that anything that is worth having must be fought for, and fought for desperately.

In this case I may say I think we are in for the battle of our lives. I think it is touch and go whether we shall succeed in stemming this tide of propaganda and falsehood—a tide to which two-thirds of the world has succumbed already, a tide which is sweeping up rapidly on our shores from every quarter of the globe.

But if we are to succeed, I think this is the line along which we must move forward: We must not try to suppress our enemies. We must not try to close the avenues to them, because if we do we shall have a doctrine, the autocratic processes and principles of the totalitarian states, and we shall have become like them in trying to fight them and their allies in this country. And if we become like them, we have lost the battle. We have lost the battle no matter how much we may regret it and no matter how noble our purposes may have been at the beginning.

We have to develop in this country a nationwide consciousness of the importance of truth, of the frequency and multiplicity of the lies with which we are fed. We have to develop a technic of public debate—of hearing both sides, of being willing to hear both sides, and of not feeling satisfied until we have heard both sides.

If I may close with a little semi-Irishism: The cure for propaganda in my opinion is more propaganda. The cure for falsehood is a careful and conscientious nurturing of the truth. The hope lies in the rising generation. The hope lies with the teachers of the present day to inculcate in the rising generation a passion for truth, a passion for fair-mindedness, a passion for hearing the other fellow no matter how obnoxious we may think he is, a passion for giving freedom even to those whom we do not like and do not approve of, a philosophy which to Mayor Hague of Jersey City seems as totally abhorrent as his philosophy seems to me.

Many years ago H. G. Wells said something which has been widely quoted since then. He said, "There is a race in the world between education and disaster." It was true when he said it. It is one hundred times more true today.

SUPERVISION IN EDUCATION¹

ABRAHAM LEFKOWITZ, LEGISLATIVE REPRESENTATIVE, NEW YORK
TEACHERS GUILD, NEW YORK, N. Y.

Two words dominate the thinking of mankind today. They are "democracy" and "dictatorship." For those reared in the democratic tradition, democracy is not merely a word to conjure with but a spiritual force connoting freedom, equality of opportunity, toleration, and cooperation for the common good. Teachers and supervisors must help make democracy a more vital living force instead of using it merely as a shibboleth for stated occasions. Hence teachers must, as President James Marshall said, have a fighting faith in democracy.

Education is not a profit-making undertaking but a cooperative enterprise in which parents, supervisors, teachers, and pupils must pull together. The gain of one is the gain of all. Hence democracy in education excludes the class struggle concept which pits teachers against supervisors. Education must give democracy its moral and spiritual content so that it may revitalize the discouraged people of the world by helping to bring them peace, plenty, and happiness in place of competitive greed, war, starvation, and misery. Unless we give democracy its soul, it will not stir mankind to this new crusade. Hence the task of the school of tomorrow is to help make democracy a more vital force to advance the well-being of mankind, and that implies that supervision will have to play a more dominant role.

Exceptionally able and brilliant teachers are born and sometimes developed, but good teachers are always made thru supervision which utilizes school and community resources for the fullest fruition of their potentialities. Good teachers teach well but they do not necessarily make a school. That is essentially the task of supervision since it involves coordinated or planned activity for the attainment of necessary social and educational objectives. Individual teachers may develop a good class spirit, but that does not necessarily establish the tone of the school which requires supervisory coordination. Good teachers mechanize their class routine but class routines may conflict or they may not always be the best, thus producing confusion or conflict which constitutes an educational waste. Hence education can only reach its fullest fruition under proper supervision, which stresses especially research, teacher improvement, and experimentation.

Supervision is either positive or negative. Negative supervision is arbitrary, usually destructive as well as autocratic. Often derisively nicknamed "snoo-ervision," it is carping, overcritical—especially of departures from the beaten path—because it is primarily interested in maintaining a smooth-running school machine rather than in maintaining pupil and teacher growth and happiness. The negative supervisor wants "results" and stresses absolute and unquestioned obedience of both teachers and pupils. His method is the rating club, at times rating unfavorably upon mere inspection. Teachers resent rating, not only because it is negative and unscientific, but especially because

¹ A summary of the Tuesday discussion groups on the subject of supervision.

it acts as a disintegrating force undermining teacher happiness and self-confidence which can only be built up by mutual helpfulness and cooperation. Criticism of his policies is looked upon as disloyalty akin to insubordination. This form of supervision is resented by professionally-minded teachers as a piece of degraded formation. Happily, it is giving way to positive or creative supervision.

Creative supervision is constructive and democratic. The democratic philosophy is the heart of creative supervision. Democracy grows slowly. It needs guidance and responsibility. When democratic supervision flowers, its products possess the qualities of courage, independence, initiative, self-reliance, and readiness to assume greater responsibility. Creative supervision implies mutual respect between teacher and supervisor as well as between teacher and pupil. Such respect begets confidence and loyalty and involves cooperative activity toward a common goal. In planning and in seeking to attain the goal, the teachers have a vital interest. Hence they should be consulted and their critical intelligence and experience should be utilized to the fullest extent. Unfortunately, many supervisors, anxious to insure their reelection, are faced with the problem of getting instructional results in the shortest possible time. Hence, tho they talk creatively, they often act autocratically. Such relapses must be guarded against.

Creative supervision implies a realistic approach to educational problems; an emphasis upon understanding and critical evaluation; an emphasis not only on tolerance but on respect for teacher viewpoints, however different; an emphasis upon a search for truth thru unhampered discussion of mooted questions; a strong respect for the rights of the learner—whether teacher or pupil; an awareness of and consideration for dominant community interests and convictions as well as the harnessing of community intelligence for the attainment of the supreme goal of education—the development of tolerant, critical-thinking, socially-minded, and intelligent citizens who put the welfare of the group above individual material gain.

In a word, teachers really want constructive supervision by supervisors who have a sound social and educational philosophy, with definite educational objectives arrived at after full discussion by the entire faculty; who give model lessons under normal classroom conditions rather than talk about what ought to be done; who show a liberal appreciation of strong points and who offer concrete constructive suggestions for the elimination of weakness; who offer encouragement rather than discouragement so that teachers are not hurt or embittered; who want cooperation of teachers as humans and not as machine cogs; who permit and encourage the fullest discussion of all policies in school, departmental, or grade conferences; who are sympathetic, tactful, cheery, helpful, and who, above all, have a sense of humor. They want a type of supervision that will transform the principal from an overlord in his educational domain into an inspiring leader in an educational democracy.

How, then, shall supervisors be selected? Certainly not thru political, social, or religious manipulation. While it is generally conceded that chief supervisors should be chosen by some scientific and competitive system, con-

siderable difference prevails as to whether heads of departments should be chosen by competitive tests and paid for the extra burdens and responsibilities, or whether they should be democratically selected by members of the respective departments for a limited period and receive no additional remuneration so as to appeal to the professionally-minded, animated by a spirit of service. The latter plan seems to have considerable support and is worth experimenting with as the Board of Higher Education of New York City is now doing.

The democratic approach, if allowed ever widening scope, will not only strengthen members of the faculty and supervisors but also school morale. Because it develops that sense of oneness and comradeship which spells success, creative supervision becomes helpful, suggestive, sympathetic, and constructive. It relies essentially upon self-evaluation rather than upon supervisory ratings. It encourages the development of growing self-confidence through the growing assumption of administrative responsibility by teachers and pupils. A creative supervisor is an inspirer, a leader, a demonstrator, a guide, and a humble co-worker in the effort to attain the school's educational objectives. Such creative supervision will release the fullest powers of teachers and pupils and make for an educational and social renaissance that ought to make democracy impregnable and, at the same time, by its product, help shake dictatorships to their foundations and pave the way for their ultimate destruction. To that supreme task we teachers and supervisors must now dedicate ourselves if civilization is to endure under the assaults of dictatorships upon that cherished basic and democratic ideal bequeathed to us.

SECRETARY'S MINUTES

New York City

First Business Session, June 27, 1938

The first business session of the Department of Classroom Teachers was held in the Hotel New Yorker on Monday, June 27, at 2:00 P.M., with David E. Temple, vicepresident, presiding, and Frances Jelinek, secretary.

Bruce Bliven delivered an address on "Propaganda and Democracy."

President Emily A. Tarbell presided over the business meeting which followed, Abraham Lefkowitz serving as parliamentarian.

Helen A. Bradley, Cincinnati, presented the report of the Rules Committee, adopted as follows:

1. *Call to order*

The president shall take the chair at the time the meeting is convened.

2. *Order of Business*

Monday, June 27, 1938 .

Report of Committee on Rules

Minutes of Detroit Meeting

President's Report and Recommendations

Report of Committees:

Constitutional Revision

Tenure

Legislation

Academic Freedom

Election

Nomination of Officers

Wednesday, June 29, 1938

Reports of Committees

Policies

Credit Unions

Retirement

Yearbook

Resolutions

Election Committee

3. *Recognition*

No member shall be granted permission to speak more than once on the same subject until all other members who wish to, have spoken; and no speaker shall occupy the floor for more than three minutes at a time unless permission is granted by majority vote.

4. *Resolutions*

All resolutions including those contained in reports of officers, boards, and committees, and the report of the Resolutions Committee shall be submitted to the delegates in writing before they are voted upon.

5. *Monday-Nominations*

The nomination of officers shall be held following the report of the Election Committee. There shall be not more than one nominating speech and two seconding speeches for any one candidate. Nominating speeches shall be limited to three minutes and seconding speeches to two minutes each.

6. *Wednesday—Election*

Election shall be by ballot on June 29, 1938.

Polls open from 12 noon to 4:00 P.M.

Installation of the new officers shall take place at the first meeting of the new Executive Committee following election.

7. *Rules of Order*

The rules contained in *Robert's Rules of Order, Revised*, shall govern the assembly in all cases.

Reading of the minutes of the Detroit 1937 meeting was dispensed with.

The president's report as given in the *Official Report* was adopted.

Albert M. Shaw, Los Angeles, presented the report of the Committee on Constitutional Revision to the effect that provisions for due notice not having been complied with, the suggestions for revision were not properly before the meeting unless so ordered by unanimous consent. Unanimous consent was not granted.

By unanimous consent, Article VIII of the Constitution was amended to read: Article VIII: "Amendments to this Constitution may be made at any annual business meeting of the Department by a two-thirds vote of the members present and voting provided that notice in writing of such proposed amendment shall have been filed with the secretary of the Department at least thirty days prior to such annual meeting and published in the issue of the *News Bulletin* of this Department next preceding the annual meeting of the Department."

Mary D. Barnes, Elizabeth, New Jersey, moved, seconded by Frances Jelinek, Milwaukee, that the president of the Department appoint a Recodification Committee, the parliamentarian of the N.E.A. to be a member of that committee. On motion action was postponed to the Wednesday afternoon meeting.

Mr. Temple was asked to take the chair.

Reports given by Frances Jelinek, Milwaukee, for the Tenure Committee; Elphe K. Smith, Portland, Ore., for the Legislative Committee; Rena B. Rockwell, Elmira, N. Y., for the Academic Freedom Committee, as printed in the preliminary *Official Report*, were accepted.

Wilbur W. Raisner, San Francisco, reported for the Committee on Elections as follows:

1. The nominations should be at least a day before the election.
2. There should be printed or mimeographed ballots.
3. The ballot should open at 12 noon and close at 4:00 P.M. on election day.
 - a. All classroom teachers who are members of the N.E.A. are eligible so the voting cannot be confined to only those present at the meeting when the voting takes place.
 - b. The time of opening and closing shall be published in the official program, as well as on placards put in Classroom headquarters and other prominent places.
 - c. We recommend that the N.E.A. membership cards be punched when the ballot is given.
4. At present the same means of registration as used now shall be continued but a study should be made to see if another system can be devised which will make any slips impossible.
5. Voting should take place as now, in front of the room where the last meeting of the Department takes place.
6. The election rules should be printed annually in the *News Bulletin*.

With additional suggestions the report was accepted as a report of progress.

Nominations were called for:

For *president*—Mary R. Byrnes, Minneapolis, Minn., nominated Myrtle Hooper Dahl, Minneapolis, Minn.

For *vicepresident*—Naomi John White, Tulsa, Okla., nominated David E. Temple to succeed himself.

For *secretary*—Sara H. Fahey, Brooklyn, N. Y., nominated Katy V. Anthony, Richmond, Va.; Mrs. Harriet Rose Lawyer, Berkeley, Calif., nominated Wilbur W. Raisner, San Francisco, Calif.; Virginia Kinnaird, Fort Wayne, Ind., nominated Hilda Maehling, Terre Haute, Ind.

For *midwestern regional director*—Pearl Donoho, Omaha, Nebr., nominated Florence B. Reynolds, Omaha, Nebr., seconded by C. D. Van Tassel, Toledo, Ohio, Mary C. Ralls, Kansas City, Mo., and Clyde B. Cochran, Charleston, W. Va.; Marcella Schneider, Milwaukee, Wis., nominated Frances Jelinek, Milwaukee, Wis., seconded by Mildred V. Hardester, West Orange, N. J.

Second Business Session, Wednesday, June 29, 1938

The second business session of the Department was held in the Hotel New Yorker on Wednesday, June 29, at 2:10 P.M., Emily A. Tarbell, presiding; Frances Jelinek, secretary.

Reports given by David E. Temple for the Credit Union Committee; Myrtle Hooper Dahl for the Tenth Yearbook Committee; and the report of the Committee on Policies as printed in the preliminary *Official Report* were accepted.

On motion a half hour was devoted to the discussion of the postponed motion that the president appoint a Recodification Committee, the parliamentarian of the N.E.A. to be a member of the committee. The motion was carried.

By unanimous consent Article VIII of the Constitution was amended to read as follows:

"This constitution may be amended by a two-thirds vote of the members present at the annual business meeting of the Department, provided notice in writing of such proposed amendment shall have been filed with the secretary of the Department at least thirty days (30 days) prior to such annual meeting and it shall be published in the issue of the *News Bulletin* of this Department next preceding the annual meeting of the Department."

On motion by Elphe K. Smith, Portland, Oregon, it was decided that all suggestions on revision of the constitution must be sent to the Recodification Committee by the time of the meeting of the American Association of School Administrators and that no suggestion will be accepted after that date.

Mrs. Pauline M. Merchant, Garden Grove, Calif., reported for the Committee on Resolutions. Each part was read, amended, and corrected for typographical errors and adopted as amended. The entire report was then adopted as amended.

The Committee on Elections had not finished counting the ballots when the meeting adjourned but the newly elected officers were presented at the Annual Dinner, June 30, as follows:

President—Myrtle Hooper Dahl, Minneapolis, Minn.

Vicepresident—David E. Temple, Tulsa, Okla.

Secretary—Katy V. Anthony, Richmond, Va.

Midwestern Regional Director—Florence B. Reynolds, Omaha, Nebr.

PLATFORM AND RECOMMENDATIONS 1938

Part I—Educational Welfare

1. We believe that the success of our educational program not only necessitates provision for the welfare of our children but also for the well-being of teachers.

2. We recognize that children can be guided, taught, and cared for most efficiently by teachers who have adequate preparation and training, and who are free from handicapping restrictions which militate against their rendering the best service of which they are capable.

3. To this end we urge that each state, territory, or district in order to safeguard the teaching staff:

a. Enact tenure laws and regulations that enable teachers after a reasonable probationary period, not to exceed two years, to retain their positions during efficiency of service.

b. Permit no certification or contract proposals which tend to undermine tenure in any way where it is now established, and continue definite, active efforts for the establishment of satisfactory tenure laws in the states which do not now have such laws.

c. Establish an actuarially sound retirement system that will permit teachers to retire from service with a retirement allowance which will enable them to live in a comfortable and dignified way.

d. Provide laws and regulations for leave of absence that will enable teachers to use a sabbatical year for professional improvement, including study, travel, rest and restoration of health, and other appropriate means with the assurance that they may return to their former positions after such leave of absence.

e. Provide salaries sufficient not only to maintain adequately a reasonable cultural standard, but also to make possible regular professional improvement and the attainment of a position of leadership expected of teachers in a community, such salary to be a single schedule which provides that all teachers in a school system who have equivalent training and experience receive equal salaries.

f. Make possible cumulative sick leave regulations that will protect the teacher from loss of position or pay in time of ill health or other physical misfortunes.

4. We strongly condemn the practice of service without pay, on the ground that the ultimate welfare of both pupils and teacher depends upon willingness of the public to accept the responsibility of putting the public schools on a sound financial basis.

Part II—Educational Opportunity

We believe that:

1. An educational program should be provided not only for children of the usual compulsory school age, but also for adults and those of kindergarten and preschool age.

2. The teaching load for each teacher should be such as to permit reasonable individual help and encouragement to each child.

3. An adequate program of health maintenance and correction of physical handicaps, adequate food for undernourished should be provided so that children in need of such attention may receive it and may profit more fully by the regular educational program.

4. Every child has the right to efficient instruction by fully trained teachers. We, therefore, strongly oppose the employment of substitutes, apprentices, or teachers in training to fill regular vacancies or teaching positions, if possible.

5. We approve the inauguration of a system of exchange teachers thruout the country for the purpose of acquainting each section of the country intimately with the ideals, aims, standards, and methods of education of every other section of the country.

Part III—Teacher Training

We believe that:

1. More selective requirements for entrance to teacher-training institutions should be established, and that the supply of newly certificated teachers should be more closely regulated to the actual demand.

2. Teacher-training institutions should not only include courses in current educational problems such as tenure, retirement, professional organizations, and professional ethics, but also in economics and sociology so that teachers may become cognizant of economic and political problems as well as more broadly trained in the educational-social ideals and standards that should dominate our profession.

3. Professional preparation and admission to the field of teaching should require a minimum of four years of study beyond high school.

4. We approve of in-service training which recognizes the broadening influence of travel, professional study, participation in local, civic, and teacher organization activities, as well as study of current problems in sociology, enonomics, and education.

Part IV—Unfettered Teaching

1. **Academic Freedom:** The Department of Classroom Teachers strongly reaffirms its endorsement of the declaration of the National Education Association on academic freedom, or the child's right to unfettered teaching, reading as follows:

Teachers should have the privilege of presenting all points of view on controversial issues without danger of reprisal by the school administration or by pressure groups in the community. Teachers should also be guaranteed the constitutional rights of freedom of speech, press, and assembly, and the right to support actively organized movements which they consider to be in their own and the public's interest. The teacher's conduct outside the school should be subject only to such controls as those to which other responsible citizens are subjected.

2. We hold that the loyalty and patriotic background of the teachers of America is beyond question, that loyalty is spiritual in character involving good citizenship and appreciation of national culture, and that in teaching we desire to inculcate true patriotism rather than chauvinism.

Part V—The Enactment of Civic Ideals and Professional Standards

1. *Civic responsibility*—Teachers are not separate entities in society, but are charged by reasons of special endowment, preparation, and opportunity, with the responsibility of leadership. We therefore recommend that teachers participate in community activities in an effort to promote the general welfare thru the democratic press.

2. *Child labor*—We believe that the children of our nation are entitled to their full educational and physical heritage, and that now, more than ever, they should attain their mental and physical development before being thrust into industry to compete with adults. We further reiterate our indorsement of the Child Labor Amendment.

We endorse all legislation for the proper protection of childhood in matters of safety, care of health, physical development, and freedom from exploitation and the burdens of continuous labor. We urge that child labor laws be strengthened to include street trades and other occupations injurious to children. (Newspapers chief among these.)

3. *Opposition to war:*

- a. We believe fully in the ideals of a democratic form of government.
- b. We believe war to be the greatest menace to civilization and to democratic institutions, and as a means of settling international disputes to be an absolute failure.
- c. We, therefore, urge the abolition of private ownership and manufacture of arms and munitions.
- d. We strongly recommend to classroom teachers thruout the United States that they teach the facts about war, emphasizing its cost in human life and ideals as well as in material wealth.
- e. We further urge that classroom teachers continue to use every reasonable effort to promote international peace and goodwill, and to exercise their full influence with all active forces in support of this policy for the welfare and protection of the youth of the world and the maintenance of humanitarian ideals.

4. *Classroom teacher organizations*—Classroom teachers' problems can best be solved thru teachers' own active interested efforts. We therefore urge the organization and continuance of purely classroom teachers associations, and believe that these should be affiliated with state and national professional associations.

5. *Motion pictures*—There are many motion pictures being shown which are objectionable for audiences in which children are present. Therefore, we strongly

urge that every effort be made by all who are interested in the wise training of childhood to continue their efforts to secure pictures which have a clean, wholesome influence. We condemn block booking.

6. *Radio*—We recognize the importance of radio in the promotion of American education and cultural ideals, and desire to use our best influence for the improvement of radio programs and for securing more time for constructive educational broadcasts.

We approve of radio networks for broadcasting educational and cultural programs of high standard and the use of such visual educational materials as will aid and augment the work of the classroom teacher but not replace her.

7. *Conservation of American youth*—We urge that further, definite, constructive action, adequately financed, be taken for the conservation of American youth. We urge the federal and state governments to strictly enforce legislation to eliminate the illegal traffic in marijuana, liquor, and cigarettes.

Recommendations

1. *Be It Resolved*, That the executive committee be authorized to appoint necessary committees to aid in putting into effect the policies and principles expressed in this platform.

Appreciation

We heartily thank the City of New York, the teachers and the members of the Board of Education of the New York City Public Schools and of the State of New York for their hospitality and for all the courtesies which have contributed to our comfort and happiness during the convention.

We sincerely appreciate the cooperation of the press for giving sympathetic publicity to our extensive program.

PAULINE MERCHANT, *Chairman*
KATY V. ANTHONY
MARY BOND
RUSH CALDWELL

LEONORE HOLLIDAY
R. B. HUXTABLE
MRS. JOHANNA M. LINDLOF
JULIET ROCHE

SUSAN SCULLY

ADDITIONAL RESOLUTION

Presented from the floor by Celia Lewis, New York City

Adopted June 29, 1938

Be It Resolved, That the Department of Classroom Teachers condemn the bombing of civilian populations in any part of the world.

*DEPARTMENT OF
ELEMENTARY SCHOOL PRINCIPALS*

HISTORICAL NOTE

THE DEPARTMENT OF ELEMENTARY SCHOOL PRINCIPALS, *temporarily organized as the National Association of Elementary School Principals at the Atlantic City meeting of the Department of Superintendence in February 1921, became a department of the National Education Association at Des Moines in July 1921.*

The officers of the Department for the year 1938-39 are: PRESIDENT, Maude A. Rhodes, Principal, Whitefoord School, Atlanta, Ga.; FIRST VICEPRESIDENT, Mason A. Stratton, Principal, Brighton Avenue School, Atlantic City, N. J.; SECOND VICEPRESIDENT, Elizabeth Malcolm, Principal, Truman Street School, New Haven, Conn.; THIRD VICEPRESIDENT, Arnold Gregory, Principal, Raupp School, Lincoln Park, Mich.; FOURTH VICEPRESIDENT, Harry H. Haw, Principal, Alice Birney School, San Diego, Calif.; FIFTH VICEPRESIDENT, Jane E. Monahan, Principal, Public School 92, New York, N. Y.; EXECUTIVE SECRETARY, Eva G. Pinkston, 1201 Sixteenth Street, Washington, D. C.; EXECUTIVE COMMITTEE: Mrs. Edith B. Joynes, Principal, Washington-Gatewood Schools, Norfolk, Va. (term expires 1939); Ira M. Kline, 177 Gibson Avenue, White Plains, N. Y. (term expires 1940); Irvin A. Wilson, 437 S. Stone Avenue, La Grange, Ill. (term expires 1941); Isabel Tucker, Principal, Festus Wade School, St. Louis, Mo. (term expires 1942).; CERTIFICATION DIVISION, Cassie F. Roys, 2609 Bristol Street, Omaha, Nebr.; LIFE MEMBERSHIP DIVISION, Herbert C. Hansen, 1045 N. Lockwood Avenue, Chicago, Ill.; RETIREMENT DIVISION, M. Emma Brookes, Miles-Cranwood Schools, Cleveland, Ohio.

This Department meets twice each year, in February and in July. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1921:453-454	1926:459-496	1930:333-366	1934:387-408
1922:851-886	1927:419-456	1931:433-466	1935:349-378
1923:653-666	1928:375-410	1932:377-406	1936:239-266
1924:545-564	1929:391-424	1933:395-422	1937:279-304
1925:450-477			

TEACHER PARTICIPATION THRU THE PARENT-TEACHER ASSOCIATION

MRS. J. K. PETTENGILL, PRESIDENT, NATIONAL CONGRESS OF PARENTS AND TEACHERS, WASHINGTON, D. C.

PARENT-TEACHER ASSOCIATIONS grew out of mothers clubs many years ago. There is a story which we do not often tell but which I think may be true, that the very first of the parent-teacher associations in the eastern part of the country came into being because mothers clubs, studying the health of the children in the school, decided they must have screens to keep out the flies. That mothers club influence was responsible for forming parent-teacher associations whose first idea of participating in education was to make the schoolroom and the school building a better place for children.

Whether or not that was immediately successful, we have no record. We do know, however, that public opinion, which demanded more sanitary school buildings—school buildings where health was possible—did eventually come out of those earlier attacks on the problem, so that in most enlightened communities today, it is not necessary for parents to worry so particularly about those things because they are taken care of by an awakened and aroused public opinion.

That is one of the ways that we attempted to share. Another way that we attempted to share, and you may have sad knowledge of this, was that in our efforts to take a definite part in the educational process, we often exerted some unwelcome interference with the administration of the schools or with the work of the teaching staff. Part of that was our fault; part of it lies, perhaps, in another direction.

It can be said simply that we did not know how to participate in educational functions, and we felt that we had ideas that needed a bit of explaining, perhaps even acting upon. Our attacks were not ill-meant, but were ill-placed, perhaps, as we endeavored to assume with you a share in the responsibility for the education of our children. It was unwise and I believe I am speaking in generally true terms when I say that it is outmoded. If it is not, then we must together find a way to make it completely so.

Then a third thing which we perhaps did not do so much as a matter of participation, but which worked harm, was that we exploited the children, made undue demands on the teachers in order to build a program for the afternoon meeting, perhaps the whole program for the year, which we hoped would hold and attract the membership of our organization. That, too, we believe, has gone where all such attempts have gone.

I have given you a picture now of what was perhaps an earlier attack on the problem of parent participation, because in order to build a discussion of teacher-parent participation, I felt that, first of all, we would actually have to see the method and the means and the organization with which you are to participate. We have come to a new place and to a new endeavor.

We have not come alone. You as teachers have come with us, perhaps have preceded us, but thru the radio, thru the magazines that we have read, thru the unrest that is in America today, we have learned together that there are new problems to be faced, and teacher participation in the parent-teacher movement is meaning and going to mean something entirely different from what it has in the past. This parent-teacher group with whom we believe you can cooperate and without whose cooperation we feel the school picture is not complete, is attacking its problems on a new front. We are beginning to talk about democratic living, just as you are. We are beginning to talk about the society, the problems of the society that is new and that faces new conditions.

This is what we say as one of our parent-teacher principles: We believe that democratic living implies a respect for the personality of each individual, belief in the principle that each individual should have equal opportunity to become the best that is in him to be, and a faith that it is within the power and the possibility of society to provide the best and fullest life for each and all. We believe that in cooperative endeavor lies the hope of the eventual achievement of democratic living and so far as parents and teachers learn democracy thru cooperative experiences, in deliberating, planning, and acting together in the home and in the school, to that extent will tomorrow's generation find joy and fulfilment in active service and participation in a democracy of justice, equality, and freedom.

Perhaps you are thinking that these are just words, but I have seen and I think if you have been observing carefully you have seen groups of parents in the past several years who definitely step out on that platform, who have made up their minds that if you as teachers could so courageously attack the problems of democratic living, if you could under difficulties demand and secure and maintain your freedom of expression and of thought and of individuality, then we want to stand with you. Tho we may not be able to attack our problems as you do professionally, yet we believe that in cooperation with you we can do something in the field of democratic living.

Then teacher participation becomes a teacher contribution to our parent efforts, to our parent-teacher endeavors. As parents we have chosen four fields in which we believe we can be particularly active in bringing about democratic living. We sought, selected, and planned as we set up those four fields—and may I say to you that the place where we found our direction was in your profession and in your expressions. As we chose these four fields we felt, and I believe you will agree with me, that we were selecting the four fields in which you, too, choose to work most definitely.

First of all, the field for our endeavor in which we are asking your teacher participation is in the matter of health, because we as parents have made this statement: We believe in a health program for the cumulative good of children and youth, a program which recognizes the three aspects of growth—physical, mental, and social; which brings into harmony the influences of home, school, and community in a conscious endeavor to develop desirable habits of living; which builds not only the health of the individual but which contributes to the building of the community's health, and of a

society where health is paramount. We believe that teacher participation will follow there.

Second, in the field of learning, which is so implicitly your own but to which we believe we can bring a contribution, we state this: The education of the child is an adjustment to all the influences in his life, organized and unorganized, which act upon him in any way. It is, therefore, the responsibility of parents and teachers, working in homes, schools, and communities, to develop, utilize, counteract, and control those influences, situations, and programs in accordance with the established objectives of democratic education. And as one who has worked long in parent-teacher association work, may I say frankly to you that we do want to follow thru with you on the established objectives of democratic education, and when we say teacher participation is necessary, we are looking to you for direction in these things, for guidance, for, after all, you are the people who are prepared to lead us.

Our *third* field is that of personality. We believe a personality is the sum total of an individual's characteristics and is especially manifest in his relations with other people. To give the child an opportunity to develop the type of personality which will enable him to live wholesomely and happily as an individual and as a member of the social group, is a joint responsibility of home and school. There we get the individual attention which is bestowed upon our children in their schools, which is reflected in wise treatment of the child at home, which undertakes an understanding of the child, so that his education may be in terms of his own needs and abilities. Since you have built your fine programs and plans for the education of our children on that basis, we are asking that we may be, with you, contributors to the total program of building personality.

Our *fourth* field for expression of our ideals is that of citizenship. The foundation of democratic citizenship is laid at home, in the school, and in the community, where each individual learns to act and to think as a good citizen in all his relations.

We are asking you to help us evaluate the agencies, the organizations, the customs of our communities which so definitely affect the lives of young people. Our parents mostly are quite closely tied to their own youth. We do not get far enough away from those situations to judge objectively. We need your help. The automobile, the roadhouse, and the type of commercial entertainment and amusement which our young people participate in have questionable values. Are they all bad? We parents are so struck by the difference which we see that we are not fair judges, often, as to the value of these things. Parent-teacher organizations take up these matters for discussion. I hope that most of them take them up in that fine democratic, new way of presenting our problems for group discussion—fewer addresses and more opportunities to solve our problems as a group, with you as teachers participating.

That is the type of evaluation that we want, the type that you teachers can help us make. Shall we say that the automobile is something which has brought nothing but harm to our early "teen age" youngsters? Shall we evaluate it in terms that perhaps will open to us some knowledge of how

to build safeguards and get from every one of these situations the good that is in them and in this way lessen their harm?

What about the radio and the movie? In our schools today our children are being taught the appreciation not only of fine literature and art, but the type of appreciation that eventually will make them sit down around the radio at night and say: "That program is no good. It lacks balance; it lacks force; it lacks meaning." Or they will be able to say, "That's a swell program," and can say why it is a "swell" program. That is what our schools are doing, and they are beginning in the smaller groups and with the younger children to develop an appreciation which will put us as adults to shame. It can be done thru teacher participation with our groups.

Then there is one other way in which teachers may participate with parent-teacher organizations in the agencies and organizations that are outside. This way is to see that whatever laws are passed or go on the books which affect our children in any way are wise, adequate laws and are capable of enforcement. Child labor laws, if they are to be placed on our books, ought to have the backing not only of the parents and the parent-teacher associations but the active backing of our teachers. We hope there will be participation in legislation and in legislative endeavor that will have a direct effect, not so much in terms of numbers but in terms of influence, such as you as teachers can exert, and make possible the legislative approach to child and youth problems which perhaps, as parents, we are not always able to undertake wisely, but where we will follow with you in your plans for children and youth.

Those are the types of teacher participation that, it seems to me, are particularly possible in working with parent-teacher organizations today. I hope I have not painted too rosy a picture of parent-teacher associations, but if the parent-teacher association which you know is less rosy than that, then you will have the added stimulus to help that association be what it should be; to call to its attention the fact that these are the ideals that we have set before us; that they are actually the things which we would like to follow.

Teacher participation without the parent-teacher association would be non-existent. It is only because you have participated with us that we have been able to carry on the work that we have in the National Congress of Parents and Teachers.

SOME IMPORTANT FACTORS IN PERSONALITY DEVELOPMENT

FRITZ REDL, PROGRESSIVE EDUCATION ASSOCIATION, NEW YORK, N. Y.

The first possibility of doing something to children which may influence their behavior is one which we may call the means of using reward; rewards of all kinds which mean something pleasant as a result of something which we want the children to do or to stop doing—rewards as a premium for changing behavior.

If we use rewards such as gifts, pleasant situations, or praise we make one fundamental assumption, and that assumption is that the principle to find pleasure, to indulge in pleasant situations, is a very fundamental principle in human nature which we can rely upon. I think it is one of the surest on which we can rely. We are seldom disappointed except in very peculiar or exceptional types of development. People, especially children, look for pleasant things, and the use of gratification of wishes as a reward for doing things which they are not ready for or do not understand well enough or do not like well enough, is a safe means of influencing them.

The second possibility which we have of influencing children's behavior is what I might call punishment. I hesitate to use that word because I am afraid that you might say: "We won't listen to you. We are progressive and we don't use punishment at all." If you were to say that, it would not be true; we all use punishment if we are normal. I do not mean that we need to do very rough things to the children, but you will agree with me that we can use the fear of unpleasant situations or the fear of losing pleasant ones as a means to influence in situations in which we think they are a helpful thing to apply at the moment.

A third possibility by which to influence the behavior of youngsters is one which I would call an appeal to their conscience—an agency within themselves which tells them what to do and what not to do, even if we are not present to punish or reward them for what they do. An appeal to the conscience takes for granted the fact that some of this conscience has been developed. It is one of the main functions of the first years of education to build the most fundamental parts of what later will appear as conscience in a personality.

We need quite an amount of conscience. We do not need so much, however, that the child is crushed under it and is unable to be happy and enjoy himself, but we need enough that the child does not have to wait for the world or for other people to punish him for everything; that is, there should be something inside which tells him what to do or what not to do.

An appeal to conscience, provided the child has a strong enough conscience within himself, is quite an effective means if we recur to it merely occasionally. I should not advise you to recur to it in every situation, especially not in everyday situations. Every means can be abused by being used too much, or by being used in situations where it does not apply. With some children we find they have a good deal of conscience and yet our appeal does not work. They have a good deal of conscience but their conscience has not much to say within the politics of their own life; it is very strong and very loud but they always have to do the other thing anyway. In such a case, of course, the appeal to conscience will not work. We need other means of approach.

A fourth technical possibility of influencing children's behavior is an appeal to their reason, provided they have any and provided it is strong enough within their own situations. The possibility of influencing children by reasoning, by showing them the logical connections between things or the reality of a situation which we want them to see, may be enough to influence them. Many people think that they have to punish again and again. They

forget that by appealing to the reason of the children they might get as good results without such unpleasant after-effects.

A fifth technical means of influencing children which I would like to mention is an appeal to a "thing" for which I have no name. I hate using psychological terms because they are used in such a vague sense usually that they do not mean much, so I hope you will understand me if I call this "thing" the ego ideal or the personality ideal of children.

What I mean is this: If a youngster has formed the ideal of being very brave or very courageous and I want him to do a courageous thing, the method of approach is to appeal to the ideal he sets for himself, and to show him that what I want him to do is in connection with this ideal. By the mere act of showing him this, I can make him do it and I need not use any reward or punishment from the outside. I can link up what I want to show the youngster with this fundamental aim within himself.

Many of the ideals of people are not outspoken but we know that some means affect them very decidedly. Shame is something which disturbs our indulging in our own ideal of what we think we would like to be, or disapproval confronts us with a situation in which our ideal about ourselves is very far from our behavior. If we can occasionally show up this discrepancy between our behavior and our ideal of the way we would like to behave, then we have something which is similar to the appeal of conscience except that it is on another level.

The sixth technic of influencing youngsters is the one which establishes a personal emotional bondage between the child and the educator. It is not only by pressure or by promises that you can influence. If people are supposed to change their behavior, if I say "No" and they like me, because I want this other sort of behavior, then that is sufficient reason for it. It does not need reward, it does not need punishment or threatening. Where you have a strong emotional bondage between a child and a grown-up, you have a natural means of influencing thru the very nature of this bondage itself. Of course you have to have this bondage, but then again you may abuse it. There are people who appeal to this love of the child for the grown-up too frequently.

The seventh technic I want to mention is exactly the opposite. If we can establish a bondage between the child and the grown-up in order to influence the child, we also can cut thru this bondage and can forsake the child. By this I mean that the technic of forsaking the child should be a planned, fully applied technic in some situations. Applied carefully, this is an important thing, especially in early adolescence. You know that it is very important for youngsters of that age to have an increasing fear of life in which they can try out themselves whether or not they will run into difficulties, and in which we should not guide them all the time. We should not force them to do the right thing, but rather we should give them a chance to run their heads against the walls around them without later reproaching them for so doing.

That means to create, to secure a certain realm in which they should get their own experience without our influence, is educationally an equally important means of influence. It sounds paradoxical but it is not, because if we

apply it wisely, it is a means of indirectly influencing people's development which is as important as all the other direct technics.

In planning our educational procedures with children, which is the point I wish to make, we should not only consider the immediate effect which is usually a marvelous one because we sense what the result will be, but we should also consider whether the thing we do improves the growth of personality traits of one child, and, in all those cases where undesirable personality traits have developed, we should use this knowledge in planning the methods which we use in working with another child. This is so important that if we really follow this, and if the parents do, many of the things which are talked about so much become unnecessary.

We hear so much about guidance. We hear so much about special therapy which we need in schools. But we need something in addition to them. We need some guaranty that later generations will not need those things, and that guaranty lies only in our success in an attempt to make our planning within the classroom situation more adjusted to what the development of character traits contains as a law of nature.

THE CURRICULUM IN TRANSITION

Panel Discussion Sponsored by the New York State and City Principals Association

Participants:

JOHN F. CONROY, Principal, Public School 32, Bronx, New York, N. Y.,
Chairman

DOROTHY BILDERSEE, 115 Willow Street, Brooklyn, N. Y.

MRS. EUDORA FLETCHER, Public School 99, Brooklyn, N. Y.

BENEDICT FOX, Public School 45, South Ozone Park, N. Y.

RUTH GILLETTE HARDY, Public School 33, New York, N. Y.

LOUIS KORNFELD, Public School 30, Brooklyn, N. Y.

MARGARET A. LINDQUIST, 2475 Palisade Avenue, Spuyten Duyvil, New York, N. Y.

C. F. PERTSCH, Junior High School, Brooklyn, N. Y.

TOPICS FOR DISCUSSION

What are our New York City objectives? How can we attain them? How can we evaluate their attainment?—FOX.

What changes are needed in our present curriculum to achieve our objectives in terms of methods and content? What are practical first steps in integration?—CONROY.

What administrative changes are necessary to promote the proper functioning of the curriculum?—FLETCHER.

How will the revision of the curriculum today change the subjectmatter and procedures in the first two years?—HARDY.

Adjusting the curriculum to the gifted child.—PERTSCH.

Necessary modification of the curriculum for the child with delinquent tendencies.—LINDQUIST.

Remedial procedures.—BILDERSEE.

The community and the changing curriculum.—KORNFELD.

PRESIDENT MASON A. STRATTON: Margaret Lindquist, president of the Elementary Principals Association of New York City, will introduce the program for her group. We thank you, and thru you the principals of New York City for all that you have done. Miss Lindquist!

MISS LINDQUIST: We are very glad that you could be with us this afternoon. It is the custom in the Principals Association to have a number of groups working on topics that are problems of the day, or to do research for the organization. One of those committees was the Committee on Curriculum Revision. The members rendered such an excellent preliminary report that we asked them to take over our annual meeting, which was a panel discussion, consisting of eight panels.

Without any further introduction, I am going to turn the meeting over to John F. Conroy, who has been the inspirational leader and who really is responsible for this meeting as it evolves. Mr. Conroy!

CHAIRMAN CONROY: In terms of the discussion today, I wish to give you our definition of the word "curriculum" so that there will be no doubt as to what we are talking about.

The curriculum is the whole body of experiences to be communicated to the child thru the school contacts together with the organizations and techniques necessary to carry out such experiences efficiently.

Each speaker is to give a brief answer to a practical fundamental question related to the general topic. These questions are practical and not at all rhetorical. As we answer them it is for the purpose of having you as a group supplement these answers in terms of your experience and your criticism. Revision should be cooperative. Will you cooperate?

The first speaker, Mr. Fox, will use as his topic, "What Are the Prospects of Attaining Our Objectives under a Transitional Curriculum?" Mr. Fox!

MR. FOX: Excellent statements of objectives, related primarily to elementary education, were produced by the New York State Association of Elementary School Principals and approved by the New York State Council of Superintendents. Such statements of objectives possess merit, but they are so general in their implications and are subject to such varying interpretations in specific situations that a wide variety of outcomes is inevitable. The transitional curriculum subjects them to a careful analysis to determine their specific implications, so that they may have a significant influence on the direction of pupil growth. It grants that the Six Cardinal Objectives represent reasonable, attainable, and desirable goals; and that they should serve as the compass by which teachers guide children thru activities in achieving desirable outcomes. However, it also recognizes the need for standards by which to evaluate the educational process—a process which is a complex of many related factors, some of them concrete and evident, others subtle and intangible.

No matter how perfect we may make the new curriculum and no matter how thoroly we may agree with its philosophy and its objectives, we are no nearer the attainment of our objectives than we were under the traditional curriculum if the teachers are not in accord with the underlying philosophy,

or if they have not the ability to use the newer technics and procedures. Much of the confusion and uncertainty in the minds of teachers can be attributed to the rapid emergence of new theories, philosophies, and procedures. A mere rehearsal of the newly developed terminology is confusing to many. Creative self-expression, creative leadership, creative personality, units, units of work, activity, activity programs, activity curriculums, experiential learning—I could go on *ad nauseam*—appear with breathless rapidity. It is not surprising, therefore, that the teacher who has been considered successful in his work sometimes wonders if “time is not out of joint” in the profession. He recalls the time and energy spent in an effort to obtain scientifically valid curriculums, and he wonders why so many seem eager to scrap them and to substitute ones which frequently appear to be a series of insignificant and unrelated excursions, dictated by the momentary whims of children. He recalls the school in which he was trained and the esteem in which he held his teachers, and fears a freedom for children which may disturb such relationships and encourage the development of undesirable attitudes.

Those who advocate the transitional curriculum hold to no such conception of freedom; neither do they subscribe to any philosophy that advocates that the curriculum should develop spontaneously, according to the interests and impulses of children, and that no freedom worth the name is possible with an organized curriculum. The transitional curriculum recognizes the individuality of the child but it also thinks of him as a member of a social group; and, therefore, it endeavors to provide such conditions of living that children will develop a sensitivity to the rights and needs of others and will feel a responsibility to the group of which they are a part. Furthermore, under the transitional curriculum the emphasis is upon the child rather than upon subjectmatter; upon activity rather than upon passivity; upon development according to capacities and potentialities rather than according to a single pattern; upon social-mindedness rather than upon cut-throat competition; upon judgment rather than upon memory. Because of these shifts of emphasis, the transitional curriculum gives greater possibilities for attainment of our objectives.

The transitional curriculum also recognizes the fact that except for the development of certain specialized skills, the school is not the most powerful educational influence. The home, the neighborhood groups, the press, the movies, industry, and the radio all operate powerfully to form the basic attitudes which underlie the conduct of the individual. As industrial and scientific developments have weakened the influence of home and church, the school has been expected to solve a whole series of problems under the head of character education. The school cannot solve these problems alone no matter what curriculum it uses. Only the planned coordination of all educational influences is sufficient. Recognizing this fact, the transitional curriculum identifies the school with its community and with as many of the educational influences outside of the school as is possible. However, since many of these influences are mis-educational in their effects, it becomes necessary to broaden the educational program to include adults as well as children. The principal must take into consideration the attitudes and desires of his

community if he is to continue to work effectively; and he must recognize that it is his function as an educator to help the parents of his community to understand how conditions have altered. He must show them what the school is endeavoring to do, and what must be done if their interests and the interests of their children are to be promoted. To the degree with which we recognize this important phase of our educational program and bring about a cooperation between the school and the community will depend largely the degree of success in attainment of our objectives.

CHAIRMAN CONROY: The chairman in presenting the next speaker would like to point out that he has scorned the opportunity of a glowing introduction—he presents himself at this point.

The topic assigned me is "What Are Practical First Steps in Integration in a Transitional Curriculum?"

1. Some integration is urgently needed. Provision has been made for the application of research to the curriculum inside the subject fields. A great deal of integration has been accomplished with a group of schools in the activity experiment, but we are still attempting to teach twenty-four subjects in each grade in the majority of our schools. We are insisting upon entirely too many minimal essentials because of this multiplicity of subjects. We are causing our pupils a waste of effort and time; we are increasing their difficulty of understanding and applying the information learned thru the absence of such integration.

2. We must decide how much integration we can efficiently adopt. We may integrate subjectmatter with adult needs, with pupil needs, with community needs—recognized or unrecognized—with continuing problems or cores or themes; and in all of these we may integrate two different degrees. How much integration is justifiable? Who is to integrate the integrators? It might be well to remember that in the life of children there is no such thing as complete integration. A child's day is made up of activities in a number of areas: his food, his friends, his school, his play, his time for the radio, and his time in the tub. Complete integration is not a natural situation in child life.

a. A large school system must be subjected to gradual change when the need for change is established.

b. The problem of the articulation of pupils undertaking courses based on pupils' interests and needs seems almost insuperable where pupils transfer so frequently.

3. A curriculum that provides for such major areas as the social sciences, the language arts, the fine arts, and health education, with as much interrelationship as is possible with these areas for the tool subjects of arithmetic, reading mechanics, spelling, and penmanship, would have definite advantage.

a. Such integration of subject fields would aid materially the reorganization of subjectmatter into units, problems, or activities.

b. It would avoid time waste caused by duplication of detail, loss of interrelationships, reduced comprehension, and faulty retention.

c. It would help us find the time that the newer technics and materials require, such as pupil planning, problem solving, pupil research, report making, and the creative outcomes of pupil learning. Time is needed, also, to develop such attitudes as world peace.

d. It would provide for teacher development thru participation, thus making possible further integration.

4. Any synthesis of subjectmatter fields in a large educational system must secure the cooperation of the directors and experts in the special fields. The analysis of material into subjects and branches of subjects has been going on for years; it is our belief that it has gone too far with these difficulties and limitations established. What are the probable next steps in integration?

5. What steps in curriculum making are needed to achieve this integration?

a. We have set down the fundamental objectives for our school system. They are to be found in the state objectives and in the report of the Committee on Articulation and Integration. These are our continuing objectives and provide important means of integration in themselves.

b. Units of interest to children are then collected from the teachers in the system and are tentatively arranged by age levels. Many more units are listed than any teacher can use in one term. For each unit are listed the possible experiences, activities, knowledges, and attitudes which may be cultivated at that age level.

c. A checklist of numeral essentials, of desirable character traits and attitudes, is prepared by a committee on recommendations from the supervision and administration branches of the educational system.

d. The units and the checklists are issued as a mimeographed or printed course of study.

e. From the teacher's selection the course of study for the pupils in a particular class in a particular community evolves. The printed curriculum is changed to keep up with the best organizations of work created by the teachers in the field. The initiative for change is in the school with the practicing teacher. The cooperation of the teachers in revision is a splendid criterion for the significance of any curriculum program.

Mrs. Eudora Fletcher, chairman of our Administrative Problems Committee of the New York Principals Association, will speak on "What Administrative Changes Are Necessary To Promote the Proper Functioning of the Curriculum?"

MRS. FLETCHER: The new curriculum will be a reality only when it is put into practice, and this involves two problems which we cannot ignore. It will cost more money, and it will need a retraining of the teaching staff.

Let us first consider the question of cost. Educational activities have developed for the most part merely by adding something on. A picture of the distribution of funds would resemble a child's drawing of a tree—the branches are just stuck on, and there is no indication of growth and planning. So we see a dab of guidance here, a spot of vocational training there, a lump of remedial work over here, and so on. Never is one procedure completely carried thru before we are on to the next. Distribution of funds becomes the mad scramble of each activity to salvage as much as it can.

As I see it, there are three roads we can follow:

1. We can continue as we are now, entering on an expansion of our activities without any assurance as to its financing, but with an attitude of "the Lord will provide." We can shut our eyes to the unpleasant fact that this procedure may, and frequently does, do more harm than good, and we can add to the burden of undertaking a new adventure the unrest that arises from the question, "How are we going to manage it?"

Being a pessimist, I have no doubt but that this is exactly what we will do. However, since conventions are the places to express ideas, I would like to point out two other roads.

2. We, working with boards of education and taxpayer groups, can decide which of our activities are of fundamental importance and should not be curtailed. It may be a revision of our elementary schools, or in times of stress, it may be a complete adult education program. Funds should be allocated to those activities that are fundamentally important, and what is left should be given to those of great need, but secondary. It may be that it will mean the elimination of many activities in which we are now engaged, but it will be based on a fundamental sense of values and the greatest good for the greatest number.

3. There is still another path. We talk a great deal about education and democracy but we do very little toward educating our voters and taxpayers in regard to the cost of schooling. The third way is for the expert to draw up a complete program of education and determine its cost. Then let Mr. Common Man decide how much education he agrees with in theory and is willing to support. A direct school tax should then be levied to take care of this program. It is foolish for legislators to establish types of schools and then refuse to pay, or haggle over the cost. The great taxpaying public either wants a comprehensive and adequate system of education or it does not. If the public wants the system, it will be willing to pay the required amount if it understands.

The second problem of putting a new curriculum into operation is that of teacher preparation. In our own individual schools we do not like confusion. If we are planning new procedures we assemble our materials, train our staff, and set the stage so that the new program may function.

Our chief fault will be that in our enthusiasm for the new ideas, we will not want to wait. And yet to make haste slowly will be the only right way. Our children have been educated in traditional schools for a long time. A year or two longer will not be a catastrophe. No teacher should undertake the progressive education without adequate preparation and orientation.

CHAIRMAN CONROY: "How Will the Revision of the Curriculum Today Change the Subjectmatter and Procedure in the First Two Years?" by Ruth Gillette Hardy.

MISS HARDY: The agreement, in the theory which we all have is that the child who comes into the so-called first year of school is not, or should not be, a beginner. The first year of school should follow a year or more of kindergarten, perhaps several years of kindergarten preceded by nursery school.

The second thing in which we all believe is that these children of six and seven years of age will do better to continue with these nursery school and kindergarten methods rather than start the first day on the highly abstract skills. The doctrine of readiness for any of these abstract skills certainly needs no defense in theory. The practice, however, is exceedingly difficult. We decide we are not going to teach children who are six years of age immediately to read the highly abstract symbols of number, or to start with that highly abstract art of making cursive letters. Well and good! Having decided that, the average experienced teacher says "What am I to do?" The old method was time-wasting. The number of children who had to repeat and repeat to get the simplest elements was appalling, and when we come into this element of costs I think one thing we want to count is that

a newer type of curriculum is not going to have that terrific cost for repeating.

The thing that justifies the expenditure of public money for education is not the skills or tool subjects, but the character of the child; and as we see it in the first and second years, that character must be based on habits of industry, social habits, ability to get along with others, power of responsibility, and powers of self-direction. That will give us the clue to what does and must fill the time of these six- and seven-year-old children.

The child must be made, as in the kindergarten, first of all, to feel secure at school, to feel that the teacher is a friend and not a taskmaster. That is not a negative thing. It is an extremely positive thing that begins with the "Good morning!" which is not a mere formality but is one of the first things in giving self-direction. It follows thru the whole day. I have seen the task of getting out blocks and putting them back done in such a way as to establish just those very traits of character I am speaking of—responsibility (what you take out you put back); self-direction (do you know what you are going to do?) That is absolutely as educational as showing these children the symbol of the number five and pictures of five birdies and pictures of one. After giving this child that security in his actions, the next thing is to put him into contact with immediate realities. The immediate realities are not going to be the same in any two schools or even in any two classes. One thing we need not worry about is the content of this curriculum. The traditional curriculum for the first and second year had no content whatever except what the textbooks happened to put in. Now, in taking out those abstractions we are distinctly substituting content, and the first thing in content is the reality of the environment. After all, human experience is diverse, but human nature is common to us all, and you may arrive at the same point no matter how diverse the start. Jessie Staunton, who has had so much to do with the curriculum of nursery-school and first-year children, tells the story of starting simultaneously two first-year classes, one in an expensive private school in Greenwich where she was adviser, and another in the new refugee miner community in Arthurdale, West Virginia. They started with both groups playing what they did at home. The idea of home of the children from Greenwich was to begin shaking up cocktails, standing at the telephone, ringing up the butler; they are giving a party. The idea of the children down in Arthurdale was, "Let's go out and build a pigpen." Of course, as she said, those children did not end that year one shaking up cocktails and the other building a pigpen, but she knew from the first day what were realities to those children, and her task as the teacher, or in that case as the director, was to guide and lead those children from one experience to another so that without losing the sense of reality they could also get an idea of some other kinds of homes, some other kinds of life than their own. We begin mostly by walking around our neighborhood, identifying our own homes, and so on. I think most schools do that; there is nothing startling about it. The wonderful thing is what comes out of it when it is well done.

The third thing that is needed for the child is to furnish an opportunity to work freely in the materials which have been carefully selected so as to

help him make that transition to abstraction. Reality is very big, very confusing, and very troublesome to a child. His first type of abstractions, then, must be something he will make himself. That is why the picture the child makes, crude as it is, is more valuable to the child than the picture he looks at which already contains so much symbolism that only very able children grasp it without a good deal of practice. That is why block-building, of all the forms of play, is the most valuable, and the one which needs the greatest amount of encouragement. It also takes a great deal of money. The great big blocks which the children ought to have to give them a sense of weight and balance and to build themselves something big enough to get into, cost a most appalling amount, but they are amply worth it in making this transition to the pictorial material.

Games and toys that the children can handle and with which they can play—out of which can come not the abstract symbols of numbers but the actual use of numbers, measuring, handling tools—will be beneficial if they are well directed. However sloppy the product looks to the carpenter there is a big difference in the teacher's eye between the product of the child whose work is really sloppy and the product that has really been well directed and does represent child measurement, the child concept of something that has a purpose.

The child's own body is in a sense one of his instruments, and he must learn to balance, to handle, to carry. This seems to me old stuff, and yet so often we still have fixed seats, and the children are expected to sit still in them for hours at a time rather than to learn that tremendous art of handling their own bodies, without which they cannot get, it seems to me, either security or a sense of ability to direct themselves, which is our very objective.

When these materials are well used, there should come at the end of this two-year period—and I make a plea, as does our committee's report on articulation and integration, for regarding those two years of the child's work as a unit—a child who has, first, good habits of work; second, a keen interest and a curiosity that will enable him to learn more; third, well-exercised muscles; and, fourth, a vocabulary much larger than he ever had under the old abstract system and not by any means limited to the thousand words of a scientific vocabulary, useful as that is in teacher guidance.

CHAIRMAN CONROY: The next question is, "What Do Speculation and Research Recommend in a Transitional Curriculum for the Gifted Child?" Mr. Pertsch has been chairman of the Committee on Individualization of the New York Principals Association, and his Committee has been working in that field.

MR. PERTSCH: It is my purpose this afternoon merely to indicate to you just as well as I can what I gathered from our meeting in May.

In the first place, one of the questions was, "What do we mean by a bright child?" Originally, we thought it meant a child with a high I.Q. We could not reach any agreement as to whether we meant the child with an I.Q. of 120, 130, or 140. Then we found it very difficult to decide upon the test on which the I.Q. was to be based. Eventually, there was an agreement that the Stanford-Binet Test was to be used, and there was an agreement

that we would consider as bright those children who had I.Q.'s of 130 or over on the Stanford-Binet. It seems, according to the traditional Stanford-Binet that 1 percent of the total population has an I.Q. ranging above 130. We thought we were primarily interested in that group when somebody introduced the questions: "How about the children who have social intelligence and the children who have creative intelligence and the children who like to fiddle around with radios, victrolas, pianos, old clocks, watches, and so on? They have a manual intelligence. Are they to be forgotten in this shuffle? Are not they to be considered bright? Are not they bright in another aspect of intelligence? What do you mean by intelligence?" We examined that.

One of the greatest difficulties is to arrive at a common agreement as to the meaning of intelligence. We found twenty-seven definitions and concepts of intelligence. The Committee was rather liberal and we agreed to consider the gifted as well as the bright, and so the recommendations will concern both groups. As a matter of fact, the Committee decided to name itself the Committee on the Superior Child rather than the Committee on the Bright Child.

The second problem was that of finding the bright child. How do we find them in the school? Well, we might use tests at the time of admission to school, but tests are expensive. We have the problem of financing. It is expensive not only in terms of money but also in terms of teachers' time, of psychologists' time. Then there are the aptitudes which cannot be located, but which can be identified very readily thru present testing devices and instruments. There are children who are gifted in the use of their hands, children who are gifted creatively, who can be identified only by keen observation on the part of the teacher or another observer in the classroom. More than that, many of these children will never be identified unless we present them with the right kind of curriculum because the curriculum acts as a chemical reagent and precipitates these very aptitudes and abilities which are so often overlooked in the conventional classroom.

So the Committee came to the following decision, which I quote from the report with respect to the curriculum:

A curriculum is required which is tentative in nature. It must be flexible, elastic, and suggestive. It should permit variety in method of approach and presentation as well as in content. It should provide for large units of work which will offer an opportunity to discover resourcefulness, capability, interest, talent, originality, leadership, and other desirable qualities which our pupils may possess. It must provide a field wide enough to include a wealth of experiences—social, manual, and creative as well as academic—and fertile enough to permit the greatest possible growth and development.

The next question was, "What provision should be made for the education of the bright child?" In all, there are five or six general provisions which have been made in the past, and we group these into four. In the first place, we have those involving ability grouping. New York City, as you know, is addicted to a practice of ability grouping. We have one, two, three or X, Y, Z grouping in the larger schools in New York City, and we are

sold on that proposition, regardless of the minority convictions against the project of ability grouping.

A second proposal is that of organizing special classes. Somehow or other, we seem to feel that if we organize a special class, we have solved the problem. That is not right. In a special class at the Speyer School we have a range in I.Q. between 130 and 200—a vast range, a difference of seventy points. Drop seventy points below 130 and you reach a keystone of 60 I.Q. The difference, then, in that term and class at the Speyer School is just as great as the difference we would find in a class in which the lowest pupil had an I.Q. of 60 and the brightest an I.Q. of 130. It is a ridiculous thing that any uniform approach would meet the needs of individual children under those conditions.

The third general pattern is one that features the continuous motion plan with individualized instruction, plans similar to the Winnetka or the McDade or the Dalton plans and their modifications. And then we have those emphasizing the activity program, both within and outside the classroom, co-curriculum activities as well as extracurriculum activities, special interest groups meeting before and after school hours, during weekends and during the summer holidays.

There are, then, four suggestions: Either individualization, the activity program, special classes, or acceleration, or some combination of these. The combination or the individual pattern which is the most effective in the education of the bright child is the question to which we do not know the answer, and the Committee very humbly suggests that some long-range experiments be set up in various schools in order to evaluate the worthwhileness of these four systems which on the basis of opinion only have been used for the past ten or twenty years without any attempt to evaluate them objectively.

CHAIRMAN CONROY: What experiences in the new curriculum relate to the child with delinquent tendencies? In presenting the next speaker, I would like to say that it is only her modesty that kept her from being in her rightful place as chairman of this part of the meeting. She was most complimentary. May I return the compliment by saying that we as the principals of this city are proud of our president, Miss Lindquist.

MISS LINDQUIST: Studies in delinquency emphasize the prevalence of retardation, so educators accepted the challenge for a thoro study. In New York City the Board of Education and the Board of Superintendents formed a Committee on Maladjustment and Delinquency under the joint chairmanship of Margaret J. McCooey and James Marshall. The Committee found that there was little difference between maladjustment and delinquency.

Mr. Marshall summarized the situation this way: "We conceived that the principal problems of the school were affirmatively to counteract and repair the damage those disintegrating influences of the street, home, and community might have, and to give intelligently such understanding and ability to think as would lead to successful adjustment in the world, to the

extent and degree to which the child was capable of absorbing them. We felt that negatively the problem of the school was not to create maladjustment in the school; not to give in the school a sense of insecurity; not to initiate the school anxieties; and not to create in the school situations which were bound to lead to failure." Of course, you know as well as I do that we cannot predict delinquency, and, of course, immediately there was such criticism that this was a foolish thing. However, there are children in all schools that demonstrate emotional insecurity. They are disturbing in the average class; they try the teachers; their records are those of conflict with authority, sometimes outside of school as well as in the school.

Classes were formed in eight centers, sometimes two classes in a school, sometimes just one class in a school. In one school four classes were formed and the plans that were used were for a flexible curriculum and were based on the recommendations of the Committee. I have chosen only five of those recommendations as being most significant: (1) smaller classes which were limited to fifteen; (2) classes that were small enough to handle the local community situation; (3) a modernized curriculum with more self-direction and experimental learning; (4) additional services by the school for the children who had special emotional and scholastic problems; (5) additional recreational and extracurriculum activities for the after-school hours.

One speaker on the Committee panel spoke of the problems caused by insecurity in the home, saying that they affected learning ability as well as behavior. Assistant Superintendent Regina Burke in summing up called attention to the fact that the key to maladjustment is in the younger group, sometimes manifesting itself in the kindergarten and in the first year. She therefore stressed, as one of the former speakers did, the value of the nursery school, the kindergarten, and particularly an extension of the kindergarten in order to give this informal approach to the early learning situation, and she gave some very important points on the subject of reading readiness.

Another speaker spoke of the fact that schools have a serious task to sell to the public the idea that education is not a thing restricted to the traditional hours of the day and to books and pens and papers. This was particularly significant with reference to the children that have problems and difficulties with schooling.

Some of our speakers will stress the necessity of becoming acquainted with the community. In connection with this work for these children with delinquent tendencies, we are working for a closer cooperation with social agencies. In fact, in one school that has done much work along this line we are putting in what is called an adjustment worker—a social worker—to see if the problem of the relationship of all these splendid private agencies and opportunities in the neighborhood and the problems of the school can not be worked out. We call it a consultation service. This will begin in the September term.

Teachers must recognize the importance of the intelligent use of play. If a child is not prepared to function effectively in his social relationships, education very often is a failure; and this is particularly true with the group

of children about which we are talking. The challenge, then, is to help them to secure emotional security.

CHAIRMAN CONROY: The child with special disabilities—what is to be done for him? I am sure that in presenting Miss Bildersee, she will agree with me that she has a different answer for the question today than she might have had two years ago, because for the past two years she has been in charge of two of the federal education projects, one that turns its attention to remedial reading, and the other to remedial arithmetic. In one case she has something like 650 workers under her guidance and in the other case about 300. I do not know anybody in the city right now who can speak more authoritatively on remedial technics than Dorothy Bildersee.

MISS BILDERSEE: More and more those of us who are actively engaged in training teachers for the handling of pupils retarded in reading or in arithmetic feel that there would be comparatively few pupils with special disabilities if the instruction in the 1A grades was conducted according to recognized progressive methods, and if the basic principles underlying these methods were extended thru the entire school life of the learners.

Two of the most important trends in progressive methods are an understanding of the principles of readiness and a realization of the importance of individualization. The teacher must realize the importance of readiness not only at the beginning but during the entire school life of the child. This includes much more than the child's intellectual status altho a knowledge of his mental age is very important. In spite of disagreements, it is generally conceded that a mental age of six is needed for beginning work in the first year.

In both reading and arithmetic, basic concepts are needed before the child is ready to begin the so-called formal work of 1A. The child must have rich experiences thru which needed concepts have grown up and on which new concepts can develop. Before he can begin to learn to read, the child, in addition to experiences and a rich vocabulary, must have some rather specific abilities (such as rhyming) including matching geometric figures, words, or letters; repeating letter sounds and nonsense syllables; recognizing objects; and telling a simple story. For arithmetic, he must have become conscious of the significance to himself of quantitative situations which have arisen in his life but which he may not have recognized as such. He should have an idea of greater and smaller, more and less, earlier and later, taller and shorter; have actual experiences with objects—with putting things together, with separating objects, with taking some away. He should have had opportunities to count, to measure things in an informal way. All these experiences should grow out of his activities.

For a full measure of success, the child should have, also, a wholesome emotional attitude toward his home, his fellow pupils, and his school work. Much is taken for granted with the 1A child. Colleges recognize the importance of orientation work. How much more necessary is a period of adjustment for the six-year-old, removed, for the first time, from his familiar, secure surroundings.

To know adequately the previous experiences of the pupil one must know more than the individual. The child is a product of his environment, and a knowledge of the community, of the types of homes the pupils come from and of the influences that surround them, of their opportunities, or more frequently, of their lack of opportunities, is necessary.

To be ready for reading, the child must have adequate physical development. Many pupils fail because of constitutional disabilities or physical defects. These too, must be taken into account in a program of prevention, and later, of remedial work. Children who cannot see or who cannot hear will begin from the first day to build up disabilities that will lead to failure.

If teachers thruout the grades would recognize the significance of readiness and the need for individualization, and keep in mind that many children are and will always be slow learners, there would be less need for remedial procedures. However, we have with us many remedial cases, and I shall describe, briefly, the remedial procedures used by classroom teachers, developed from the WPA remedial materials.

This remedial reading program begins with an orientation period. The teacher tries to establish a wholesome tone, discovers interests and develops new ones, provides experiences and opportunities to discuss them. To interest the children in books, she builds up a library of attractive simple books. Here, and thruout the program, she stresses the language arts, oral and written, thru written stories and logs, newspapers, group activities at first and later, individual, as well as group. Technics needed for these develop gradually as the need for them is felt by the children or is pointed out by the teacher.

Preliminary work to supply other needs, such as the power to discriminate sounds, forms, and so on, is begun at once.

As soon as the tests are completed, the teacher begins planning on the basis of specific needs. Individual and group instruction follow. Exercises are assigned in the WPA remedial units. Oral and silent reading assignments paralleling the units are made. Supplementary activities based on language arts and manual arts are suggested.

Gradually, thru a program consisting of cycles of testing, planning, teaching, drilling, assigning, and checking, the child progresses until he is up to grade, or until his reading age equals his mental age.

CHAIRMAN CONROY: Mr. Kornfeld, the chairman of our Committee on Community Relationships, is going to tackle the question of adjusting a curriculum to the community in terms of its limitations and its possibilities.

MR. KORNFELD: In considering the role of the community in its relation to the curriculum we ought first to distinguish between localities in which the school is the center and the larger localities contiguous with the smaller ones. In the former may be found parents' associations, parks, playgrounds, various types of industry, social settlements, churches, agencies fostering crime, and agencies preventing crime. In the larger localities there are usually found the larger agencies: councils of parents' associations, museums, libraries, patriotic societies, etc.

In considering the interrelationship of curriculum and community all the agencies included in both the narrow and wider locality look as significant factors in determining what desirable changes, revisions, and reorganizations should be made.

Professor Lloyd Allen Cook refers to the community as a number of persons bound together by common interests, values, and needs.

The needs of the community are the needs of the pupils themselves. So far as the curriculum meets the needs of the children does it meet the needs of the community. We are constantly confronted with the responsibility of finding the best devices and technics to educate children in a changing community. To achieve these ends the school thru its pupils and its teachers must cooperate with the community.

The school should explore the community for its educational possibilities or resources in order to enable the curriculum to reflect and utilize these possibilities.

The school should be aware of the availability of all the health facilities such as the district health center of the department of health, the dental clinics, and the hospital clinics. It should take active steps to make their facilities a part of the school scheme. The subject of health education, an integral part of the curriculum, includes correction of physical defects, prevention of the spread of disease, and dissemination of worthwhile health information. Its treatment requires such constant cooperative thinking and planning that the supervisory and teaching staff of a school must work hand in hand with the nurse, the school doctor, the school dentist, the private practitioner, the local hospital and clinic.

The school should know the location of the libraries, museums, botanic gardens, and menageries in their own localities and neighboring communities, and should establish practical and workable contacts with them. Practically every study included in our curriculum can be enriched by association with these agencies.

The school should be aware of the existence of welfare agencies in its community. It must make direct contact with these agencies in order to help the family adjust its social and economic needs, thereby directly aiding its children. In these days of economic need one cannot overemphasize the part which the school must play in supplementing these needs. Thousands of hot lunches and thousands of articles of clothing are supplied to our children thru a central school relief committee and individual school committees in cooperation with other public relief agencies. Innumerable instances of intervention by interested teachers in various schools have brought about aid to needy children and their families at the hands of public and private charitable and other welfare groups. Should a record be made public of the extent to which teachers have visited children's homes and public and private welfare and social agencies in order to carry out more effectively the new spirit of the curriculum, the results would prove highly illuminating.

The school must survey the recreational resources of the community and must coordinate its own recreational progress with these facilities. Because

of limitations in the recreational equipment in some of our older schools, the more recent organization in ever greater numbers of public parks, playgrounds, swimming pools, and evening and afternoon social centers has greatly helped meet recreational needs of these schools.

The schools should enlist the community's support for the necessary and desirable changes in the curriculum and should keep the community constantly informed of the newer objectives.

The school thru its teachers should explain the purposes and practices of the newer educational philosophy as a means of overcoming parental indifference and parental ignorance. The school should also attempt to modify the impatience of other types of parents who expect a complete adherence to these newer concepts of the curriculum regardless of the schools' readiness to do so.

By offering to meet the parents halfway; by understanding the needs of the social groups in each community, and by inviting them in and throwing open to them its records and facilities; and by adopting a common philosophy and exercising a common interest in the pupils the school will have taken the first steps toward shaping a curriculum that meets the needs of the community and at the same time includes provisions for the social guidance of its children.

CHAIRMAN CONROY: Looking back over the rather definite statements of the speakers today, I wonder if you do not picture a group of people working, adjusting, changing, striving to meet the ideals that you have expressed in the *National Elementary Principal*, and in other places—a great leaven at work—and a group of people fostering the growth of that leaven as well as they may? I would like to leave that picture of our situation with you.

SECRETARY'S REPORT

Atlantic City, New Jersey

February 26—March 3, 1938

The Department of Elementary School Principals held two general sessions in the Rose Room, Traymore Hotel, Atlantic City, New Jersey, February 28 and March 1. Both meetings were unusually well attended.

President Mason A. Stratton secured outstanding educational leaders to address the group on Monday afternoon and these gentlemen brought most helpful messages. At the close of each address an opportunity was given for discussion.

It has been the custom of the Department for several years to invite the host state and city to have charge of one afternoon program; therefore, on Tuesday afternoon President Stratton introduced Floyd A. Potter, president of the New Jersey State Principals Association, who had arranged the program and who presided. Mr. Potter introduced two of his fellow Kiwanians, James W. Cullen, leader of the "Community Sing," with Bert Estlow, an accomplished musician at the piano. Both group and individual singing were enjoyed by the guests.

Mr. Potter announced that due to illness, A. L. Threlkeld could not be present and that D. A. Prescott, school of education, Rutgers University, would address us. This very fine address of Dr. Prescott's was most stimulating and inspiring.

Social Affairs

Tea—On Sunday afternoon from four to six, Ralph Scull, in charge of the Crane National Exhibit, offered the facilities of the Crane Building for a social hour to the members of the Department of Elementary School Principals and their friends. The County Helping Teachers of New Jersey, with their president, Katherine Jamison, acted as hostesses. Approximately 300 principals and their friends enjoyed these hospitable, social contacts.

Breakfast—The Atlantic City Principals, under the chairmanship of Margaret Buchanan, made arrangements for the splendid get-together breakfast, which took place Monday morning, February 28, 7:30, Belvedere Room, Traymore Hotel. President Stratton presided over the group which was composed of over one hundred guests. The short business session at this breakfast consisted of making announcements for the week which would be of interest to elementary principals and their friends. The secretary gave a short report regarding the progress of the Department.

Banquet—The banquet of the Department of Elementary School Principals, which was held in the American Plan Dining Room, Traymore Hotel, 6 p.m., February 28, was in celebration of the 100th anniversary of those famous Eclectic Readers, written by William Holmes McGuffey and his younger brother, Alexander. The 629 present at this unusual affair enjoyed the evening to its fullest extent. Our competent banquet chairmen, Floyd Potter, Mabel Castle, and Ethel Hammel made the arrangements with the Traymore Hotel for this delightful occasion. Music by the Traymore Instrumental Trio was enjoyed thruout the dinner hour.

The distinguished group of men and women who represented the scholars under the superior leadership of the schoolmistress, Ella J. Hamilton, former supervisor of elementary education, Atlantic City, New Jersey, were: Aaron Kline, Mrs. A. Virginia Adams, J. W. Crabtree, Agnes Samuelson, Willis A. Sutton, Katherine D. Blake, Joseph Rosier, Florence Hale, William W. Trent, and Cornelia S. Adair.

Walter Evans, principal, Hunter-Farragut Public School, Philadelphia, Pennsylvania, demonstrated his ability in choral reading by getting the enthusiastic crowd to join lustily in reading the selections printed in the programs.

Ernest Horn, professor of education, University of Iowa, was invited by Schoolmistress Hamilton to speak to the group in the person of Mr. McGuffey.

Mrs. William Holmes McGuffey (Anne Yago McGuffey of Gilbert and Sullivan fame), Washington, D. C., who had kindly consented to come to Atlantic City and join in the celebration, sang a number of selections of that time. Mrs. McGuffey is the niece-in-law and daughter-in-law of the authors of the McGuffey Readers.

So that Schoolmistress Hamilton could have an exact reproduction of the school furniture of the period in which the McGuffey Eclectic Readers were used, Frederick M. Harman, assistant superintendent of schools in charge of buildings, Atlantic City, made desks corresponding to those of the period, even reproducing initials and carvings such as the youngsters of those days seemed to want to leave on the furniture. The bell which Schoolmistress Hamilton used belonged to President Stratton's grandmother.

The Department of Elementary School Principals will be forever grateful to H. C. Minnich, curator of the McGuffey Museum, Miami University, Oxford, Ohio, for having a gavel made from the tree planted on the Miami campus by William Holmes McGuffey and presenting it to President Stratton.

President Stratton was honored to have at his right at the head table Superintendent Charles B. Glenn, president, American Association of School Administrators, and at his left, Caroline Woodruff, president, National Education Association. Other celebrities who were attending the convention were also given places of honor.

Executive Meeting, Sunday Morning, February 27, 1938

The Executive Committee of the Department of Elementary School Principals met in the Chippendale Room, Traymore Hotel, February 27. Those present were: Mason A. Stratton, president; Edythe J. Brown, first vicepresident; Isabel Tucker, second

vicepresident; H. B. Norton, third vicepresident; Arnold Gregory, fourth vicepresident; Mrs. Edith B. Joynes, Ira M. Kline, Maude A. Rhodes, and Irvin A. Wilson, Executive Committee members; M. Emma Brookes, director, Retirement Division; Herbert C. Hansen, director, Life Membership Division; Maude McBroom, Cecelia Galvin, L. M. Fertsch, Jess Hudson, Editorial Committee members; Richard R. Foster, Research Division, National Education Association; and Eva G. Pinkston, executive secretary.

President Stratton expressed his delight that so many of the official family were present and his regret that it was impossible for Cassie F. Roys and Harry H. Haw to attend. He then asked for a report from the Editorial Committee pertaining to the forthcoming yearbooks of the Department. Miss McBroom, chairman, gave a splendid report about the 1938 yearbook; Mr. Fertsch reported the progress made on the 1939 yearbook; and Miss Galvin presented the suggested topics for the 1940 yearbook. The motion was made by Miss Brookes, seconded by Mr. Wilson, that these reports be accepted. Motion carried.

Dr. Foster suggested a proposed six-point schedule for the Editorial Committee:

1. That the topic for each yearbook should be selected and submitted to the Executive Committee at the February meeting two years in advance of publication
2. That the printed folder containing outlines for each yearbook be mailed to prospective contributors the following fall or early winter
3. That a meeting of the Editorial Committee be held early in the fall to complete this outline and get it ready to go to the printer and to receive manuscripts which are already on the way
4. That contributors to the next yearbook (1940) be asked to submit manuscripts the following June 30 instead of the following November 1
5. That the Editorial Committee continue to meet in February as in the past
6. That the publication date of the yearbook stay the same.

After much discussion, a motion was made by Miss Tucker, seconded by Miss Brown, that this report be accepted. Motion carried.

A motion was made by Miss Tucker, seconded by Mr. Hansen, that the suggested theme "Meeting the Needs of the Individual Child in the Elementary School," be the topic for the 1940 yearbook of which Miss Galvin is chairman. Motion carried.

A motion was made by Mrs. Joynes, seconded by Miss Brown, that the reading of the minutes of the Detroit meeting be omitted since they had been published in the October issue of the *National Elementary Principal*. Motion carried.

President Stratton asked for the secretary's report. This was presented.

After discussing the importance of the official record and information which appear in the back of each yearbook, together with the list of members, a motion was made by Mr. Gregory, seconded by Mr. Norton, that the secretary be instructed to make a more strenuous effort to secure the names of the presidents and secretaries of the various principals clubs in the United States. Motion carried.

A suggestion was made by Mr. Gregory that the state enrolment chairman be charged with the responsibility of sending in the names of officers of state and local clubs.

A motion was made by Mr. Kline, seconded by Miss Rhodes, that a survey be made, possibly by way of a questionnaire, to make a study in certain key states of the turnover in membership, the secretary to determine the states. Motion carried.

All problems of the Department as listed in the report of the secretary were presented. One of these problems was to publish a better and more attractive bulletin. A motion was made by Mr. Hansen, seconded by Miss Brookes, that the secretary be instructed to use her judgment in this matter. Motion carried. There were two or three suggestions offered: (1) increasing number of pages to a uniform 64-page bulletin; (2) using more pictures; (3) increasing number of bulletins.

Meeting recessed until 9 o'clock Monday morning.

Executive Meeting, Monday Morning, February 28, 1938

The Executive Committee met in the Chippendale Room, Traymore Hotel, Monday morning, February 28. Those present were: Mason A. Stratton, president; Edythe J. Brown, first vicepresident; Isabel Tucker, second vicepresident; H. B. Norton, third vicepresident; Arnold Gregory, fourth vicepresident; Maude A. Rhodes, Mrs. Edith B. Joynes, Ira M. Kline, and Irvin A. Wilson, Executive Committee members; Herbert C. Hansen, director, Life Membership Division; M. Emma Brookes, director, Retirement Division; Frank D. Whalen, president, New York City Elementary Principals Club; Charles Joyce, president, New York State Elementary Principals Club; and Eva G. Pinkston, executive secretary.

President Stratton called the meeting to order and welcomed the New York representatives. Plans for the summer meeting at New York City were discussed.

A motion was made by Miss Tucker, seconded by Mrs. Joynes, that the minutes of the Sunday meeting be accepted and recorded in the April issue of the bulletin. Motion carried.

The secretary read letters from Grayson N. Kefauver of Stanford University and George Kyte of Berkeley, inviting the Department of Elementary School Principals to hold its 1939 Conference on Elementary Education at their respective universities. A motion was made by Mr. Gregory, seconded by Mr. Norton, that lack of definite information as to where the next meeting of the N.E.A. will be held causes our board to feel that it cannot take action until later. Motion carried.

The secretary reported:

1. That 50 persons have made application for the Conference on Elementary Education to be held at New York University, New York City, July 1-15
2. That the state of Washington has formed a State Elementary Principals Club, and that a letter of congratulation has been sent
3. That the Nationwide Committee of the National Education Association during the next three years hopes to be of real help in the field of individual guidance to the elementary schools of this country.

The subject of salary schedules was discussed. A motion was made by Mr. Hansen, seconded by Miss Tucker, that a committee be appointed to make a study of the salaries of principals and that this committee make a report at the June meeting. Motion carried.

Because of the many changes in the administration and supervision of the elementary school, the secretary asked that the duties of the principal be considered. It was decided that each officer should write a short opinion on what the duties of the principal are, and that these opinions be published in an early issue of the *National Elementary Principal*.

In lieu of the many reports which are reaching headquarters relative to retirement, tenure, and pensions, the secretary was instructed to make a definite effort to learn where unhappy conditions exist and to give as much help as possible.

Mr. Gregory suggested that the Department have a creed and said he would send a copy of the Michigan Elementary School Principals creed to headquarters.

A letter was read from Dr. Hinckley of the National Youth Conference with regard to the Lundeen-Maverick-Coffee-Voorhis Bill. A motion was made by Mr. Kline, seconded by Miss Rhodes, that this letter be received and that Dr. Hinckley be informed that the Department feels it is not within its jurisdiction to take action on this matter. Motion carried.

A motion was made by Mr. Hansen, seconded by Miss Rhodes, that Miss Brown be selected to represent the officers at the Tuesday afternoon meeting in giving a vote of thanks to the local committee for the splendid arrangements which were made for this convention, and that the secretary be instructed to write letters of appreciation to those who helped to make our convention such a wonderful success.

Appreciation was expressed to the president, Mason A. Stratton, and the secretary, Eva G. Pinkston, for the splendid work they have done during the past year. Meeting adjourned.

Enrolment Chairmen Meeting, March 2, 1938

The following friends met in the Crane Building on Wednesday, March 2, 1938, at 2 P.M., for the purpose of discussing means of bettering the enrolment campaign of the Department of Elementary School Principals: H. B. Norton, Birmingham, Ala.; Nellie V. Lind, Denver, Colo.; Elizabeth R. Malcolm, New Haven, Conn.; Eva G. Pinkston, Washington, D. C.; Mabel Nelson, Tampa, Fla.; Maude A. Rhodes, Atlanta, Ga.; Edythe J. Brown, South Bend, Ind.; Carl W. Lemme, Evansville, Ind.; Florence E. Dixon, New Orleans, La.; Mrs. Anna Rose, Kensington, Md.; Effie Grace Higgins, Waltham, Mass.; Isabel Tucker, St. Louis, Mo.; Mrs. Ethel K. Newell, Omaha, Nebr.; Ralph C. McConnell, Atlantic City, N. J.; Mason A. Stratton, Atlantic City, N. J.; Gustav Patz, Irvington, N. J.; Louise Kurtz, Nutley, N. J.; Jessie M. Wamsley, Pitman, N. J.; Jane E. Monahan, New York, N. Y.; Mrs. A. R. Wilson, Durham, N. C.; J. E. Miller, Washington, N. C.; Jess S. Hudson, Tulsa, Okla.; Frank D. Austin, Port Arthur, Texas; L. J. Nielson, Salt Lake City, Utah; Mrs. Edith B. Joynes, Norfolk, Va.; and R. O. Edgerton, Portsmouth, Va.

A mimeographed report of the latest membership was presented to each member of the group. Each person was called upon to report his method of securing memberships and the progress he has made this year.

At the close of the meeting, Mr. Scull, manager of the Crane Building, served delicious refreshments.

New York, New York

June 25-30, 1938

The semiannual meeting of the Department of Elementary School Principals was held in New York City, June 25-30, 1938. General sessions were held on Monday and Tuesday afternoons, June 27 and 28, in the Salle Moderne Room, Hotel Pennsylvania. On Monday afternoon, preceding the two speakers on the program, two films, "Play as a School Activity" and "Making of an Engine," which were prepared by Fred Orth, a principal in Los Angeles, California, and presented by Mrs. George G. Howard of Inglewood, California, were shown. We are indebted to the Bell and Howell Company of Chicago for the loan of a projector for the showing of these films.

Executive Meeting, Sunday, June 26

The meeting of the officers and the Executive Committee of the Department of Elementary School Principals, which was held in the parlor of the president's suite, Hotel Pennsylvania, New York City, was called to order by the president. Those present were Mason A. Stratton, president; Arnold Gregory, fourth vicepresident; Maude A. Rhodes, Mrs. Edith B. Joynes, Ira M. Kline, and Irvin A. Wilson, Executive Committee members; Herbert C. Hansen, director, Life Membership Division; M. Emma Brookes, director, Retirement Division; and Eva G. Pinkston, executive secretary.

A motion was made by Miss Rhodes, seconded by Miss Brookes, that the minutes of the Atlantic City meeting be dispensed with, since they had been published in the April issue of the *National Elementary Principal*. Motion carried.

The group expressed its regret that Edythe J. Brown, Isabel Tucker, H. B. Norton, Harry H. Haw, and Cassie F. Roys, other members of the official family, were unable to be present. A motion was made by Mr. Hansen, seconded by Mr. Kline, that the secretary send words of greeting to each. Motion carried. The executive secretary was instructed to write a letter to W. T. Longshore, a past-president of the Department, whose illness kept him from being present.

The next order of business was the secretary's report which was called for by President Stratton.

It was unanimously decided that the Department sell the "Annotated Bibliography of the First Fifteen Yearbooks" for \$1 per copy. This extra publication was given to each member of the Department for 1937-38.

The number of pages contained in the yearbook of the Department was discussed at length. A motion was made by Mr. Kline, seconded by Mrs. Joynes, that the size of the future yearbooks be left to the discretion of the president and executive secretary. Motion carried. The officers recommended 450 pages as an ideal size and 500 pages as a maximum.

The executive secretary was instructed to ask the Editorial Committee to prepare study outlines for all future yearbooks. Maude McBroom, chairman of the Editorial Committee, is preparing a study outline for the new yearbook, *Newer Practises in Reading in the Elementary School*. The executive secretary discussed plans for giving publicity to this yearbook.

The work of the Editorial Committee was commended very highly. It is the desire of the officers that each president of the Department continue to select outstanding elementary principals as members of this committee.

President Stratton read a letter from Beryl Parker inviting the Department to become a sponsor for the Association of Arts in Childhood, and Story Parade. A motion was made by Miss Brookes, seconded by Miss Rhodes, that a letter of thanks be sent to Dr. Parker, but that she be advised that this request does not conform to the policies of the Department of Elementary School Principals. Motion carried.

A suggestion was made by Mrs. Joynes that the enrolment chairmen be asked to contact the various schools of education in their respective states bringing to their attention the yearbooks of the Department.

A motion was made by Mr. Gregory, seconded by Mr. Wilson, that the "Annotated Bibliography of the Yearbooks of the Department" be brought up to date at the end of each five-year period.

President Stratton made the suggestion that an invitation be sent immediately to the new presidents of the different state clubs to meet with the officers of the national department at its "Dutch" breakfast on Sunday of convention week, in order to bring a closer relationship between the state and national organizations. A motion was made by Mr. Hansen, seconded by Mr. Gregory, that each state president be invited to the Sunday morning breakfast of convention week, and that he be asked to send a representative if he is unable to attend. Motion carried.

Meeting recessed until Monday, June 27, 9:30 A.M.

Executive Meeting, Monday Morning, June 27

The following officers met in the president's suite, Monday, June 27, 9:30 A.M.: Mason A. Stratton, president; Arnold Gregory, fourth vicepresident; Maude A. Rhodes, Mrs. Edith B. Joynes, and Irvin A. Wilson, members of the Executive Committee; Herbert C. Hansen, director, Life Membership Division; M. Emma Brookes, director, Retirement Division; and Eva G. Pinkston, executive secretary.

A motion was made by Miss Rhodes, seconded by Mrs. Joynes, that the reading of the minutes of the June 26 meeting be dispensed with. Motion carried.

Mr. Hansen, chairman of the Budget Committee, presented the following proposed budget for 1938-39:

Estimated receipts.....	\$26,700
Printing	\$7,500
General Office.....	8,200
Salaries	8,200
Convention Expense	800
Editorial Committee	500
Miscellaneous	400
Contingent.....	1,100

A motion was made by Mr. Hansen, seconded by Miss Brookes, that this proposed budget be accepted. Motion carried.

A motion was made by Mr. Gregory, seconded by Miss Rhodes, that the Department have a Conference on Elementary Education next year, and that the detailed arrangements be left to the executive secretary and the conference committee. Motion carried.

It was suggested by Mr. Hansen that the executive secretary write a letter to New York University expressing appreciation of the Department for its cooperation in making such splendid arrangements for the second annual Conference on Elementary Education.

The question arose pertaining to changing the date of the election of officers from the summer convention to the winter meeting. After discussion a motion was made by Mr. Wilson, seconded by Mr. Gregory, that the Department of Elementary School Principals continue to hold its election of officers at its summer meeting held during the convention of the National Education Association. Motion carried.

To meet a service frequently requested regarding films and other visual aids, the officers decided that a Visual Aids Committee be appointed, whose report will be published in the June 1939 issue of the *National Elementary Principal*.

It was recommended that the newly elected president for 1938-39 appoint a committee for the Advancement of Elementary Education.

It was the consensus of the group that the Department encourage state principals clubs to hold conferences on elementary education.

President Stratton suggested that the Department have a cooperative committee with the National Congress of Parents and Teachers, with the purpose of promoting the interest of the public in the elementary school.

Plans for the February meeting were discussed and a tentative program was outlined.

A motion was made by Mr. Hansen, seconded by Mr. Wilson, that the executive secretary write a letter of appreciation to all who helped make this convention a success.

The officers of the Department extended a vote of thanks to the executive secretary.

Social Affairs

One hundred and twenty-five members and friends of the Department of Elementary School Principals braved the rain and attended the get-together breakfast at the Tavern on the Green, in Central Park, Monday, June 27, 1938.

President Stratton, who presided over the meeting, introduced Stephen F. Bayne, associate superintendent of the New York City schools, and Margaret Lindquist, president of the New York Principals Association, both of whom extended welcomes and greetings to the visiting principals. Frank D. Whalen, past-president of the New York City Elementary Principals Association, and general chairman of arrangements for our convention, brought further greetings and announced the activities for the week.

President Stratton invited all presidents of state organizations to stand, five being present. Besides introducing members of the executive family, President Stratton introduced the following: Millicent Baum, who extended greetings from the Mayor of New York City; Charles Joyce, president of the New York State Elementary Principals Association; Ann Scott, the official representative from the New Jersey Elementary Principals; Margaret Cribbin, executive secretary of the New York City Elementary Principals Association; E. L. January, state enrolment chairman for New York; Elizabeth McCormick, past-president of the Department; Earl Laing, past-president of the Department; and Cornelia S. Adair of Norfolk, Virginia.

President Stratton expressed his appreciation to the local committee.

Several hundred members and friends of the Department attended the annual banquet, which was arranged by the New York City Elementary Principals on Tuesday evening, June 28, Manhattan Room, Hotel Pennsylvania.

J. Cayce Morrison, assistant commissioner of education, Albany, New York, and Stephen F. Bayne, associate superintendent of schools, New York City, brought greetings from our host city and state. James Sunter of England, representing the National Union of Teachers for England and Wales, also brought greetings.

President Stratton turned the meeting over to Margaret Lindquist, president of the New York City Elementary Principals organization, who, in turn, introduced Ethel Huggard, program chairman for the evening. The New York Principals then presented a few entertaining skits on school activities, which were enjoyed by all. Between skits, Margaret Hearn, acting as musical director, led in the singing of many humorous songs, copies of which had been distributed to all present. Ethel Huggard was at the piano. Following the skits, Frank Whalen presented humorous slides with equally humorous descriptions of local activities. Each person went away with a feeling of relaxation after an evening of much merriment.

Business Meeting, Tuesday Afternoon, June 28, 1938

Reports of the following committees were given: Resolutions Committee—Sarah L. Young, Oakland, California; Necrology Committee—Arnold Gregory, Lincoln Park, Michigan; and Nominating Committee—Ira M. Kline, White Plains, New York.

A motion was made by Mr. Kline, seconded by R. H. Underwood of Fountain City, Tenn., that the report be accepted. A motion was made by Mrs. A. R. Wilson, Durham, N. C., seconded by Gertrude Pollard, Atlanta, Ga., that voting by ballot be dispensed with, and that the executive secretary be instructed to cast the vote of the assembly for the nominees presented by the Nominating Committee. Motion carried. The ballot was cast by the executive secretary. (For list of officers see Historical Note, page 424.)

*DEPARTMENT OF
HOME ECONOMICS*

HISTORICAL NOTE

AT THE ATLANTA MEETING of the Association in 1929 the necessary petition for the formulation of a Department of Supervisors and Teachers of Home Economics was presented to the Representative Assembly and to the Executive Committee. This petition was presented by the National Conference of Supervisors and Teachers of Home Economics. In 1930 at the Columbus, Ohio, meeting the Department was created by formal vote. At the meeting in Atlantic City, February 1938, it was voted to change the name of the Department to the Department of Home Economics. The former home economics organization has had a history rich in accomplishments. Its good work will continue as a department of the Association.

The officers of the Department for the year 1938-39 are: PRESIDENT, Freda G. Winning, New York University, New York, N. Y.; VICE-PRESIDENT, Lela A. Tomlinson, State Department of Education, Baton Rouge, La.; SECRETARY, Mrs. Natalie S. Diermier, Woodrow Wilson High School, Washington, D. C.; TREASURER, Nell M. Waddington, Supervisor of Home Economics, Wichita, Kans.

The Department of Home Economics meets semiannually, February and June of each year.

The Department publishes an occasional bulletin. The annual dues, \$1, are payable to the treasurer. Facts relating to the establishment of this Department and the record of its meetings may be found in earlier volumes of PROCEEDINGS as follows:

1930:771-772	1932:695-712	1934:693-704	1936:543-553
1931:825-844	1933:697-708	1935:645-658	1937:591-604

ATLANTIC CITY MEETING

HOME ECONOMICS EDUCATION

FREDA G. WINNING, NEW YORK UNIVERSITY, NEW YORK, N. Y., PRESIDENT
OF THE DEPARTMENT, *Presiding*

THE MID-WINTER MEETING of the Department of Home Economics was held in Atlantic City, New Jersey, February 1938, in conjunction with the American Association of School Administrators. Approximately three hundred persons were present. Following are abstracts of the papers presented on the program.

EMMA WETZEL, Burriss Laboratory School, Muncie, Ind.—“An Example of Procedures Used in Building Philosophy of Home Economics Education”: Suggestions for formulating a philosophy in home economics are as follows:

1. Analyze the community, home classrooms, content of present curriculum
2. Increase knowledge of trends in education. Read, study critically, observe and analyze teaching, learn situations
3. Make use of one's convictions, beliefs, or philosophy
4. Do not be afraid to make changes when and if they are warranted.

EVELYN HERRINGTON, State Education Department, Albany, N. Y.—“Integrating Home Economics”: Home economics itself implies an integration of subjects. The extent to which a subject is pursued depends upon the philosophy of the school in which the program is being carried on. The steps toward integration are:

1. Have a *long view* of the school calendar. See where home economics fits into this calendar—whether in events where foods might be introduced, in costumes, or in decorations. This includes contributions to Girl Scouts, Red Cross, social organizations, and parent-teacher associations. Always avoid an unbalanced program.
2. *Organization of classes*—Make careful schedule within the group.
3. *Evaluation of the work.*

MARY M. BUCKLEY, Supervisor of Home Economics, Paterson, N. J.—“Trends in Home Economics in Public School Education”: Everything around us indicates that our times are thinking and acting around our daily life. The radio and papers are interested in homemaking, child training, care of the sick, new food values, and home economics in general. The family is the focus of activity in education and government. The teacher's attitude toward subjectmatter and its relation to other subjects is a healthy trend. The most important trends seem to be in health and economic improvement.

EDNA P. AMIDON, United States Office of Education, Washington, D. C.—“Underlying Factor in the Development of Home Economics in Vocational Education”: In the development of home economics in the vocational education program, increased emphasis is being given to these factors:

1. Planning and evaluating programs on an increasingly long-time basis
2. Seeing homemaking education in relation to the total educational program
3. Recognizing the necessity for continuous reconsideration to objectives, procedures, and the administrative provisions
4. Providing qualified teaching and supervising personnel
5. Experimental programs and studies to shed light for meeting the needs in homemaking education.

RUTH FREEGARD, State Supervisor of Home Economics, Lansing, Mich.—“State Plans for Use of the George-Deen Funds in Developing Home Economics”: The fact that homemaking is the only vocation in which every social and economic group participates and that you have varied plans for aiding different groups may account for your interest in the proposals of the new state plans. Achievements in home economics are expected in:

1. Aiding in the solution of social and economic problems
2. Serving more adults and youth out of school
3. Assisting communities with recent additions or new school buildings in opening new home economics departments
4. Providing teachers with vision and practical training in homemaking who can give effective help to individuals and to homes.

The state of Michigan has:

1. Expanded staff in state office
2. Set up state advisory committee on home economics education
3. Presented clearer statements on requirements for course in teacher training
4. Provided for adults and homemaking facilities in part-time school
5. Provided more day time classes in conveniently located centers
6. Planned for home projects to be offered in forty-five to fifty more towns next summer, as well as during the school year.

MRS. ANNA G. GREEN, Chief, Home Economics Education, State Department of Education, Harrisburg, Pa.: The George-Deen Act is for the purpose of further promoting vocational education. The present program is attempting to organize home economic leisure-time activities and its possibilities in developing for girls and women vocations closely allied to homemaking. Results are as follows:

1. Two hundred and twenty-six senior high schools offer vocational homemaking programs, enrolling 13,263 pupils
2. County supervisors are giving unit courses in sixty-four small rural high schools to 1400 pupils
3. Twenty thousand home projects were completed last year

4. Thirty-five districts have provided homemaking cottages on or near school grounds

5. Part-time and evening classes for out-of-school youth and for adults are organized in forty school districts.

MARION S. VAN LIEW, Chief, Bureau of Home Economics Education, State Education Department, Albany, N. Y.—“The Teacher Looks to the Administrator”: Five phases of this question are: (1) the desire to grow, (2) values of everyday experiences, (3) educational trends, (4) guidance, and (5) guidance in relation to supervising officers. Know how to deal with new supervising officers, know their habits and peculiarities. The supervisor guides the teacher in getting along with people, gaining the child's confidence, becoming acquainted with families, and in an understanding of social, economic, and educational trends.

DEWITT MORGAN, Superintendent of Schools, Indianapolis, Ind.—“The Administrator Looks to the Home Economics Teacher”: The home economics teacher can help solve the fundamental problems of how to keep the American home together. The home economics teacher has a significant place in the following:

1. The problem of grooming
2. The preparation of food
3. Clothing—not so much the art of party dress, but how to dress at home
4. Human relationships, family life, etc.
5. Leisure time
6. Emotional life of girls.

Home economics has a function to fulfil for all girls on the lower level as well as for all the rest. The responsibility of home economics is not mechanical processes, but a wider viewpoint and conception of what men and women must meet, if life is to be complete.

NEW YORK CITY MEETING

The summer meeting of the Department of Home Economics was held in New York City, June 1938. The president of the Department, Freda G. Winning, presided over the three general sessions, with approximately five hundred persons attending each meeting. The first session was a joint meeting with the Department of Secondary Education; the third, with the Department of Vocational Education. In the following pages are printed abstracts of the papers presented.

READJUSTMENTS IN THE TEACHING OF HOME ECONOMICS TO MEET THE NEEDS OF THE BRILLIANT, NON-ACADEMIC, AND OTHER GROUPS

DOROTHY S. DAY, SCHOOL OF EDUCATION, NEW YORK UNIVERSITY,
NEW YORK, N. Y., *Chairman*

MABEL EWING, Supervisor of Home Economics, Swarthmore, Pa.—
“What Type of Home Economic Program Would Attract the Brilliant Student?”

A. The technics for enriching the curriculum are as follows:

1. Number of subject fields available may be increased
2. Enrichment within the various subjects
3. Fuller use of outside activities
4. Integrating the home economics program with other subjects in the high school
5. Enrichment by encouraging creative expression.

B. Principles that should be followed in teaching and attracting unusually able students are:

1. Have the classroom wholesomely stimulative
2. Raise the standards of any of the subjects chosen, and insist upon them
3. Do not have too heavy a load, or progress so fast that health is endangered
4. Do not let pupil live selfish life
5. Never neglect opportunity to teach appreciation of the beautiful.

C. The instructor should:

1. Be living example of what she teaches
2. Live interesting life
3. Be well dressed and well groomed
4. Not accept teacher tenure as a rocking chair of life
5. See home economics from commercial, social, and medical point of view
6. Develop a fine spirit of internationalism
7. Lastly, raise our standard in order that this fine group of brilliant girls and boys will seek guidance and learning from the field of home economics.

ELISE H. MARTENS, United States Office of Education, Washington, D. C.—“Home Economics for the Handicapped Pupil”: The handicapped pupil is one who is retarded to a considerable extent in intellectual development and is, therefore, unable to reach standards of verbal or abstract thinking set for the secondary school. Among the curriculum fields offered in the high school there is none which is of more nearly universal value than is home economics. Every child is a potential homemaker and those on the lower levels of intelligence are likely to be among the first to make those potentialities a reality. These problems arise:

1. When shall the work in homemaking be offered?
2. What type of program shall it be?
3. Who shall constitute the teaching staff?
4. What related fields of work can be offered?

Considering the above:

1. Since many pupils leave school at sixteen years of age, whatever the high school is to accomplish in preparing these young people to live effectively must be done before that time.

2. Make the programs as intensely practical as possible. There should be no technical presentation or theoretical analysis in language the girls will never understand. No elaborate menus should be planned for the girl whose family must live on relief budgets. She needs to be taught to live wisely and happily on the economic level on which she finds herself.

3. Difficulties have arisen because the home economic specialist has planned projects and demanded standards of work impossible of realization for the girl of limited ability. In such cases an understanding, special class teacher who has a practical knowledge of homemaking without the technical preparation, has met the needs more satisfactorily. Home economics teachers with an understanding of the situation will experience a thrilling satisfaction in watching the girls' interests and achievements develop.

4. Specific related fields include laundry work, table service, and some form of cafeteria service. For higher grades of intelligence, certain instruction in beauty parlor work and in nursemaid service may be given. With these the school is preparing the girl to earn her livelihood thru the performance of such duties as may be within the scope of her ability and interest.

The challenge—Home economics, because of its universal appeal, its practical value, and its potential contribution in effecting a successful home life, is one of the most vital subjects in the education of retarded pupils.

THE ROLE OF HOME ECONOMICS IN DEVELOPING EFFECTIVE CITIZENSHIP: ON VARIOUS LEVELS

TREVA E. KAUFFMAN, SUPERVISOR, HOME ECONOMICS EDUCATION, STATE
EDUCATION DEPARTMENT, ALBANY, N. Y., *Chairman*

ELIZABETH DUBOIS BACHE, Home Economics Education, Public Schools, New Rochelle, N. Y.—“Elementary-School Level”: What are some of the fundamental qualities of citizenship? What good citizen habits can we keep to shape thru our services? Working in groups in the home economics workshop demands constant adjustment. Pupils learn to participate in the activities of the community and its responsibilities by teamwork in the laboratory, by making costumes for plays, by making dolls and toys for underprivileged children, etc. Pupils are taught to evaluate each step of their work, thus teaching honesty and ethics. There is the opportunity of teaching thrift. Home economics establishes patterns of good food practice, cleanliness, and correct living. Home economics, to be a real force, must be integrated with other school subjects. Integration weaves the regular school subjects into what might be termed a “design for useful living.” This gives opportunity for self-expression and at the

same time furnishes the child with the rich experience of engaging in a cooperative enterprise and feeling a part of the group and its accomplishments.

PLINY H. POWERS, Superintendent of Schools, Youngstown, Ohio—"Secondary-School Level": In our modern school program we are in danger of looking upon the social sciences as almost the sole preparation for citizenship. Home economics, which is concerned with enriching and improving the lives of every member of the family, is making a major contribution to education. The great majority of high-school youth often find little encouragement to include in their programs a study of the vital and fundamental problems of family life, home relationships, and personal living. It is hard to reconcile this fact with a common sense philosophy of education. The modern homemaking curriculum includes everything from the study of textiles and food analysis to instruction in child care and discussions of how to act at a dance. The non-laboratory courses in social arts for both boys and girls have constituted one of the most promising educational developments of recent years. There is real danger that home economics will become formalized, "text-bookish" in type, and general in nature. The teacher must exert effort to make the courses of vital importance in the lives of the boys and girls. A recent development in home economics is the course in consumer education. There is frequently offered a course in home management, which includes study of personal and family expenditures. Boys are interested in all courses presented in a way to appeal to their particular interests—as camp cooking, chemical analysis of food as it pertains to health and the building of strength, and in the analysis of clothing in regard to fibers, fabrics, and construction. The school will never exert any extended influence in the homes of the community until the entire teaching body, including the administration, becomes conscious of homemaking as a major function of secondary education.

EDNA A. FARNSWORTH, Principal, Brooklyn High School for Homemaking, Brooklyn, N. Y.—"Vocational School Level": Mrs. Roosevelt wrote, "The family has been pictured over and over again as gradually drifting apart and this theme is prominent today in the literature of every land." What part does home economics play in helping to keep the home together? The vocational school girl is engulfed in the maze of many attractions outside of the home. Home life is in competition with the movies and the automobile and must cope with the airplane, sports, clubs, dances, and many other forms of entertainment. This is a challenge to home economics teachers to direct attention to the importance and possibilities in recreational home life. Family relationship and personal regimen courses have provided time and opportunity for girls to discuss experiences in which they appear to be intensely interested. Girls who are foreign-born find that working together in home groups helps them to improve their English and to come to a better understanding thru cooperating with the other girls. Knowledge of how to keep one's head in case of emergency,

especially in crowds, how to call a doctor, how to guard against infection, and how to relieve suffering until the doctor comes certainly makes more responsible citizens. Vocational girls are nearing the period of employment and probably early marriage—to be dual job holders. Here, again, is another challenge to the homemaking teacher to train girls to meet the problems produced by social and economic changes.

GERTRUDE E. SINCLAIR, Local Supervisor, Adult Homemaking, Wayne University, Detroit, Mich.—“Adult Education in Public Schools”: I am committed to a philosophy of adult homemaking education which regards the home as a small but vital unit of democracy. Effective citizenship begins in the home. Thus family life should function in a manner which guides children into mental and emotional maturity, as well as physical maturity. In this type of family, children will learn to act in the interest of the group, to respect the rights of others, to accede to group decisions, and to cooperate in common understandings. How, then, does adult homemaking contribute to effective citizenship? I believe that as a finer relationship between home and school is developed, effective citizenship will be a resulting product. The exchange of ideas in classes concerning home problems helps adults to be more tolerant in their viewpoint toward others, gives them greater security and less of a feeling of dissatisfaction. Adult homemaking results in the building up of family morale. Class participation broadens horizons, increases interests, stimulates an awareness of a wide variety of affairs, and makes possible, to a certain degree, a richer living. It also develops creative ability. If these outcomes are accepted, then we may conclude that adult homemaking does contribute to effective citizenship.

THE CONTRIBUTION OF HOME ECONOMICS TO EFFECTIVE CITIZENSHIP

MRS. LEILA BUNCE SMITH, PAST-PRESIDENT OF THE DEPARTMENT,
ATLANTA, GA., *Chairman*

HENRY C. SHERMAN, Mitchill Professor of Chemistry, Columbia University, New York, N. Y.—“The Relation of Nutrition to Optimal Health”: For about twenty years McCollum has taught that there may be important differences between the merely adequate and the optimal in nutrition, and J. F. Williams has explained that health may and should mean not merely freedom from disease but rather a positive quality of life, and that there are degrees of this positive health. In some recent work of the nutritional research laboratories, tried in lifetime experiments with laboratory animals fed different wheat-and-milk mixtures, it was found that Diet A, containing one-sixth by weight of milk solids in the dry food mixtures, was adequate; but Diet B, containing twice as high a proportion of milk, was better. On Diet A there was normal health thruout a normal life cycle with successful reproduction and lactation and continued health from generation to generation, but by increasing the proportion of pro-

fective food in this already adequate food supply, the already normal health was built to a higher level. Whether at this higher level the actual optimum has been reached, or whether that lies higher still, remains to be determined but the measured differences show clearly that nutrition can play a large part in the building up of already normal health to higher levels. This work has been extended (1) to make the "newer knowledge of nutrition" more complete and explicit scientifically; and (2) to facilitate the practical application of the principle. While the research is being continued, we need not hesitate to use the new knowledge. We find that calcium, Vitamin A, and what we have previously called Vitamin G, but now called riboflavin, have all been significant factors in such nutritional improvement. It can be taught in terms of simple advocacy of a greater prominence of fruits, vegetables, and milk in the dietary; or with any amount of scientific support for which the teacher finds time and the students have sufficient foundation in scientific training. The advance in nutritional knowledge brings more of the life picture within the region that can be influenced by education.

MRS. CHASE GOING WOODHOUSE, Director, Institute of Women's Professional Relations, and Professor of Economics, Connecticut College, New London, Conn.—"The Home Economist in Consumer Service": There is a real field in business for the home economist. It offers not only a job but a chance to pioneer. Home economists are employed by food manufacturers, distributors and trade associations, utility companies, textile manufacturers and distributors, research laboratories, advertising agencies, radio, newspapers; in editorial positions, advisory services, department stores, nutrition services; and as interior decorators, directors of clubs and college residences, and as hotel housekeepers. Working conditions are usually good with little discrimination against married women. Earnings vary a great deal. The educational requirement is a degree from a good department of home economics with emphasis on a special field. Basic sciences and principles are needed, with experience in actual work. Unusual personal qualities are necessary.

A. L. THRELKELD, Superintendent of Schools, Montclair, N. J.—"Education for Family Living": Education should be directed toward the preservation and continuous improvement of the home. Appreciation should be developed early in life. Children of today are economic liabilities in the city, and can hardly feel dependent upon their parents for the necessities of life. This causes a weakening of the home. We should make an effort to restore psychological as well as physical health in the home. Congested cities and slums are endangering the home as an institution. Home must always be the center of life since it produces the social cement by which we are held together and work together as larger groups. The child gets his first political experience, his attitudes and ideas of government, from the home. He is thrifty or extravagant, parasitic or self-supporting, according to home conditions. His religious attitudes and ethical life grow out

of home living. The one theme of education which would come closest to encompassing every value of life would be education for family living.

BENJAMIN ANDREWS, Professor of Economics, Teachers College, Columbia University, New York, N. Y.—“Consumer Purchasing as World Building”: Every dollar we spend builds the world which we desire to create as individuals, as family members, and as citizens of the local community, of the nation, and even of that international world of which we are all increasingly aware. Each of us spends for those things he desires, and their achievement builds up the environment in which he lives. Peace, like health, is purchasable. We must change our consumer minds regarding war and become convinced that the nations can create agencies for peaceful world government. Let us buy in our school budgets world civics for all children; let colleges give courses in international government; let government train for peace, with new services to build up international relation in education, sciences, and the professions. Closer international cooperation and increased international trade will raise standards of living and this is the consumer's fundamental interest.

DINNER MEETING

HOME ECONOMICS AMONG THE NATIONS

TAOI WAI KING CHIK, Dean of Women, Lingnan University, Canton, China, told of the importance of the home in China. The ancients who wished to order well their states first regulated their families, thus making the kingdom tranquil and happy. Home economics consisted of training helpful wives so that the husbands and sons would become useful members of society. Children are trained to meet guests, use proper words for the occasion. Girls learn cooking, sewing, and embroidery at home. Since the introduction of modern education the schools join in the task of home economics education.

ESTER ANDERSSON, Sweden, said homemaking has always been important in the training of girls from every station in life. This training is done at home, in homes of others, and in a few special places for this purpose. Girls must learn to clean and care for the home, cut and cook meat, bake bread typical of Sweden, prepare for holidays, and weave. The peasants, thru their folk costumes and paintings, may be expressing a desire for freedom from life in the country.

CHIENO PEGGY MASUMOTO, Teacher of Home Economics, Hawaii, compared Hawaiian schools with those in the United States. Their schools consist of many nationalities of children from the sugar cane and pineapple plantations. They eat, dress, live in homes, and speak the English language as in the United States. They draw federal funds for education and teach home economics to meet the needs of the pupils.

FLORENCE FALLGATTER, United States Office of Education, Washington, D. C., reviewed changes in home economics programs to keep apace with the demands of society. Society looks to the homemakers for many things other than the skills; wholesome, happy environment; physical protection of health; wise spending; community improvement and interest.

PRESIDENT'S REPORT

FREDA G. WINNING, NEW YORK UNIVERSITY, NEW YORK, N. Y.

To the regional directors and to the officers and members of the Executive Committee as well as to every member of this Department go my sincere thanks and appreciation for the splendid way they have helped make this Department a successful working organization in the largest education association in the world. This splendid cooperation, loyalty, and devotion to the cause of home economics education should be continued if we are to achieve the aims of the founders of this Department.

Your president has worked to secure cooperation with as many other groups as possible so that the field of home economics education might be brought to their attention and interest aroused in the cause of educating boys and girls to be better citizens. Magazines, papers, and newsletters have continued to carry announcements of our programs and plans. As consultant of the Educational Policies Commission, I have continued to act as your representative. I have served as adviser to the *Journal of Home Economics* and have represented you on the programs of state meetings and other affairs this year. The telephone and typewriter have been kept busy taking care of inquiries, requests, and suggestions which have been made to your president.

Our next meeting will be held in Cleveland in February. I hope you will plan now to attend, and to give this Department and its officers your continued support. We are a part of the great National Education Association whose purpose is "to elevate the character and advance the interests of the profession of teaching and to promote the cause of popular education in the United States." Let us support this purpose and at the same time 'never lose sight of our own aim "to promote the growth and progressive development of home economics education in the public school program."

*DEPARTMENT OF
KINDERGARTEN-PRIMARY EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF KINDERGARTEN-PRIMARY EDUCATION grew out of a meeting of the Froebel Institute of North America, which met in connection with the Association's meeting in Madison, Wisconsin, in 1884.

The name of the Department was changed in 1927 to the Department of Kindergarten-Primary Education.

The officers of the Department for the year 1938-39 are: PRESIDENT, Ethelyn L. Mitchell, 5535 Kenmore Avenue, Chicago, Ill.; VICEPRESIDENT, Ruth O. Ferguson, 8 North Ninth Avenue, Mount Vernon, N. Y.; SECRETARY-TREASURER, Mrs. Jessie D. Reilly, 1414 Elmdale Avenue, Chicago, Ill.; REGIONAL DIRECTORS, Ethel Massengale, Kindergarten-Primary Supervisor, Board of Education, Atlanta, Ga.; A. Maud Sproat, Supervisor, City and County Building, Salt Lake City, Utah; Helen C. Baldwin, 325 Beverly Avenue, San Leandro, Calif.; Grace L. Phelps, 120 Seward Avenue, Detroit, Mich.

Facts relating to the establishment of this Department and records of its meetings will be found in earlier volumes of PROCEEDINGS as follows:

1884: 74	1895:510-560	1906:626-629	1917:417-430	1928:411-434
1885:349-368	1896:471-514	1907:455-474	1918:151-156	1929:425-448
1886:499-560	1897:584-613	1908:501-542	1919:171-178	1930:367-390
1887:329-361	1898:589-619	1909:437-456	1920:191-202	1931:467-482
1888:323-360	1899:530-574	1910:377-416	1921:461-470	1932:407-414
1889:441-482	1900:365-402	1911:477-516	1922:969-986	1933:423-434
1890:543-582	1901:501-539	1912:607-632	1923:705-718	1934:409-422
1891:527-568	1902:409-429	1913:425-446	1924:583-596	1935:379-388
1892:251-304	1903:377-406	1914:405-420	1925:478-503	1936:267-273
1893:321-382	1904:415-437	1915:629-670	1926:497-528	1937:305-314
1894:679-704	1905:341-372	1916:289-310	1927:457-472	

THE RIGHT OF THE YOUNG CHILD TO SECURITY IN AN INSECURE WORLD—*Abstract*

PATTY SMITH HILL, FORMERLY OF TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, N. Y.

WE WHO ARE DEVOTING OUR LIVES to the welfare of children must realize more fully than we have in the past that we cannot separate the welfare of the child from the welfare of the family; neither can we separate the welfare of the family from the welfare of the community.

Let us picture the child in a warless world, one where the present apparently futile efforts of the League of Nations are respected, and where old-age pensions, compulsory education laws, social hygiene, and slum clearance, together with decent minimum-wage laws and unemployment insurance, promise life, liberty, and the pursuit of happiness to even the youngest and most helpless. The superannuated who have played their part in the past deserve our reverent care and protection as life wanes. But they represent our debt to the past, while children are the promise of the future, and are thus economically and socially of tremendous importance to the nation. The tremendous importance of wise, wholesome affection, too, cannot be overestimated as a requirement for mental and emotional health from the very beginning of life. To feel oneself loved and understood thru all the waywardness of childhood is an inalienable right of every child. Any mode of correction which does not carry with it a sense of justice, increasing the child's confidence not only in the parent or teacher but in his own ability to cope with the misdemeanor, has failed in its purpose. For this reason much correction in child life is wasted agony, leaving what Freud rather romantically called a "soul wound."

Those who study children thru long periods of time can but be impressed with the sense of security, of confidence, and of faith which children develop thru constant contacts with adults who make no misstatements of facts or events—those adults whose promises are invariably kept. Promises made to children should be as binding as contracts in adult society, as sacred as the covenants in Old Testament history. However, it must never be forgotten that a sense of security springs from within, as well as from environmental influences. Self-confidence must be persistently cultivated from infancy, even in the smallest affairs of life.

"Love 'em and leave 'em" is not enough. This would be a comparatively simple task; but to see in immaturity the promise of maturity and to lend a wise hand while maturation is taking place require wide knowledge of the growth processes, together with affection, sympathy, and self-control.

Let us see the child in his family and community setting and realize the necessity for us to play our part in legislation, that those laws which directly and indirectly affect child welfare may be passed, respected, and obeyed.

WHAT WE KNOW ABOUT THE NEEDS OF YOUNG CHILDREN—*Abstract*

GEORGE D. STODDARD, DIRECTOR, IOWA CHILD WELFARE RESEARCH STATION,
UNIVERSITY OF IOWA, IOWA CITY, IOWA

The needs of young children that are of especial interest for teachers may be listed under these headings: (1) learning and intelligence, (2) emotion, and (3) personality.

Learning—We may ask, Why is a child motivated to learn in the first place? At the extremes we can give an answer to this question. It is clear that the child learns or he dies. Most children cannot even suck at their mother's breast when born. It takes a learning period to acquire this simple and absolutely essential skill. All that we need to do here is to postulate a small amount of insight, for we are at the lowest end of the scale. The newborn is a true organism. It is growing and developing. It is excitable. It can be stimulated. It is a storehouse of energy, and its store must be replaced continually. At the same time, it is bathed in environmental influences and subjected to external problems for which it has had no previous experience. In short, in the earliest childhood, the stage is well set for learning to begin.

Beyond these immediate necessities, there are many things that the organism must learn in order to be effective, to be happy, to be secure. These constitute the bulk of learning problems. The school child who cannot learn to read will survive. He may come to full physical and physiological fruition without the ability to read. And yet, cultural conditions being what they are, he is likely to be unhappy in his illiteracy. We live in a world where reading is one of the practical necessities of life, and the child who cannot read is dreadfully handicapped.

Thus, motivation becomes largely a matter of social psychology. Learning takes place thru the powerful and permanent impact of our culture upon the growing child. Differences in ability to respond to these impacts are recognized, for theoretical and practical purposes, as differences in intelligence.

At the same time, within certain limits, the kind of impact has a reverse effect upon the ability of the organism to learn. It is the child who is stimulated to learn, who wants to learn, who has rich opportunities to develop his relational and conceptual patterns, who, paradoxically, increases his ability to learn.

Emotions—The early emotional patterns of infants are rather generalized, the first responses being undifferentiated excitement, except as between comfort and discomfort. Along about the preschool age, the child begins to select from his environment the things to which he will respond emotionally. This we can observe. By knowing the objects and occasions of the fear response, for example, we can strengthen the child, help him to eliminate some fears and to keep others away from the harmful extremes.

Personality—The essential personality of the child, like its learning ability and its emotional patterning, is, to some extent, a function of what

goes on about him. Except for a small percent of cases which may be labeled organic, personality disturbances, as in ordinary behavior problems or in the more severe neuroses and psychoses, arise out of fundamental social stresses as between the individual and his environment. The environment, in this case, consists largely of the interrelations among the persons who are close to him: his parents, his brothers and sisters, relatives living in the home, the teacher, the neighborhood, and the gang.

Somehow, the child must make his way as an individual and a personality. If he is frustrated, insecure, or unloved at home, we are bound to get repercussions. We get a child who deviates from our concepts of what normal, growing, interesting children should be.

It is in a sound knowledge of the child's nature and his social and intellectual needs that we may truly expect to build up not only a curriculum and a school plan, but that fundamental relationship between teacher and pupil which makes education worthwhile.

The practical relation of these concepts to such school enterprises as the kindergarten and nursery school should be a matter of steady concern for parents and school authorities alike.

THE UNMET NEEDS OF CHILDREN—*Abstract*

RUTH ANDRUS, CHIEF, CHILD DEVELOPMENT AND PARENT EDUCATION
BUREAU, STATE EDUCATION DEPARTMENT, ALBANY, N. Y.

This discussion might well include all the problems of modern childhood and youth the world over, such as child labor, the influences of disease, unemployment, housing, and war. Instead of any of these, we shall consider an unmet need which from my point of view is fundamental to all these, and that is the need of every single child the world over for friendly adults who understand him and give him his place in the sun. We can narrow this still further and say that every child needs teachers who are friendly and who understand him.

Whose purposes and interests do you consider when you plan your program? So many times we are getting children ready for something which comes next rather than giving them opportunity to live each moment as fully as possible in an environment which is healthy and rich in experience, which provides different kinds of raw materials, and which includes the guidance of a friendly adult. How many of us have stopped to think what children's purposes are?

Can we see children as they really are or are we continually holding before ourselves pictures of desirable children as our parents, grandparents, and society in general have painted them for us rather than face the fact that we ourselves were once the direct, earthy, vigorous, naive, and delightful individuals whom we can vaguely sense in their unguarded moments in the children whom we know well today. As a substitute for those outworn pictures I should like to suggest as desirable children those who are friendly and whom others like; are active both in thinking and doing; understand

how to work in groups; are aware of the rights and interests of other groups; can solve problems; can make mistakes and still go on solving problems; and who from firsthand contacts grow in understanding of the world about them.

A CHALLENGE TO TEACHERS OF YOUNG CHILDREN—

Abstract

ROBERT K. SPEER, PROFESSOR OF EDUCATION, NEW YORK UNIVERSITY,
NEW YORK, N. Y.

The great need of the world today is economic reconstruction. As citizens, teachers must contribute. As teachers, we must see to it that our young people develop a power to wrestle successfully with the problems and issues of our own and of their times. We educators as a group are pretty illiterate. Oh yes, we can read and write—I do not mean that. I mean that we ourselves are not well informed on social, economic, and political problems; that we do not have a grasp of social meanings, of social trends. I recommend that we set ourselves to the task of learning for ourselves the intricacies of our complex social order; that we build into our beings a concept of a new and better order; that we learn for ourselves in order that we may guide the learning of others. Educators should learn for themselves so that they may be competent to accept the challenge to see that the school not only dares to but does contribute its mite in building a new social order—a regime of complete economic security for all.

Educational administration, as commonly practiced today, is the direct antithesis of democratic social planning. The same conflict that is evident between management and employees is evident between educational administrators and teacher-workers. The average administrator gives orders and expects teachers to obey. More recently, they have invented the word cooperation—but, as commonly practiced, the word “cooperate” means you coo while I operate.

Democratic social planning of our educational paraphernalia is essential. When I say this to school administrators, the usual reply is that teachers generally are not sufficiently competent to act as real partners in the educational renovation project.

I am getting a little tired of the literature which constantly describes the job of administrators and supervisors to be to improve teachers in service. This concept of administration—to improve teachers in service—grew up in the old days when teachers might be certified with little or no professional training. Teachers generally are as competent now as supervisors were years ago. Due to the nature of the selection of administrators, we are often more competent in the strictly educational aspects. Too often, we have in positions of control what I call “brick and mortar” administrators. They have been trained to know the proper width of corridors, the height of a tread of a step, the square footage of ground space for certain population schools. They are so busy with the strictly physical aspects—their budgets,

their school plants—that they have often become quite divorced from the inside classroom and truly educational aspects. Men administrators are, I believe, more susceptible to this divorcement. Supervisors are quite often engaged because of their warm-palmed, hand-shaking, story-telling proclivities. Administrators and supervisors are sometimes carbuncles on the pathway to educational progress. The time has come, in a great many school communities, when we must consider seriously the problem of how, as teachers, we may improve administrators and supervisors in their educational understanding and service.

They say that the job of administrator and supervisor is to improve teachers in service. I am proposing that one of the very important jobs of teachers is to individually and collectively improve administrators and supervisors in educational service. Actually the time has come for us, together, to democratically improve the educational services to the boys and girls of this country.

Whichever it may be, we teachers must take our rightful place in determining the educational set-up and content. Schools are run for the children and, as teachers, we are at the point of contact. This alone qualifies us the better to enter into the determination of which educational policies are supposed to be for the benefit of our clients—the children themselves. This is so important that we must work for a divorcement of policy-making and policy-execution. Policy-making must be in the hands of a representative group, representing all interested parties—teachers, students, parents, janitors, and so forth. Policy must be executed by the individual or a group of individuals best qualified to execute the particular policy under consideration. Sometimes the best qualified individual will be a student, sometimes a teacher, and sometimes it will be him whom we now call an administrator.

This is democratic and, simultaneously, hazardous. Many who fight for democracy in the schools are and will be suspected. Many will be discharged. But this is our task—our responsibility—if we are not merely to pay lip service to the democratic idea. But hazardous or not, let us set sail—and bon voyage!

BYLAWS OF THE DEPARTMENT OF KINDERGARTEN- PRIMARY EDUCATION

As Amended June 27, 1938

ARTICLE I. NAME

The name of this organization shall be the Department of Kindergarten-Primary Education.

ARTICLE II. PURPOSES

The purposes of this Department shall be:

SECTION 1. To unite kindergarten-primary teachers thruout the country for the discussion of questions pertaining to this field of education.

SEC. 2. To promote a better understanding of basic educational principles as applied to all grades.

SEC. 3. To acquaint the public with the intellectual, emotional, physical, and social values thru wisely organized kindergarten and primary work.

SEC. 4. To work for higher standards in the selection and training of teachers in the early elementary field.

SEC. 5. To initiate and support movements for the welfare of children and teachers.

SEC. 6. To conduct and cooperate in conducting research studies for the furtherance of kindergarten-primary education.

ARTICLE III. MEMBERSHIP

SECTION 1. All N.E.A. kindergarten-primary teachers or other members interested in early childhood education may thereby become members of the Kindergarten-Primary Department.

SEC. 2. Active membership shall include N.E.A. active members, i.e., those who "are actively engaged in teaching or other educational work."¹

SEC. 3. Associate membership shall include all other members "who shall be entitled to all privileges of the Department except the right to vote or hold office."²

SEC. 4. The membership year shall be from September 1 to August 31.

ARTICLE IV. OFFICERS

SECTION 1. The officers of the Department shall be a president, a vicepresident, and a secretary.

SEC. 2. The president shall nominate a candidate for secretary the year of her election.

SEC. 3. There shall be an executive committee consisting of the officers and four members elected at large and representing different sections of the country.

SEC. 4. Members at large shall hold office for four years, one member retiring each year.

SEC. 5. The retiring president shall become a consulting member of the executive board for a period of two years following her retirement.

ARTICLE V. ELECTIONS

SECTION 1. Election of officers and members of the Executive Committee shall take place in the business session of the Department held during the annual meeting of the National Education Association.

SEC. 2. Election shall be by ballot except when there is but one candidate for the office when the viva voce may be used.

SEC. 3. Active members only are entitled to vote.

SEC. 4. The president with the advice and consent of the Executive Committee shall appoint a nominating committee not later than January preceding the annual meeting. The committee shall consist of five members, one of whom shall be a member of the Executive Committee. This committee shall nominate one candidate for each office to be filled. Nominations from the floor shall be permitted.

ARTICLE VI. DUTIES OF OFFICERS

SECTION 1. The president shall preside at the meeting of the Department and of the Executive Committee; call meetings of the Executive Committee at her pleasure or upon the written request of its members; sign all orders on the treasury; appoint a representative from our Department at the expiration of the term for which elected (with the approval of the executive officers) to the National Council of Education; and perform such other duties as usually pertain to the office. She shall be, ex officio, a member of all standing committees.

¹ N.E.A. Bylaws.

² N.E.A. Bylaws, "Each department has the right to fix the qualifications of its members for election and business providing active members and no others shall be eligible for membership."

SEC. 2. In the absence of the president of the Department, the vicepresident shall perform all the duties of that office.

SEC. 3. The secretary shall keep a careful record of the proceedings of the Department and of the Executive Committee, and she shall be responsible for their preservation. Within a reasonable time after any meeting of the Department or Executive Committee, she shall, upon request, furnish a copy of the minutes to members of the Executive Committee. She shall prepare and keep on file an accurate list of all members of the Department and perform such other duties as may devolve upon her.

SEC. 4. The Executive Committee shall by a majority vote of its members fill any vacancies except that of president and secretary.

SEC. 5. The Executive Committee shall conduct the business of the Department during the period between meetings; assist the president in the preparation of the annual program; and perform such other duties as may be delegated to it by the Department.

SEC. 6. Annual reports shall contain a list of officers and committees of the Department, together with their addresses and such other matters as the Executive Committee may direct. This report may be printed as a yearbook of the Department.

ARTICLE VII. MEETINGS

SECTION 1. Meetings shall be held annually during the N.E.A. convention.

SEC. 2. Meetings shall consist of two sessions with formal programs and one for business or conference if desired.

ARTICLE VIII. FUNDS

The N.E.A. agrees to make available necessary funds for the organization of a program for the annual convention.

ARTICLE IX. ORGANIZATION AND DUTIES OF COMMITTEES

SECTION 1. There shall be one standing committee, the Committee on Resolutions, and such special committees as may be deemed necessary by the president or Department.

SEC. 2. The Resolutions Committee shall consist of three members, appointed by the president with the advice and approval of the Executive Committee. All resolutions offered at a regular meeting of the Department shall be referred to the Committee on Resolutions unless otherwise ordered by the Department.

SEC. 3. The Standing Committee shall report to the Department in writing annually or oftener at the request of the president.

ARTICLE X. RECORDS

SECTION 1. The records and accounts of the Department and of its officers and committees shall be kept in books provided by the Department and shall be the property of the Department.

SEC. 2. The books, papers, records, accounts, and property of any description belonging to the Department shall be turned over to newly elected officers and committee chairmen.

ARTICLE XI. AMENDMENTS

SECTION 1. The bylaws may be amended by a two-thirds vote of the members present at the annual meeting provided the proposed amendment has been submitted to the Executive Committee ninety days prior to the annual meeting.

ARTICLE XII. RULES OF ORDER

Robert's Rules of Order shall govern the meetings of the Department and its committees.

SECRETARY'S MINUTES

New York City

Business Meeting, Monday Afternoon, June 27, 1938

The annual business meeting of the Department of Kindergarten-Primary Education of the National Education Association was called to order by the president.

The minutes of the 1937 meeting were approved as printed in the *Proceedings*.

The financial report was made and accepted.

The president made a short verbal report concerning the request made last year for a grant of money from the executive board of the National Education Association, in lieu of dues. Four hundred dollars was allotted to finance the program for the summer meeting.

It was moved by Jennie Wahlert, seconded by Evelyn Chasteen, that the executive board of the Department of Kindergarten-Primary Education express to the Executive Committee of the National Education Association its gratitude for the Executive Committee's willingness to understand the needs of the Department in making it possible, thru a grant of funds, to carry on some of the activities necessary to meet the many problems of kindergarten-primary teachers all over the country. In viewing the future from the experiences of the past, may this Department anticipate from the Executive Committee of the National Education Association the same understanding of the increasing obligations and services to early childhood thru this Department. Motion carried.

A further discussion brought out the hope that in time the president of the Department might be enabled to attend the meetings of either or both the American Association of School Administrators and the Association for Childhood Education.

It was the thought of the group that the bulletins published by the Department, having proved their value, should be continued when possible.

Grace Phelps, Detroit, Michigan, chairman of the Resolutions Committee, made the following report for the Committee:

- I. WHEREAS, This Department appreciates the importance of cooperation between the home and the school in the development of mental health and social adjustment of young children, we recommend that the attention of parents and teachers be called to this subject thru suggested reading material.
- II. WHEREAS, There have been many requests this year for lists of materials for use in the early elementary field, we recommend that such material be prepared.
- III. WHEREAS, The future welfare of the country depends upon the best development of children, we advocate the maintaining of kindergartens and the establishment of nursery schools for all young children.
- IV. WHEREAS, Amendments have been made to the bylaws, we recommend a revision to bring them up to date, to simplify and make them of greater help.

Marjorie Hardy's report of the meetings of the National Council of Education was received and filed.

In accord with resolution No. IV the Revision Committee submitted its report. Unanimous consent having been granted, the bylaws were considered separately and adopted as revised.

The Nominating Committee gave its report. (For list of officers see Historical Note, page 466.)

A rising vote of thanks was given the officers. The meeting was adjourned.

DEPARTMENT OF
LIP READING

HISTORICAL NOTE

THE DEPARTMENT OF LIP READING *was established at the Philadelphia meeting of the National Education Association in July 1926, following the required successive meetings of the group, and after a petition had been presented to the Association.*

The officers of the Department for the year 1938-39 are: PRESIDENT, Mary E. Van Horn, 480 Lexington Avenue, New York, N. Y.; VICE-PRESIDENT, Leone M. Kabat, 2806 S.E. 75th Avenue, Portland, Ore.; SECRETARY-TREASURER, Elsie O. Bensing, Smouse Opportunity School, Des Moines, Iowa.

Meetings are held once each year in July. The Department publishes an occasional bulletin. The annual dues, \$1, are payable to the secretary-treasurer. Facts relating to the establishment of this Department and the record of meetings are to be found in earlier volumes of PROCEEDINGS as follows:

1926:1067, 1100	1929:449-462	1932:415-422	1935:389-396
1927:473-486	1930:391-400	1933:435-444	1936:275-282
1928:435-450	1931:483-494	1934:423-434	1937:315-324

WHAT NEW YORK CITY SCHOOLS ARE DOING FOR CHILDREN WITH IMPAIRED HEARING

JAMES J. REYNOLDS, ASSISTANT SUPERINTENDENT OF SCHOOLS,
NEW YORK, N. Y.

THE NEW YORK CITY PROGRAM for the conservation of hearing began in January 1934 as a Civil Works Project. Long before this, the New York League for the Hard of Hearing had made strenuous and partly successful efforts to arouse the educational authorities to take action to aid this type of child. The League succeeded first about twenty years ago when it placed two of its trained lip reading teachers in adult evening schools. Then a few regular class teachers took a course in the teaching of lip reading and were permitted to give lip reading instruction to small groups of children in their schools.

The years of effort bore fruit in January 1935, when an extensive program was begun under the direction of Daniel Caplin. The objectives of this movement were to discover, examine, and classify all children handicapped by hearing impairment, and to carry thru the complete hearing conservation program outlined by the League.

This program included group audiometer (4A) testing of nearly 800,000 children, individual testing (2A) of all children found defective on the first test, otological examination of all those proved defective by the individual test, and medical treatment and educational help for those children who were irrevocably hard of hearing. All these services were free for all children up to the otological examination and treatment. Children who could afford it went to private otologists; all others were examined and treated free of charge.

Children were recommended for lip reading instruction in their regular schools where a 20 decibel loss was found. Children between the ages of five and eight who had a biaural loss of 35 decibels were recommended to the school for the deaf, as were those who had a biaural loss of 50 decibels and were nine years of age or over. Approximately two hundred children have been recommended to the school for the deaf since April 1935. Nearly 12,000 were recommended for lip reading instruction in their regular schools. This instruction is supplementary to the regular class work.

There are many fascinating problems connected with the teaching of lip reading which I hope to have answered.

What is the best age at which to start lip reading instruction?

What is the maximum number of pupils that can be taught efficiently at one time?

How long should a lip reading lesson be?

Can children of low I.Q. be taught to lip read?

In accordance with the state law, a test of hearing will be made every year during the child's school life. We hope to expand our lip reading instruction and to improve the methodology of teaching the subject. We hope to en-

courage suitable vocational training and guidance for the hard of hearing. We have made a good beginning in New York City, and we consider it only a beginning.

DISCUSSION

MRS. BERTHA W. CHASE, TEACHER OF LIP READING, PUBLIC SCHOOLS,
PORTLAND, MAINE

The first lip reading class for adults in Maine was organized in 1926 in the Portland Evening School. Two years later a phonoaudiometer was purchased by the schoolboard and a nurse was appointed to give tests and follow up the cases. Shortly afterward, courses in methods of teaching lip reading were financed for teachers already in the system. The teachers who took the course gave their vacations to study with the full understanding that lip reading would be a regular subject in the curriculum and that their salaries would not be increased. Forty-three teachers have taken this course and are certified to teach lip reading by the Portland Board of Education and the Maine State Education Department. Thus one or more lip reading teachers have been provided for every school in Portland.

There were thirty-two teachers of lip reading in the public schools last year. Thirty-three classes were organized in twenty-three schools with a total registration of 147 pupils.

In answer to Dr. Reynold's questions, we find that the best age to start lip reading is in the third grade, an average age of eight years. In the elementary grades we endeavor to have not more than six pupils in a class. The period of instruction is forty-five minutes in length once a week. We have been very successful in teaching children of low I.Q. to read lips, altho it necessitated more patience and very simple lessons.

We, who understand the problems, must keep bravely on our course and strive to make the public realize what is being done and what needs to be done.

DISCUSSION

J. CAYCE MORRISON, ASSISTANT COMMISSIONER OF EDUCATION, STATE
EDUCATION DEPARTMENT, ALBANY, N. Y.

Dr. Reynolds has acknowledged our indebtedness to the League for the Hard of Hearing in developing an understanding of the educational, medical, and social implications of hearing impairment. Up-state New York has followed the same course. There are about 1700 children in the seven schools for the deaf in New York state. In addition to schools for the deaf, there are six registered classes for the deaf and the hard of hearing which have a total registration of about 100 pupils. The state pays for special lessons in lip reading for 53 pupils and, in addition, a number of schools have provided lip reading instruction thru itinerant and "in-teacher" programs.

Dr. Reynolds has indicated set and definite standards to be used in recommending children for special instruction. I should like to see a better adaptation to the needs of each individual pupil in recommendations for special education. A single standard based on acuity alone is not sufficient. We should remember that there are bright and slow hard of hearing children, and that there are wide variations in attitudes, family background, health, and social adjustment, which tend to limit the adequacy of a single standard. So before we label the children as to class, let us think of each one as an individual.

In answer to Dr. Reynold's questions, I should say that the best age to start lip reading is the age at which the need for it is demonstrated. Even a child of two can learn lip reading within the limits of his experience.

It would seem that a flexible rule should be used in determining the number of pupils to a class, and the length of class period, with such factors as age, general scholastic achievement, and social adaptability of each member of the group contributing to the decision.

Children of low I.Q. should be taught lip reading and can be taught the skill to meet their individual and social needs. They should not be expected to lip read a vocabulary beyond their mental and social ability.

The whole program of hearing conservation deserves the careful consideration of all school authorities. As intelligent members of a great profession we must accept the responsibility for educating the public to a better understanding of the deaf and hard of hearing.

THE ESSENTIAL LIKENESSES AND DIFFERENCES IN TEACHING LIP READING TO THE DEAF AND THE HARD OF HEARING

CLARA E. NEWLEE, HEAD TEACHER, PARKER ELEMENTARY SCHOOL,
CHICAGO, ILL.

The essential likenesses and differences in teaching lip reading to the deaf and to the hard of hearing will be clearly understood if we define the terms "deaf" and "hard of hearing," and then analyze the basic principles underlying the teaching of lip reading to the two groups.

The actual degree of deafness, measured in decibels or percents, is not of fundamental importance in establishing a classification of "deaf" and "hard of hearing" at least from the educational point of view. What is important is the age at the incidence of deafness.

Language is normally acquired in infancy or in early childhood. If hearing is lacking in infancy, language and speech do not develop at all, and we have what we teachers call a deaf child, considered educationally. The deafness may or may not be total, as measured by audiometers, but if it is severe enough so that speech and language are not learned in infancy, without special instruction, the language and speech must be taught thru other senses than the hearing. Lip reading is the deaf child's mother tongue. Thru lip reading his entire body of language and speech is learned. The

process is never completed, for new words are added constantly in every situation.

With this classification of deaf lip readers who use lip reading from the first word they learn, it is obvious that their lip reading functions as an original learning, and is in no sense a transfer as are other types of lip reading.

In addition to lip reading, or in the absence of it, the deaf child may use other means of communication: the so-called manual method of gestures, signs, and finger spelling. Such methods do not improve his lip reading. Indeed, they set up an interference for lip reading, and I am inclined to believe they are responsible for the social separation of these two groups in adult life.

It is quite obvious that for one to fall into this class, the hearing loss must occur after the age of three, at a minimum. It is safer to use the age of five, and I have known quite a few who were six or more years of age at the onset of deafness, who lost their use of language and speech and became as the deaf child. For a great many years, only persons who had lost hearing in adult life were thought of as benefiting by learning to read lips. Recently, with better understanding, we are including children of preschool or school age who have lost hearing as benefiting by lip reading.

The first requisite for learning to read lips (I do not need to refer to good eyesight to you) is the understanding of language of the conversational type. They see speech to understand it, instead of hearing to understand. This is a transferred learning, as contrasted with the original learning of language by the born-deaf lip readers.

The material of lip reading is language. The person who is hard of hearing knows his language. His deafness prevents his using language naturally in conversation. But he can learn to substitute his sight for his hearing. He must realize from the first that he can, and that his ultimate ability to read lips is merely a question of using in a new way certain powers he possesses within himself.

The enthusiasm of the teacher, and his confidence and assurance that each pupil will succeed, is contagious. The pupil catches the success idea, and the rest is up to him. The establishment of the success attitude is absolutely essential before the deaf or hard of hearing pupil settles down to the grind of mastering the art and skill of lip reading.

It is not necessary for the deaf pupil to make an analysis of visible movements and postures, etc. It is necessary for the hard of hearing pupil. His lip reading is more direct, and is accomplished with far less analysis and little choosing of one of several words.

Another problem the hard of hearing lip reader meets that is rare with the deaf lip readers, is what I shall call "blocking." A confusion, a slight embarrassment, and a complete stoppage seems to occur. Of course, the teacher's cue is not to repeat, but to lead up from another approach to the thought involved. I have not found deaf lip readers having this difficulty in lip reading.

A difficulty that deaf lip readers meet which may also be met by hard of hearing lip readers is the one of proper names. The common difficulty lies in the fact that there are no clues in the preceding or succeeding words. The best way to aid any lip reader who cannot understand a name is to spell the name.

It is generally recognized that the hard of hearing have more in common with the normally hearing than they have with the deaf. Deaf children during the elementary-school period require segregation in order to meet their needs of learning to speak and to use language. This, then, is a great difference in teaching lip reading to the hard of hearing and to the deaf. It is, however, rather a social emphasis than an educational one.

The common denominator for the two groups is the training of each according to his special needs to substitute one sense for another in establishing communication thru the commonest social medium—speech.

The approaches to the teaching problems differ, but the ultimate objective is the same: to equip the deaf and the hard of hearing with lip reading ability so as to enable them to enjoy and make practical use of it in all situations at home, at school, in business, or in society, from childhood to the end of life.

DISCUSSION

ENA G. MAC NUTT, SUPERVISOR OF HEARING TESTS AND TEACHER OF
LIP READING, NEWTON, MASS.

Children who cannot understand speech readily at close range are comparatively few in public school lip reading classes. Therefore, they begin their study of lip reading at a very different level from that of the deaf child; they require a different type of lesson and progress more rapidly.

We agree that it is very essential "to set the stage for success" for every lesson in lip reading for the hard of hearing as well as for the deaf. We find that it is wise to have the first lessons so simple that every child can follow. In recommending that we start with simple material, I do not mean "simple-minded" material. We must have material that would interest any normal pupil of the same age and grade level, but which is worded simply and in such a way that the pupil can readily follow it by lip reading.

We should like to emphasize Miss Newlee's point that hard of hearing children should remain in regular classes with normally hearing children as long as they can make normal progress with the group, aided by lip reading and special seating.

The ultimate goal of education for all children handicapped by impaired hearing is to establish them in society as useful, happy citizens.

REPORT ON RECOMMENDATIONS FOR CERTIFICATION OF TEACHERS OF LIP READING

MARY V. CARNEY, DIRECTOR OF NITCHIE SCHOOL, NEW YORK, N. Y.; AND
Chairman, COMMITTEE FOR CERTIFICATION OF
TEACHERS OF LIP READING

The Committee on the Teachers' Council of the American Society for the Hard of Hearing submits the following recommendations, on the basis of the views expressed by the various teachers who cooperated in this study:

1. All teachers engaged in teaching lip reading as a special subject in the public schools should be required to present qualifications equal to those required for an elementary or a secondary teaching certificate in their respective states.

2. Experience in general classroom teaching is desirable but not obligatory.

3. No general rule should be set up to bar from certification teachers who have hearing impairments, but each applicant should be judged on his individual merits.

4. A temporary certificate to teach lip reading should be granted after one summer session of study in the special field; a permanent certificate should be granted only on completion of a minimum of two summer sessions or one semester of study.

5. Required courses should include: (a) methods of teaching lip reading, with practice teaching under supervision; (b) methods of individual and group testing; and (c) psychology of the handicapped, with special reference to hearing impairments.

6. Courses regarded as desirable for additional credits are: (a) technic of speech and correction of speech defects; (b) vocational guidance with reference to hearing handicaps; and (c) study of the anatomy, physiology, and hygiene of the ear.

SECRETARY'S MINUTES

First Session, June 27, 1938

The first session of the Department was held at the New York League for the Hard of Hearing, Inc., with Mary E. Van Horn, presiding. Hard of hearing children from the Demonstration School of the New York League for the Hard of Hearing, deaf children from the Lexington School for the Deaf, and adults from the Public Evening School of New York City participated in a series of demonstrations to show the development of the skill in lip reading from kindergarten to adult life. Hard of hearing children were taught by Mrs. Spiegel, Miss Taylor, and Mrs. Garber; deaf children were under the instruction of Mrs. Kohlman and Mrs. Liff; and the adult classes were conducted by Mr. Taber.

A round-table discussion of the problems of teaching lip reading to adults was conducted by Marie Pless.

Tea was served by the Lip Reading Teachers Association.

Second Session, Tuesday, June 28, 1938

The second session was held in the Lincoln School of Teachers College, Columbia University. The meeting was called to order by the vicepresident, Mary E. Van Horn, at 2:30 P.M. In the absence of the Honorable Jacob H. Livingston, Edmund Prince Fowler read the greetings from Dr. Livingston. Dr. Fowler, as president of the American Society for the Hard of Hearing, then urged closer cooperation between the Department and the Society.

The president's address was read by Mrs. Chase. Miss Hannegan commended the efforts of Miss Van Horn, Mrs. Chase, Miss Cronholm, and Mrs. Ronnei, and asked for continued support and action in the coming year.

The report of the secretary-treasurer was read by Mrs. Elizabeth H. Nitchie, who served as secretary, pro tem; the report of the Membership Committee was read by Miss Coffey; Lucy Ella Case, chairman of the Nominating Committee, took the chair during the voting. (For list of officers see Historical Note on page 476.)

Miss Van Horn then turned the meeting over to Mrs. Eleanor Ronnei, who presented the following program:

ADDRESS

The Work of the Lip Reading Teachers in the New York City Schools—James J. Reynolds, Assistant Superintendent of Schools, New York, N. Y.

DISCUSSION

J. Cayce Morrison, Assistant Commissioner of Education, State Education Department, Albany, N. Y.

Mrs. Bertha W. Chase, Teacher of Lip Reading, Public Schools, Portland, Maine.

ADDRESS

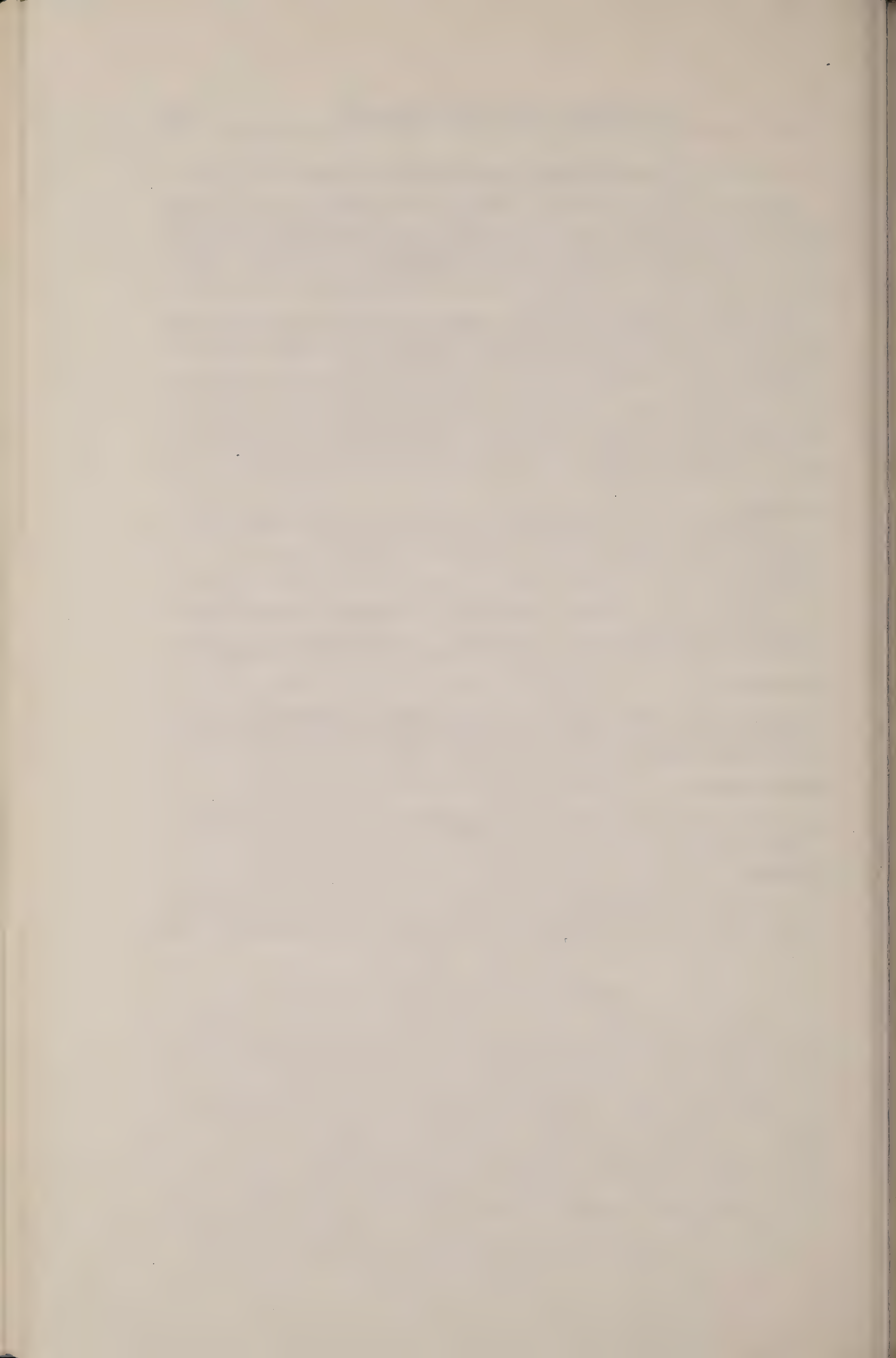
The Essential Likenesses and Differences in Teaching Lip Reading to the Deaf and the Hard of Hearing—Clara Newlee, Head Teacher, Parker Elementary School for the Deaf, Chicago, Ill.

DISCUSSION

Ena G. MacNutt, Supervisor of Hearing Tests and Teacher of Lip Reading, Newton, Mass.

REPORT

Recommendations for Certification of Teachers of Lip Reading—Mary V. Carney, Chairman of Committee, and Director of Nitchie School of Lip Reading, New York, N. Y.



*DEPARTMENT OF
MUSIC EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF MUSIC EDUCATION *was created by the Board of Directors at the Madison, Wis., meeting in 1884. The Department, discontinued in 1928, was re-created in 1934 by action of the Representative Assembly at the Washington meeting.*

A program of the Department was held during the convention in New York City but no officers were elected for the year 1938-39.

Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1884: 23	1894:925-956	1904: 675- 709	1914: 625- 648	1924:597-612
1885:369-404	1895:765-807	1905: 627- 668	1915: 847- 882	1925:504-521
1886:561-606	1896:717-753	1906: 703- 706	1916: 575- 612	1926:529-536
1887:605-652	1897:772-791	1907: 849- 876	1917: 473- 490	1927:487-496
1888:623-662	1898:832-855	1908: 835- 870	1918: 315- 323	1934:435-440
1889:665-700	1899:970-997	1909: 673- 700	1919: 291- 302	1935:397-402
1890:819-824	1900:531-541	1910: 789- 832	1920: 309- 310	1936:283-287
1891:807-827	1901:704-720	1911: 787- 826	1921: 507- 514	1937:325-330
1892:507-543	1902:615-643	1912:1001-1030	1922:1047-1062	
1893:507-524	1903:683-718	1913: 601- 618	1923: 733- 736	

*DEPARTMENT OF
RURAL EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF RURAL EDUCATION grew out of the Department of Rural and Agricultural Education which was authorized by the Board of Directors in 1907. At the Chicago meeting in 1919, the Department was reorganized with three organized rural groups then existing—the National Association of State Supervisors and Inspectors of Rural Schools, the County Superintendents' section of the National Education Association, and the National Association of Persons Engaged in the Preparation of Rural Teachers—under the name of the Department of Rural Education. See PROCEEDINGS, 1920: 279.

The officers of the Department for the year 1938-39 are : PRESIDENT, Mrs. Katherine M. Cook, Chief, Division of Special Problems, U. S. Office of Education, Washington, D. C.; VICEPRESIDENT, J. W. Condie, State Superintendent of Public Instruction, Boise, Idaho; SECRETARY (to be appointed); EXECUTIVE COMMITTEE, O. H. Bennett, Superintendent, Hamilton County Schools, Cincinnati, Ohio (term expires 1939); Lois M. Clark, Supervisor, Rural Practice, State Teachers College, West Chester, Pa. (term expires 1939); Fred C. Fischer, Superintendent, Wayne County Schools, Detroit, Mich. (term expires 1939); Donald MacKay, President, Eastern New Mexico Junior College, Portales, N. Mex. (term expires 1940); Chloe C. Baldrige, Director, Rural Education, State Department of Public Instruction, Lincoln, Nebr. (term expires 1940); May Trumper, Head, Rural Education Department, State Normal School, Geneseo, N. Y. (term expires 1941); R. D. Baldwin, Professor of Education, West Virginia University, Morgantown, W. Va. (term expires 1941); L. P. Terrebonne, Superintendent, Iberville Parish Schools, Plaquemine, La. (term expires 1942); S. T. Burns, State Director of Music, State Department of Education, Baton Rouge, La. (term expires 1942); A. F. Elsea, Director, Rural Education, State Department of Education, Jefferson City, Mo. (term expires 1943); Edwin R. Embree, President, Julius Rosenwald Fund, Chicago, Ill. (term expires 1943); president and vicepresident, *ex officio*.

The Department meets twice each year, in February and in June. The annual dues are \$2 per year for sustaining members, payable to the National Education Association. Each sustaining member receives all issues of the N.E.A. Research Bulletins, the Yearbook, the Rural Service Bulletins, and occasional bulletins. Any member of the National Education Association may become an active member of the Department upon request to the executive secretary of the N.E.A. without additional dues. Active members receive the Rural Service Bulletins. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1907: 44- 45	1914: 877- 908	1920: 271- 304	1926:537-600	1932:423-454
1908:1187-1216	1915:1131-1160	1921: 523- 616	1927:497-560	1933:445-462
1909: 953- 992	1916: 613- 636	1922:1099-1222	1928:453-544	1934:441-460
1910:1081-1114	1917: 599- 614	1923: 745- 841	1929:463-542	1935:403-428
1911:1117-1162	1918: 271- 294	1924: 651- 714	1930:401-500	1936:289-320
1912:1365-1414	1919: 281- 288	1925: 522- 576	1931:495-540	1937:331-356
1913: 801- 818				

FACTORS AFFECTING COUNTRY LIFE IN THE UNITED STATES

MARVIN S. PITTMAN, PRESIDENT, SOUTH GEORGIA TEACHERS COLLEGE,
COLLEGEBORO, GA.

THE FACTORS, large and small, which affect country life in America are legion. Daily the number and quality of those which are native and homegrown are becoming fewer and those which are products of national conception and propagation are multiplying. Contrast the factors which affected country life in the United States in 1838 with those of today, and we instantly see that the center of social and economic gravity has shifted from the small neighborhood to the national capital.

Country life in America a century ago was simple and understandable. Today it is complex; even the Supreme Court has trouble in interpreting it. Then, the community logrolling, quilting bee, corn husking, fox hunt, protracted meeting, spelling match, hog killing, and funerals were the stuff of which country life was made. Its richness was measured by the number and quality of these activities. Today such practices are largely matters of historic interest only.

Recent acts of Congress and pending legislative action are matters of feverish interest to the country people of the nation. Only a partial catalog of the more important activities of the federal government which are today affecting country life in the United States will show what a large part it plays. I mention here only seventeen in the order in which I think they are influencing country life; these may suggest others to you:

- The national highway program
- The parcel post thru the postal service
- The land-grant colleges
- The county farm agent
- Teachers of vocational agriculture
- The 4-H Club organization
- County home demonstration agents and home economic teachers
- The "Farm and Home Hour" over the radio
- Farm production control
- The Home Owners Loan Corporation
- Reforestation and soil erosion program
- Rural electrification activities
- Civilian Conservation Corps activities
- Social security legislation
- The promotion of better health
- Activities of the national Office of Education
- Agricultural bulletins issued by the Department of Agriculture.

Imagine what rural life in the United States would be today without these factors, and you will sense the tremendous part now played by our federal government.

Move from the national capital to the state capital and you will find another, tho a smaller and a rapidly diminishing force in our country life. The state controls our direct taxes, the general administration of our schools, the character of our laws and their enforcement, and supplies us with many of the topics of our daily conversation. The county is a shrunken shadow of its former self. Each day sees the nation, the state, and the school district deprive it of more of its former grandeur.

The consolidated school district, like the national capital, has but recently become a major factor in American rural life. It is thru the consolidated school to a large degree that the nation and the state make their ideas, desires, and laws effective. There the new laws are explained. There the people gather to discuss the issues and take action thru which their desires may be known.

Besides the influence of the various units of government upon country life, certainly industry and commerce play a tremendous part. I shall undertake to mention but a few of the many which play a large part. Foremost among these are: (a) the gas engine—auto, truck, and tractor; (b) the radio; (c) the motion picture; and (d) various and numerous types of farm machinery.

As a result of the factors—governmental and private—mentioned above, the country people of the nation not only are induced and enabled to purchase what industry produces, but they are also enabled to sell what they produce with much greater ease and effectiveness than formerly. They can be informed on how to produce and also how to market what they produce.

But life is more than production and consumption, buying and selling. Dawn, noontime, the setting sun, the light of the moon, the distant bark of a neighbor's dog at midnight, the birth of an infant, the marriage of a friend, the death of a loved one—these and a million other items, large or inconsequential, determine the quality of life anywhere, particularly in the country.

Are these factors growing better or worse? I do not know. Much of the old that was good has gone; much that is new is good, and much is not. In the words of Tennyson's "Ulysses" we can say: "Tho much is taken, much abides." ". . . my purpose holds to sail beyond the sunset and the baths of all the western stars, . . ."

A STATE PROGRAM OF CURRICULUM DEVELOPMENT AND THE RURAL SCHOOLS

D. W. PETERS, PRESIDENT, STATE TEACHERS COLLEGE, EAST RADFORD, VA.

A state program of curriculum development constitutes a new venture in American education. Since the beginning of statewide educational systems, the state department of education has in a major way influenced the curriculum. The administrative control, however, has been thru statute law, state department regulations—in force and effective of law—and administrative mandate. These controls have centered around finance, buildings and other physical equipment, teacher personnel, pupil control, and the curric-

ulum. Instruction for the most part has been restricted, for it has been made to serve administration. It is one of the tragedies of human institutions that they tend to become formal and mechanical. The greater the number of individuals to be regulated, the more formal administration is apt to become.

Instruction and growth thru learning are essentially teacher and pupil experiences. These experiences are worthwhile in somewhat the same proportion to which they are continuously modified in desirable ways. If the curriculum be conceived as all of the experience of the child under the direction of the school, then a statewide curriculum program, the purpose of which is a unified and concentrated effort to improve instruction, is a new thing in American education.

In Virginia, as in many other states, a shift in point of view in state school administration has prevailed since about 1932. Instruction, as it serves the needs of children, has been of first concern. For ten years preceding 1932, the value of buildings in our state had increased approximately \$25,000,000; one- and two-teacher buildings were closed thru consolidation at the average rate of approximately 200 buildings per year; annual appropriations from state sources for rural schools were increased at the average rate of approximately one quarter of a million dollars each two years. Regulation for control of attendance, health, and sanitation multiplied thru statutory law and administrative regulations. Personnel increased for purposes of inspection and regulation. High pressure attempts, thru administrative edicts, both local and state, were annually made to improve some isolated phase of the school program thru emphasis upon a single objective such as attendance, reading, number, or health.

And yet we were teaching a half million children who were reading no better; few fundamental understandings of how to control life about them were functioning. Rural children especially were non-communicative. Such release as they were finding was not gained thru school experience; they were showing no marked increase in general respect for personality; apparently they were not gaining in their ability to live cooperatively; they were not sensing the democratic way of life. Attendance was better, health was better, buildings were better, but education was not increasing in the other fundamental areas.

Late in 1931, as just indicated, a major shift was made in the point of view that controls state school administration in Virginia. A curriculum program was launched with the single purpose of improving instruction. The point of view that guides this program is essentially that of child need: that the need is determined by the nature of the child and the nature of his environment; that instruction can be modified only as the school experience of the child is modified in desirable ways; that this revision of experience can be achieved only by the teacher and the pupil; that the function of administration is to supply, thru its personnel, the professional leadership, research, guide experimentation, and the best possible environment in which desirable modification of pupil experience may be achieved.

A detailed description of procedures and results of this program can be gained only thru extensive experience in evaluating child experience as it

is going forward in our schools. Some of the gains are: (a) teachers and pupils are learning to live together happily; (b) they are gaining a more wholesome respect for each other; (c) the pupils are more communicative about things that concern them; (d) they are gaining experience which gives promise of functioning in life situations; (e) they are acquiring habits of self-control; (f) they are figuring as well as they did prior to the inauguration of the program; (g) they are reading better; and (h) they have made significant gain in social understandings.

Thruout the duration of the program, effort has been made annually to secure, thru the aid of rural supervisors, subjective judgment of the teachers as to the progress of the program measured by effect on pupil behavior. Checklists are used for purposes of supplying quantitative data for tabulation and analysis. Approximately 5300 rural teachers from 72 of the 100 counties reported at the close of the 1937 session. The reports in each case were based on the combined subjective judgment of the teacher and the supervisor. Approximately 200,000 children were involved in the report.

Pupil Behavior

Manifestations	In- creased	De- creased	No change
How have the enthusiasm and interest of the pupil in school work been affected?.....	87	1	12
How has the effort expended by the pupil been affected?...	77	2	21
How have pupil initiative and independence in study been affected?	77	2	21
How have interest in and understanding of contemporary problems been affected?.....	69	5	26
How has cooperative effort been affected?.....	80	3	17
How has pupil consideration for others been influenced?...	78	4	18
How has pupil responsibility for school activities and property been affected?.....	77	3	20
How have the enjoyment of and participation in physical education activities been affected?.....	67	4	29
How has the attitude toward personal health habits been affected?	78	3	19
How have the attitudes and conduct toward safety of self and others been affected?.....	76	4	20
How has the participation in music activities been affected?	74	6	20
How have the participation in and enjoyment of art activities been affected?.....	77	4	19
How have the pupil's recognition of and concern for his progress been affected?.....	74	4	22
How has the pupil's mastery of skills been affected?.....	73	2	25
How has the pupil's attendance at school been affected?...	55	3	42

Some objective data showing effects due largely to the program are:

County boards of education in Virginia are now spending on rural elementary-school libraries approximately eight times as much as was being expended annually for the same purpose in 1931.

There has been a marked increase in rural elementary supervision. This is in face of the fact that no change of financial policy with respect to supplying local aid for supervision has been made. In 1930, we had 43 elementary supervisors serving in 31

counties; at the present time we have 102 elementary supervisors in 83 of the 100 counties.

Objective data on the three R's—Obviously, in a state with the educational traditions of Virginia, no program calling for a revision of school experience can ignore the so-called fundamentals or the three R's. Effort has been made to check periodically to determine what is happening to the common tools of learning in a statewide situation where such major changes have been made and where emphasis upon drill on separate items of information and skills has been greatly lessened as compared to the former more formal procedure, and where more progressive practices have released much heretofore repressed interest of the pupil in his school experience.

Standard achievement tests (Otis Classification Tests) are administered each year or so to a random sample of approximately 10,000 pupils from Grades IV thru VIII. Half of the pupils tested are selected from schools making the most significant progress toward the achievement of the objectives of the curriculum program. One-half of the pupils are selected from schools making little or no progress in the revision program. The results show achievement ratios of children in the experimental program (children from schools making most progress in the revision program) consistently above those in the control group (children from schools selected because of little or no progress in the revision program) for each of the five grades. Pupils and teachers were equated roughly on the usual factors. The achievement ratios were as follows:

	<i>Experimental Group</i>	<i>Control Group</i>
Fourth grade.....	96	92
Fifth grade	98	97
Sixth grade	101	99
Seventh grade.....	120	106
Eighth grade.....	120	111

Indications or tendencies of these data supplemented by additional data of the same kind, tho not under control conditions, involving approximately 180,000 pupils, show that the revised curriculum program is producing normal results or better in the tool subjects in all grades. These data are taken entirely from pupils in the rural schools.

The program in the secondary schools, while moving more slowly than in the elementary schools, is in a most healthy condition, and significant progress is in evidence in approximately 70 percent of the high schools.

The whole program of curriculum revision in Virginia, as a means of improving instruction, is looked upon as an immense adventure which takes teachers and pupils far beyond the uninspiring cycle of memorizing text-books, lesson-hearing, and lesson-testing. A significant outcome of the program has been the tremendous professional stimulation for thousands of teachers thru participation in the development of tentative courses of study which serve as source books and as general guides to teaching.

ADAPTING INSTRUCTION IN READING AND LANGUAGE IN RURAL SCHOOLS

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Reading and language have passed from our educational thinking as separate subjects. In the progressive sense, they are integral parts of the whole school experience based upon the needs, interests, and activities of children. Of the 140,000 one-room rural schools in America, it is likely that only a small percent of them can approach, at present, the progressive ideal of an integrated curriculum organized around "units of work" or "areas of experience." What of the many schools in which enrolments far exceed the school's capacity for housing? Of schools where the teacher's background and training are so meager as to endanger the success of change? Must such schools remain wholly unprogressive? I believe that, by applying the philosophy of modern education, it is possible to initiate practices consonant with child development in the most traditional rural school. It is the purpose of this discussion to suggest adaptations which can be made in reading and language.

The following concepts of reading and language serve as criteria for considering adaptations: (1) reading in life is not an isolated activity but is intrinsically bound to life needs—the desire to find out, to make, to do, to enjoy; and, (2) "English," as described in *The Development of a Modern Program in English*, "is not a subject of instruction but an aspect or element of experience, sometimes dominant and sometimes subordinate, but never disconnected from the pupils' acting and thinking and feeling . . . not a body of subjectmatter to be learned but a series of inescapable or desirable experiences, in which the school offers such guidance as is necessary to insure success in them."

What changes do these criteria imply?

Physical features—If we are to make English and reading a part of the pupil's acting and thinking and feeling we must provide an environment wherein socializing influences are present—movable rather than fixed desks, space and equipment for work and construction, reading corners, museums, and bulletin boards. Such changes are possible in most rural schools.

Daily program—We need a daily schedule so arranged that children are stimulated to plan, discuss, and act. This necessitates a shift from the rigid, pigeon-holed program of thirty or more classes daily to a flexible arrangement of class periods around subject or activity blocks. In situations where such a program might be inadvisable in its entirety, or where it seems best to proceed slowly in making a change, a long period may be devoted to the expression arts—reading, language, spelling, writing—which will permit development impossible under a traditional schedule. Such a program provides for periods for planning and cooperating, for evaluation and appraisal.

Further, these criteria are indicative of the whole trend in education; we are moving from a subjectmatter base to a developmental base in children. Acquiring command of spoken English is one of the major achievements of

life. This is not so much a matter of teaching, but of guidance, stimulation, and the giving of opportunity to learn to talk by talking. A point of view taken thruout this paper is that language and reading must receive far greater emphasis in the rural school, particularly in primary work. Constant emphasis upon language experiences and activities, and upon both oral and written expression in the functional sense, are imperative.

A rural school is more truly representative of a simple society than will be found in any other school situation. Here are the old and the young, the strong and the weak, the gifted and those less blessed! The socializing possibilities of the rural school are manifold. Here is a school situation in which the teacher can be very much a part of the child's experiences. They play together, eat together, work toward a common goal. Here is always the opportunity and frequently the necessity for children to assume responsibility for the management of their school—for the appearance of buildings and grounds, sanitary conditions, and the reception of guests. To live successfully under such conditions is to live cooperatively. The opportunity is ever present to permeate the school day with language experiences growing out of pupils' thinking, acting, and feeling.

Our starting point might well be the primary curriculum based on experiences which foster the development of ideas. Then we should consider language. Out of this will grow natural reading situations.

Three significant changes would seem to be demanded:

1. The development of a program of reading readiness
2. Greatly increased emphasis on language expression preceding the introduction to reading thruout the primary years
3. Ample provision for experience reading; the postponement of so-called formal reading.

A real contribution to educational progress would be made if we could explode the age-old fallacy that a child is ready to read because he has reached his fifth or sixth birthday. Without doubt, our schools have produced numerous reading failures because reading instruction was forced before mental, physical, or emotional readiness for such an undertaking had been attained. M. Lucille Harrison, whose book, *Reading Readiness*, presents the most complete information on this problem to date, writes:

From experimental data available the single factor which most accurately determines readiness to read is that of mental age. It has been found that in order to make any progress in reading a child must have attained a M. A. of at least six years and that a M. A. of six and a half years more nearly insures success.

And yet the greatest percent of rural schools attempt the hopeless task of teaching five-year-olds to read!

Other factors affecting reading readiness are: general health with particular attention to normality of vision, hearing, and speech; visual readiness to read (not synonymous with freedom from visual defects); emotional development as manifested in adjustment to school, and in freedom from strain caused by timidity, fear, and lack of confidence. Two steps which can be taken to meet this situation are: (1) postponement of reading instruction

until there is reasonable assurance that factors determining readiness are present; and, (2) introduction of a pre-reading program to aid in developing certain aspects of readiness.

Some of the objectives of this pre-reading period are:

1. To give experiences which will increase information and insure comprehension of later reading materials
2. To enlarge and enrich vocabulary and develop command of English
3. To develop accuracy in enunciation and pronunciation
4. To develop good habits of attention and retentive powers
5. To develop ability to do problematic thinking
6. To develop such background skills to reading as visual and auditory discrimination, left-to-right orientation
7. To stimulate interest in learning to read.

Many of you are familiar with ways in which schools are meeting the changes demanded by greater emphasis on language expression and the postponement of formal reading. Group activities organized about the daily experiences of children in school, at home, and in the community furnish a wealth of topics for conversation, both for spontaneous speech and for organized composition. In such activities we have the beginning of our concepts known as social studies. The transition to reading from these activities is being naturally made in many first grades by the development of what is known as the experience-reading lesson. Experience-reading charts are made following an actual experience the discussion of which the teacher directs in such a way as to develop thinking, the ability to express these thoughts in sentences, and the enlargement of vocabulary. They are the natural reading outgrowths of situations in which children are vitally interested. They have meaning because they have evolved out of experience into thinking and finally into expression. They furnish a needed and logical adaptation in reading and language in the rural school. They may range from simple news charts to a series of lessons recording an entire activity unit.

What has been said has concerned the pre-reading and first-grade period. It is easy to see how such a trend once started can carry on thru all primary reading and language activities at higher levels. The manuals of most modern reading systems suggest how experiences can be supplied for stories. Such activities or others planned by the group should form the introduction—the experience and language motivation—to formal reading of a book.

Viewing language in terms of life will indicate that there is much greater and more frequent need for training in oral expression than in written. The rural school has recognized this in the primary field, but has generally, I think, minimized its importance in upper-grade work, as evidenced by the preponderance of textbook assignments of the drill type or the blank-filling of workbooks. *An Experience Curriculum in English* lists the following strands of speech for elementary grades: conversation, telephoning, discussing and planning, telling stories, dramatizations, reporting, and speaking to large groups. A step will certainly have been made in the right direction when the rural school program is reorganized so as to group the English experiences (listening, speaking, reading, writing, and spelling) into one

period. This will provide the basis for the development of units of work, involving not only reading and language, but the correlation of other subjects. Too, it will lead teachers to see the importance of English in terms of individual development rather than subjectmatter. The same may be said for reading.

We are all committed to the ideal of a functional program of education. There are numerous possibilities for adapting rural reading and language instruction in terms of needs and experiences. The following school experiences are being used successfully in this connection:

1. The school newspaper and writing for local papers
2. A school or individual yearbook
3. The story exchange
4. School programs written and presented in the form of original plays and dramatizations
5. The community from the standpoint of its needs and resources, its history (incentive for excursions, writing, interviewing, reporting, use of reference materials, etc.)
6. The school club, such as the Citizens' Junior Club; special clubs, as the hobby club, the 4-H Clubs, etc.

We have felt that no rural school can afford to be without some form of school organization—which in our county we have called the Citizens' Junior Club—the purpose of which is to give to children the social experiences of planning, discussing together, and being mutually responsible for the success of their school. A school club can be made rich in possibilities for language power because it is real in terms of life situations. Planning how to meet the health and safety needs of the school; helping to arrange for dental and health clinics; planning ways to make new pupils feel at home; writing letters for information, and appointments, and notes of thanks because there is an immediate need to do so; making plans to receive guests; planning programs and exhibits—all are examples of real life situations. Here under wise direction children will grow in their power to converse, to plan, to write, to make reports, and to speak before the larger group.

CURRICULUM ADJUSTMENTS FOR SMALL RURAL SCHOOLS

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The January issue of *School Life* carries an article on schools and school buildings in which the fact is brought out that there are more than 132,000 one-room schools in the United States as against 81,000 having more than one room. Considerable curriculum adjustment is necessary in the successful operation of these many small rural schools, and in that adjustment lies a challenging opportunity.

While the task of the teacher may be complicated, the modern one-room school has certain advantages that larger systems can scarcely duplicate. Among these advantages may be mentioned: (a) the small size of the group

and the varying ages and abilities in the pupils; (b) the opportunity for individual instruction; (c) the intimacy of long association which permits a thoro knowledge of the needs and abilities of each student—so necessary to help the teacher determine the type of instruction needed. Also, the small rural school is an integral part of its community, affording frequent opportunities for the association of children and parents which makes it a natural learning situation.

One of the greatest handicaps to the success of the one-room school has come about thru attempts to improve instruction by means of too much standardization. Many courses of study, designed as they are for larger systems, set up definite grade-by-grade assignments and standards of accomplishment, making subjectmatter the major aim of teaching. The teacher-training institutions give much of their practice teaching in large graded schools. This situation does not prepare teachers for the problems which face them when they accept positions as teachers in one-room schools.

One of the basic principles for all curriculum organization is that it shall provide an opportunity for growth in social behavior, good habits of physical and mental health, and knowledge commensurate with individual ability. In the small school, therefore, the first step in adjustment of curriculum must be thru the teacher's acquaintance with the natural ability and interest of each individual in her group. Data concerning physical development, family background, and achievement levels in basic skills, are factors in determining the learning activities to be carried on. Proper use of such data will result in a happier teaching and learning situation.

A speech survey was undertaken this year in several rural schools of Sonoma County for the purpose of speech diagnosis, preliminary to setting up a program of speech improvement. These surveys have proved to be a highly satisfactory means of developing teacher interest in the problems and needs of individual children. Briefly, the survey followed this general pattern: a complete health examination of each child by the county school nurse and a diagnosis of speech by the speech supervisor, with particular attention to factors influencing speech, such as the physical condition of the speech mechanism, the home language, and family background. Eyedness, handedness, or the presence of mirror vision were also checked. A test in reading ability was given by the supervisor responsible for the reading program, and an analysis was made of the results of this test to determine reading handicaps. It is an interesting fact that there was a close correlation found to exist between physical handicaps, speech handicaps, and poor reading ability.

This survey technic tends not only to acquaint teachers with their pupils, but to unify the work of supervisors to the extent that each supervisor becomes much more appreciative of the work and the efforts made by the others. It has given teachers and supervisors impetus to further study of health problems, reading problems, and speech problems, and has resulted in the establishment of extension classes in speech improvement, and further study concerning the causes of reading disabilities, enrichment of the reading program, and the correlation of speech with music and literature.

Another step in the adjustment of the curriculum to the small rural school is the substitution in place of grade-by-grade instruction, of large subject areas or units of work which are of interest and value to the wide range of abilities, ages, and grade levels found in the small schools. The very make-up of the rural school is cooperative, and the cooperative enterprise in which all pupils from the smallest to the largest share, each according to his ability, provides for interesting and effective learning. In certain knowledge fields, such as social studies, homogeneous grouping of pupils in groups large enough to work together on problems of common interest provides an effective learning situation. This type of organization implies that the teacher is free to develop materials to fit her own situation, rather than being held rigidly to any predetermined course of study in social science. This spring, conservation will be the inspiration of many fine units.

The physical plant is a very important factor in the controlled environment necessary for successful school living. Most of Sonoma County's rural schools are not new, but in the least modern of these an attractive, livable atmosphere can be maintained. Much improvement has taken place in these schools. Under the various relief agencies there have been as many as seventy-three school improvement projects going on at once. These have resulted in the improvement of grounds, repairing and painting of buildings, installation of new toilets, the improvement of water and drainage equipment, and school beautification.

A fine school atmosphere is a thing of slow growth—the result of much living and planning together. The development of one of the delightful schools in Sonoma County, with its garden, its attractive interior, and its happy students, is no accident. The teacher, during her nineteen years of teaching in this school, has refused offers of positions in larger schools because, as she says: "There's still much to do here. We know each other here and we like working together." Incidentally, this teacher is now broadening her horizon by taking a very active part in a California teachers organization.

Even more so than in other teaching situations, the teacher in the rural community *is* the school. The type of teacher who enters and stays in rural teaching is a most important element in the progressive development of rural schools. Three factors, altho outside the realm of actual curriculum adjustment, are important since they influence rural teacher personnel: (a) financial opportunity for such teachers (California now has a \$1320 minimum wage); (b) type of training for rural school teaching provided in the teacher-training institutions; and (c) adequate rural supervision. Rural teaching demands a special type of service, and the rural teacher should be able to choose her career and receive recognition on such a basis, rather than on the basis of salary or the professional standing superficially attributed to teaching in city systems.

One of our prominent California county superintendents has referred many times to rural supervision as "God's greatest gift to rural schools." In 1921 the state of California enacted legislation providing for this service

in the small schools. The program in California has met with opposition in some places, but time and experience have developed a better understanding of the needs for rural supervision, and a more competent personnel has been found.

The selection of materials and equipment of instruction is an important phase of the problem of curriculum adjustment. An attractive and interesting supply of books is one of the most stimulating instructional tools, yet it is not possible for each small school to own all the material which it might successfully use. On the other hand, the adaptation of curriculum is dependent on the availability of a variety of usable instructional materials. In addition to the basic supply of books owned by each school, a library system comparable to the county library system should make reference books, library books, visual aid materials, current periodicals, and picture files on a wide variety of subjects, available to each teacher.

In the final analysis, the successful adaptation of the curriculum to fit a given situation is dependent upon the attitude, understanding, and skill of the teacher. The curriculum sets up the general pattern of learning and living. With his knowledge of the interests and needs of his group, the teacher provides an environment in which each individual gains an appreciation of himself, his own growing powers and abilities, and an increasing understanding of his part in, as Bobbitt points out, "the continuity of right human living."

A RURAL SCHOOL ATTACKING PROBLEMS OF INSTRUCTIONAL IMPROVEMENT

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As a means of providing a source of illustration for the points I wish to make, I shall describe briefly one of the one-teacher schools in our county. This is a small, white building, on the edge of a deep wood, with a narrow road running from it to the nearest little village some three or four miles away. About thirty children, ranging in ages from five to fifteen years, come to it from outlying homes on foot or in the bus which drops them off on its way to the high school. The teacher is teaching in this one-teacher school from choice and intends to continue in the rural field in spite of tempting offers of higher salaries in urban schools.

Keeping this school in mind, let me outline the principles which I think underlie any attempt to improve instruction in such a school.

1. In the beginning (and continuously thereafter) the teacher, and those concerned with the school program, should study and record the needs of the children. In this school, the teacher goes to the homes frequently, informally, or at the invitation of parents or children. She is often invited to spend the night in local homes when evening engagements keep her in the community.

As a result of this close relationship, both adults and children know the teacher well and often discuss with her some of their most intimate problems. It is obvious that a teacher, using such a procedure in attempting to analyze the needs of a group of children, would be in a position to list these needs rather accurately. Here are some of the needs as we see them.

1. Most of the families have low incomes. Several are on work relief and others have barely enough to eke out an existence. Most of the homes are bare and unattractive. Some of the children are poorly nourished and inappropriately clothed. Few of the families know how to use their small incomes to provide the best food, clothing, and living conditions possible under the circumstances. Health practices and sanitary conditions are poor. The lives of the people, including those of the children, are narrow. They have few contacts outside of the community. There are few radios, newspapers, and magazines. There are no organized recreational or cultural facilities for either children or adults other than those which the school provides. The future looks uncertain for the children since there is no money for education beyond high school and few vocational opportunities are available in the area.

2. The environment of the children should be studied to find resources for meeting these needs. This teacher encourages the people of the community to talk to her about the place and what they know of it. She talks with the specialists who come into the district—librarian, farm agent, home demonstration agent, etc. She explores the woods and fields with the children; she reads and studies about the area. While doing these things she has discovered many resources for meeting child needs in what would seem to many a meager situation:

- a. There is a wealth of natural beauty and significance.
- b. There are many resources of historical value.
- c. The local community and nearby places in the county offer endless resources which show how men work and live today.
- d. This community offers many resources for seeing government functioning in a simple way.
- e. There are human resources.
- f. There are vocational and cultural resources.
- g. Not the least of the resources available is the school itself.

To a person of insight and desire, there is an amazingly large number of resources in the rural community for meeting child needs.

3. The children must be taught to live in their environment. The child and his environment are inseparable factors. He develops himself only as he reacts to his environment. Understanding of environment brings self-realization and a kind of stability which comes with having deep roots in the soil of our daily living. Learning which does not meet this major aim of adjustment to and effectiveness in the environment is not learning at all.

If we accept this as true, we must give up our concern with much that has previously occupied us. We will not be satisfied to have a child know about the bony structure of the body unless it helps him to carry

himself buoyantly erect. We will not be satisfied to teach about the classes of foods unless we can actually help him to improve the quality of his diet. We cannot justify teaching a child how many teeth he has and what they are made of if he does not care for his teeth and give them the food they need. We will not be willing to teach children facts about foreign lands if at the conclusion of such teaching they see or hear nothing of interest in the newspaper or radio, or if they call their classmates of foreign parentage "Pollacks" and "Wops." We are not justified in teaching the departments of government and the qualifications for election to Congress if our children are not learning thru experiences in school and community to be good citizens at their level of maturity. We must not force children to learn the dates of explorations and the names of Presidents if they are getting from history no real appreciation for the achievements of the past and no urge to make their contribution to further achievement. We must not go thru the motions of teaching a variety of science and art that does not help our children to be sensitive to the beauty and interest that is to be found in their daily living. In a word, we are not justified in attempting to teach anything to children that they do not learn to use in better thinking and better acting.

In conclusion, I should like to list a few of the activities in this one-teacher school:

1. A daily hot lunch is planned, prepared, and eaten by the children. Attention is given to proper food selection, sanitary and attractive preparation, and good taste and eating. Food is raised in home gardens and canned by older girls and mothers. The small sum of money needed is raised by a social affair of some sort.
2. Daily health inspection is carried on, healthful living in school, i.e., posture, handwashing, and proper care of clothing is emphasized. A place is fitted up where children can make themselves tidy after play.
3. There is a 4-H Club program, under the direction of the teacher, in cooking, sewing, room beautification, good grooming, and selection of food and clothing.
4. An informal mothers' group has been formed which we hope will become a means of better home use of income and better homes generally.
5. A regular rest period of from twenty minutes to a half-hour is observed daily and is much enjoyed by the children.
6. A long-time school ground beautification plan, made with the help of a state specialist, includes a wild-flower garden which has been planted on edge of woods and which will gradually become a living museum of local plant life.
7. The forestry club, which also includes local high-school children, takes hikes and field trips, makes collections of materials, and works in nature hobby groups. This and the wild-flower garden does much to stimulate interest in nature. Children go out to paint or paint scenes from the window at the easel. They are studying science and physical geography just now in relation to farming problems in the local community.
8. Children care for schoolroom and schoolgrounds. They make curtains, paint and build furniture, and make equipment, such as easels, looms, and screens.
9. Children help at social gatherings and assist when visitors come. They serve tea at the mothers' meetings and prepare lunch for school visitors.
10. Children, with the help of adults when necessary, have planned, built, and furnished a large weather-proof playhouse on the playground which is the center for the dramatic play of the little children. In studying the community they play going to the store, delivering the mail, etc.

11. The children have an efficient club. Committees appointed by the club president plan and carry on games on the playground, take care of all school routine possible to them, plan and carry on special day programs and plan trips and other activities.

12. The children have had delightful Christmas programs, have produced *Pinochio* as a marionette show for the community and later for the county P.T.A., have had parties and plays on special occasions, have sung at the county music festival. Last year at play day they dramatized the early history of the community.

13. The young people, about fifteen of them, have weekly meetings at the school where they have social activities, dancing, games, plays, and handicraft.

14. Children go on many trips. Last year while studying the community as it was long ago the older children went out repeatedly to interview old residents and to see remains of early life. They visited the Bucks County Historical Society Museum at Doylestown, Pennsylvania, the Trenton Museum, and the state house. The round-trip to Doylestown was 152 miles. The trip to Trenton was about 170 miles. The little children, when studying the ways people travel, went to the station, bought their own tickets, and rode on the train along the river thru Delaware Water Gap to Stroudsburg, Pennsylvania, and back home.

This year the children have taken, or have in prospect, trips such as one to local farms and to a large model dairy farm several miles away, to a township committee meeting, to the county superintendent's office, to the schoolboard clerk's house, to a soil erosion project, etc. They will go out with the farm agent, if possible, to prune, plant, and spray trees.

It will be seen that the children have had many firsthand experiences in their environment. This school cannot be thought of in terms of one room and one textbook. School is wherever there is an interesting thing to hear or to see—wherever there is an opportunity to learn in a vivid, meaningful way the things the children *need* to learn.

The one-teacher school in the rural community is an ideal place for children to grow. The handicaps in this situation are overshadowed by the advantages. The simple organization of the school, with many age levels included, creates the ideal situation for growth in self-control, initiative, responsibility, and good citizenship. The community, simple also in organization, offers opportunities for citizenship, experiences, and for understanding about how people live together. These are impossible in the complex urban community. The wealth of natural resources is obvious. Finally, while we keep the resources we have at hand in the rural community we may have, because of improved roads and better transportation, most of the cultural and social advantages enjoyed by city children.

ADJUSTING SECONDARY EDUCATION TO THE NEEDS OF RURAL YOUTH

M. R. TRABUE, DEAN, SCHOOL OF EDUCATION, PENNSYLVANIA STATE
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The fundamental educational needs of rural American youth are not very different from those of their city cousins, and the methods by which these rural youth may be developed most effectively are identical with the methods by which other youth learn and make intelligent adjust-

ments to life. The chief differences between rural and urban youth are in the backgrounds of concrete, everyday experiences which they bring to the schools, and in the adequacy of the educational opportunities offered them by the schools. If we are to preserve American institutions and to give equal opportunities to all American youth, we must recognize that rural and urban youth are equally in need of individual diagnosis and guidance, and that rural and urban schools must both adjust themselves to the specific educational needs of these individual young people.

It is absurd to advocate different objectives, different methods, and different standards for rural and urban schools. Even in the matter of pupil backgrounds, interests, and experiences, there are far greater differences among the pupils of any given school, whether urban or rural, than between the average rural pupil and the average city pupil. With the improvements that are constantly taking place now in transportation and communication, even these differences in the experience backgrounds of typical urban and rural pupils are steadily decreasing. Every school, whether in the city or in the country, must recognize these wide differences in the equipment and backgrounds brought by the pupils, and must adjust itself to the needs of the individuals it serves.

Whether his home is in the city or in the country, an American youth has a right to expect to gain from the school a helpful understanding of himself and of his potential relationships to the life activities available to him. The primary task of the school should be to attempt to understand the pupil and the opportunities life holds for him. It is foolish to assume that because a boy lives in the country he is destined to be a farmer, or that because a girl has been promoted to the high school she should now study algebra and French. The actual needs of the rural young person must be discovered before the school can intelligently adjust itself to them. If any institution should be expected to proceed on the basis of knowledge and intelligence, the secondary school most certainly should.

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IS A STRONG CENTRALIZED COUNTY OR SIMILAR UNIT
OF RURAL SCHOOL ADMINISTRATION ESSENTIAL TO
AN EFFICIENT PROGRAM OF RURAL EDUCATION?

Introduction to Panel Discussion

HOWARD A. DAWSON, DIRECTOR OF RURAL SERVICE, NATIONAL EDUCATION
ASSOCIATION, WASHINGTON, D. C.

The efficiency of a program of rural education can be measured in terms of the performance of the functions and services of a satisfactory educational program. Three questions arise in this connection:

1. What is a satisfactory educational program?
2. What functions and services are necessary to the administration of a satisfactory educational program?

3. What are the characteristics of the administrative organization thru which the satisfactory educational program and the necessary functions and services can best be carried on?

A satisfactory educational program—A satisfactory educational program is one which makes available to all persons of educable age educational opportunities commensurate with their varying needs, aptitudes, capacities, and interests, and with the needs of society for the services and cooperation of such persons.

Only that educational program is satisfactory which provides for the continuous development of the child from the day he enters until the day he leaves the public school. For convenience of organization the school may be divided into elementary for preadolescent children and secondary for adolescent children.

Actually there is no hard and fast definition of the elementary school. In some states it is defined as Grades I to VIII; in others as Grades I to VII. The most recent practice is to consider it as including kindergarten and Grades I to VI, inclusive. It is fairly well established that, so far as possible, the elementary school should have at least one teacher for each grade unit with a desirable ratio of 30 pupils per teacher, it being assumed that transportation at public expense will be furnished whenever necessary.

Formerly the secondary school consisted of four years' education superimposed on the seventh- or eighth-grade elementary school. Now it is generally conceived as consisting of Grades VII to XII, inclusive. For convenience of organization, the secondary school may be developed as a six-year elementary school or as a three-year junior high school and a three-year senior high school. The junior college and the specialized vocational schools of equivalent grade should be considered as extensions or variations of the secondary-school program.

The secondary school should provide educational opportunity adapted to the needs of every adolescent boy and girl who is not assigned to institutional care. To do this the secondary school in rural areas, where educational opportunities on the secondary level are most limited, should offer training in citizenship and the social studies including civics, government, history, geography, economics, and sociology; English; physical and natural sciences; health and physical education; mathematics; modern and ancient languages; music; art; homemaking; agriculture; commercial education; and trade training.

The optimum size of the secondary school will depend largely on the density of population and the facilities for transportation; but it should, except under unusual circumstances, be large enough to make possible a student body of at least 300 pupils and ten teachers.

Other things being equal, the educational program is most satisfactory that is most economical as to cost. It is an established fact that small schools are most expensive per unit of service and that the maximum efficiency in the expenditure of funds cannot be obtained in either ele-

mentary or high schools that have less than 200 pupils. The findings of Harry A. Little's study in *Potential Economies Through the Reorganization of School Attendance Units* are significant in this respect.

In 213 out of 223 counties studied, a consolidation of schools with the same type of educational program as maintained at the time of the study would result in an average decrease of 7.83 percent in cost. The schools of these counties as they were organized at the time of the study cost 1.36 times as much as if they were organized into schools with at least 290 pupils in elementary grades and at least 726 pupils in high-school grades. They cost 1.25 times as much as if they were organized into larger schools as recommended in countywide surveys. Little says: "The consolidation of schools makes possible opportunities for better educational advantages which if used may increase the cost of the educational program. The better buildings required to put the reorganization into effect would result in an additional cost, on the average, of 3.8 percent of the original cost of all the schools of the country."

The elements of a satisfactory educational program discussed thus far have to do with local schools or, technically, with *school attendance areas* as distinguished from *school administrative units*. These two units are defined as follows:

An attendance area comprises the geographical and population area served by a single school and does not necessarily constitute a local taxing unit or have an independent system of administration.

An administrative unit comprises all the area under a single system of local administration and may be composed of more than one attendance unit.

Obviously since there are still more than 130,000 one-room schools in the United States, each of which constitutes a separate administrative unit in many states; since not more than 10 percent of the elementary schools have as many as six teachers and 240 pupils; since the typical high school has fewer than 100 pupils and four teachers; and since in most of the states each high-school attendance area also constitutes an administrative unit, there is not much likelihood that satisfactory educational programs dependent as they are upon attendance areas of satisfactory size are possible without the organization of larger centralized administrative units.

Functions and services necessary to the administration of satisfactory educational programs—It is now well established both in theory and best educational practice that in order to guarantee the development and continuance of an adequate program in any administrative unit there are needed: (a) a board of education to determine policies; (b) an administrative professional leadership vested in one person to coordinate all the services of the school in the interest of the child; (c) direction and supervision of instruction, including special school classes, and services; (d) an efficient business management, including the operation and maintenance of the school plant and transportation; (e) direction and supervision of attendance, including relationships with social welfare agencies.

The characteristics of a satisfactory school administrative unit—The following principles are now well recognized for guidance in the organization of satisfactory administrative units:

1. An administrative unit should comprise one or more attendance areas offering educational facilities at least thru the twelfth grade. Only under exceptional circumstances, due to such factors as extremely sparse population or rugged topography, should an administrative unit comprise only an elementary- or an elementary-junior high-school attendance area.

2. An administrative unit should be sufficiently large to warrant the provision of all essential and desirable administrative and supervisory services except those provided directly by the state. Ordinarily, several elementary-junior-senior high-school attendance areas will be involved.

3. If the principle of state support of a minimum educational program is recognized and applied there will be little need for organizing administrative units in terms of their ability to be self-sustaining. Emphasis then should be placed on the optimum unit for the efficient and economical provision of desirable educational offerings.

4. The boundaries of the school administrative unit need not be coterminous with the boundaries of any political subdivision of the state. An administrative unit may include part of a county, a county, or two or more counties or cities, or a city and a part of a county.

The proper planning and organization of local school administrative units is necessary to the solution of many of the most vexing educational problems facing most of the states. Among these problems are the simplification of the apportionment of state school funds, the equalization of financial burdens and educational opportunity, the planning and construction of school buildings, and the provision of expert leadership, administration, and supervision.

So far as the great majority of rural children in the United States is concerned, the provision of acceptable educational opportunities can be made only thru the organization of large local units of school administration. In some states this unit may well be the county; in others, perhaps the majority, it may be a unit wholly independent of any existing political unit of local government.

LANGUAGE ARTS AND THE SOCIAL STUDIES

MRS. ARTHUR JAMES, SMITHFIELD ROAD, AMENIA, N. Y.

In the foothills of the Berkshires, five miles from a post-office, is located Smithfield School No. 10, Amenia, New York. There is an enrolment of eleven pupils, one or more pupils in each of eight grades. The ages of the students vary from six to fifteen years; the intelligence quotients from very high to very low; the cultural backgrounds from no books, no art, and no music, to a large library and the best in both art and music. The economic status of the children range from one family where the father has a cash income of thirty dollars a month to support a family of five, to another family where the father lives on a farm of fifteen hundred acres, which is one of the lesser of his possessions. I have taught this school for the past nine years. Out of this experience I am to comment on two articles from the 1938 Yearbook—"Language Arts" by Roberta Green and "Social

Studies" by Helen Heffernan. The progressive wing of our profession is represented in these articles.

Miss Green wants to keep a child happy in the learning and the using of language. A sensible aim! "Group planning and exchange of information will provide for oral expression, clear thinking, and attentive listening," she states. Thru the years, I have found that there are two groups of children who suffer more than necessary by following the method of instruction outlined in this article—the children who move from school to school and those with academic talents. In order not to handicap these groups I have made two compromises with the progressives: I follow grade placement in spelling, punctuation, and grammar; and I have a penmanship period in the first four grades. One thirty-minute period in the morning and one thirty-minute period in the afternoon care for this mechanical side of language arts. The children enjoy both periods. These two drills keep them qualified for standing in their grade in case of a transfer. I have found the students who follow academic careers better able to score high standing in their regents and college board examinations if they have been taught by this method.

Now for the more progressive program in language arts. The listening period has passed the experimental stage at Smithfield. I read the best in literature in the most expressive way I can. All the children listen. Out of this listening has come much creative work in both prose and poetry. Each child keeps his reading list, containing books read at home or at school, all the year round. These lists are posted on "Parents' Night." There is a free work period each day, the length of which depends on the completion of required work. Most pupils have used this free work period this year for reading. The first four grades have oral reading each day. The other grades have one oral reading period on Friday afternoon. World events are chosen and read aloud to the circle. "Something interesting to you" is my only assignment on that period. When do we write? When there is need. We write courtesy notes, cheer-up letters to a sick child, invitations, and reports in social studies.

Miss Heffernan's article on social studies is stimulating. Note her vocabulary. "Not mechanistic psychology," but "growth," is a true learning life.

For work in the social studies I select materials to fit the needs of the pupils I have in a given year. The best source of help I have found is *New York Curriculum Bulletin No. 2—Social Studies*. This year I have used the following topics:

Grades I and II—*Home Life*

The activity work was a collection of birds' nests. Such teachers as we have! A phoebe carrying her moss and mud over our door, placing her home; a barn swallow with mud pellets and feathers, building in our wood shed; a robin plastering the mud and grass into a home in the apple tree by the corner of the yard; and a Baltimore oriole weaving her cradle of string and wood fibers on the end of an elm limb by our window!

Grades III and IV—*Prehistoric Life*

We followed Dopp's Series of books—*Tree Dwellers*, *Early Cave Men*, *Later Cave Men*, *Early Sea-People*, *Early Herdsmen*, and *Early Farmers*. *Child's History of the*

World by Hillyer was also a help. Domestication of crops and of animals was well understood and new appreciations came out of this work. One boy found a stone implement that "some Indian had used!"

Grades V and VI—*The Sister Continents*

Much free-hand map sketching, speakers from foreign lands telling about their respective countries, stereopticon lectures, and books helped the group build up true pictures of many of the countries they studied. I was delighted with the outcomes of this study.

Grade VII—*Workers of the World*; Grade VIII—*American History*

These studies branched out mainly into literature. Eight historical novels developing different times and different sections were used. Maps and book reviews were made—and were well made.

All this cannot be done by the unit method and activity program in too comprehensive a way. In order to be fair to the possibilities in true unit work, we have one large unit of work in the main field of social studies which all grades work at all year. This unit has outcomes in history, geography, and science; art—both that of the genius and the kind we produce; music—song, rhythms, and the productions of the great masters; crafts, museums, folios, drama. This year our unit was "Time."

ART AND MUSIC IN THE RURAL SCHOOL

ELIZABETH BARD VAN SANT, DEMONSTRATION TEACHER, LANGHORNE, PA.

The one-room school in which I teach in Langhorne Manor, Pennsylvania, has twenty-five pupils distributed among the first four grades. We enjoy several distinct advantages over the usual situation where a teacher has but a single grade. I have four years to work with most of my pupils. We are not pressed with a rigid course of study. As my school is used for demonstration purposes, it is better equipped than other county elementary schools. I have the cooperation of a supervising principal and special assistance from the office of the county superintendent of schools. The program of art and music is largely an integrated and informal one, with the work planned around the children's interests. All pupils participate in most of the projects.

Art is correlated with music, reading, English, nature work, and the social studies. Even arithmetic brings in art thru the making of posters and signs for the store and post-office projects. In fact, art is regarded as a component part of all school work, embracing room decoration, flower arrangement, furniture grouping, picture placement, bulletin board displays, careful attention to paper heading and workbooks, mounting of materials for display, arrangement of books on the library shelves, neatness of the cloak-room, taking care of the closets for different art material, keeping the playground in good order, and planting and care of annual and perennial flowers on the school grounds.

We try to teach the principles of good arrangement so well that they will become second nature to the child and he will be enabled to meet intelli-

gently the art problems of his daily life. He is made to feel that art is more than drawing pictures in school, that it is really a part of everything he does from the way he writes his name on his spelling paper to the color of the hat or tie he chooses. We try to develop interests and hobbies which will carry over to the child's private life for his future enjoyment.

Our first and most important step in teaching art is to arouse the children's interest. We never tell them to make a picture or a design which will not be important in their school or home life since children do not show much interest in abstract drawings or designs. The lessons are motivated by the children's own interests. We build them around something they like—their play, their pets, incidents of their home life, and stories and scenes from history books or readers. We build them around a holiday, a nature walk, a trip to the zoo, a visit to an industrial plant or a farm, a school play, or an operetta.

As a rule, most of our art work revolves around the regular school projects, which usually change from year to year. For example, in the Indian project which we worked on this year we gathered pictures, objects, and materials from the children's homes, from books and magazines, and from the school museum. Besides making pictures and posters showing all phases of Indian life to illustrate the stories we read and acted, the children built a mesa and a pueblo for the desert Indians; made a complete forest Indian village, including bark wigwams and canoes, on the sand table; and fashioned a meat-drying rack and a plains Indian tepee from lima bean poles and burlap sacks. This tepee was afterwards put out on the playground to serve as a playhouse as well as an object to be drawn in a real outdoor setting.

While working on this project, it was suggested that we give an Indian operetta at the end of the term so as to use the articles we were making. We selected "The Inn of the Golden Cheese," a story of Indians and pioneer children at the time of William Penn. It proved to be very successful. The desire for an operetta as a climax to the Indian project sprang from the Christmas operetta which is already an established tradition and is the motivating force of our musical program. It enriches the curriculum to a great extent. Each year the preschool children listen to the enthusiastic chattering of their older brothers and sisters. They see the entertainment and are eager to be admitted to school so that they, too, may be in similar operettas.

On the first day we open school with a song session, the old-timers singing for the newcomers. A short song is introduced for all to try individually. This enables me to ascertain which pupils can sing and which have monotone voices. I first teach the children who cannot sing how to listen and after that how to sing. This takes time, patience, and enthusiasm, but the thought of an operetta makes them all eager to cooperate. Usually by the last of October the majority of the children are ready; eventually all children can sing unless they are physically handicapped. By this time we discuss the kind of play we should like to produce, and select it. We must choose one that will fit our particular needs and must consider its adaptability to our number, age range, stage settings, and costuming.

The next step is learning the songs, for they must be well known before any acting is attempted. These are taught and sung during the morning exercises or in an afternoon music period. Both solos and choruses are taught as group songs to the entire room, thus doing away with the objection that too much time might be spent on a certain few to the detriment of the majority. The parts are then given out. There is no ill-feeling over the allotment of these, for from the beginning we have stressed the idea of working together for the good of all. Each is proud of the part he is best able to portray. Probably the fact that each one has learned all the words and the songs of the entire play and is able to step into any part at a moment's notice has a great deal to do with this.

Besides deriving artistic and musical training from the operetta, the children benefit in numerous other ways. For instance, it is not easy to correct a child's awkwardness without hurting his feelings or arousing his antagonism, but I have been able to help many a child to overcome his faults by showing him how to act while playing a certain part. Usually this carries over into his normal life.

We use the greatest freedom in adapting the words, direction, and situations of the play to the needs and experiences and vocabularies of the children. Timid, weepy, little Mary could not sing two measures in the same key. Eventually she took one of the leading roles, showing great stage presence and singing the necessary solos very well, all because she had a great desire to do so and had gained confidence in herself. George always ran his words together so that he could scarcely be understood. Since he had to speak distinctly to be in the play, he learned how to do it. In his everyday speech, Johnny said "gits" and "he seen." Quite without his knowledge, I changed the lines in the script to include the correct forms of those particular expressions. The lines made such an impression on him that he has been using them correctly ever since. Rollo, a little first-grader inclined to stammer, was chosen to act the part of one who used words of many syllables. He learned to say them joyfully and trippingly. This gave him such confidence that he has forgotten about stammering. Even children who have had only a small amount of training along these lines show a marked improvement in their club activities, in oral English, and in story-telling periods. They speak more freely, more willingly, and with more expression.

When not working on the operetta, we spend time studying notes, rests, keys, sightsinging, and the like, and in learning many songs suitable to the season. We have a great variety of these, varying from year to year. Worth-while songs are taken from any source, some from teacher's and children's magazines, some from children's homes, and some from supplementary songbooks.

Our phonograph records for music appreciation are selected to suit the children's interests at that particular time—a minuet, for instance, during the study of Colonial days, and original Indian music and the "Dagger Dance" from Victor Herbert's "Natoma" for the Indian project. These same records and others are used in connection with picture appreciation. The children listen to a record, then select pictures that seem to express the

mood aroused by the music. Again, they may look at a picture, then choose a record that best interprets the feeling which the picture gives them. Sometimes the children bring supplementary pictures from home. Picture study is articulated with poetry and other subjects as well.

During recess on cold or rainy days, we use the victrola to help us learn folk-dances and rhythm plays, such as the Virginia Reel, the Irish Lilt, or the Shoemaker's Dance. Art and music are constantly interwoven in our daily life, not segmented or formalized, but integrated and permeating all phases of living. In this same manner, art and music at the Langhorne Manor School enrich our school program immeasurably.

USES OF COMMUNITY RESOURCES AS CURRICULUM MATERIALS IN A RURAL SCHOOL

JULIA WEBER, FRANKLIN GROVE SCHOOL, BLAIRSTOWN, N. J.

Come with me to a small one-teacher school in an isolated and hilly part of Warren County, New Jersey, four miles from the nearest town, with no stores, post-office, church, or any kind of community center outside of the school. The families of the children in school are scattered over an area of about four square miles. Most of the homes are in poor condition. The standards of living are low. Most of the men in the community find work wherever they can—usually at temporary jobs. Because of the hilly land little farming can be done. The families are large. There is only one family with one child. There are twelve and eleven children respectively in the two largest families.

There are twenty-nine children in the school, half of them of foreign-born parentage. Thirteen are primary pupils and sixteen are in Grades IV to VIII.

At first glance it seems that this isolated community is quite barren of resources that can be used as curriculum materials. Yet if the children's learning is to be effective, we must start with the actual everyday experiences in their own immediate community. They need to understand the things that go on about them and with this understanding of their immediate environment they can branch out and begin to understand their county, their state, and their world. So we must know the resources of the community. Once having discovered the resources, how shall we determine which of them we shall use in the curriculum?

First, we must study the needs of the children. Curriculum materials should be chosen to meet their needs. It is only thru knowing children's needs and making an effort to meet them that the school can be effective.

Second, we must study the community to see how it should be changed in order to be a better place for the children to live. The school in cooperation with the people may do much to meet the children's needs in the hours they spend out of school.

With these principles in mind, we began to study the children, their homes, and community.

In making a study of the home and community conditions in our area we found that there was need for improved health practices, for recreation, for the supplementation and better use of income and other material resources, for using and supplementing the social and cultural resources, and for vocational planning for the younger people.

Last year, as a preliminary to the study of local resources, the Colonial history of Hardwick Township was studied and contrasted with the Hardwick of today. From these differences, largely a matter of population and occupation, questions arose. Committees were appointed to gather material and report findings. Since the chief occupation of presentday Hardwick is dairying, a study was made of this industry, including visits to its largest dairy and to the Walker Gordon Farm at Plainsboro, New Jersey, rated by some as the finest in the world.

The children benefited in many ways from this study. Their social contacts and experiences are very limited. The trips taken during this study have given them practice in conventional behavior in public. Using maps and planning their trips have made the children more observing and alert. Meaning has been put into things they see every day and into what they read and hear.

The pupils were out in the community many times where they could actually see the things that they were studying. They interviewed people and took their questions home. Much of the time in school was used in reading and discussion before the trips to prepare for intelligent observation, and, afterward, to try to understand what was seen. We are coming to change our conception of school as contained within one building, a few books, and a teacher. All adults who have information which we need are teachers, and all places where we may appropriately go to study at firsthand become the school. Books take their places as a means of interpreting and extending wisely chosen experiences.

I wish there were time to tell about other studies—of our trips to the town four miles away to find out where our bread comes from and where our mothers buy our clothes and where our mail goes, or about the study of local Indians.

This apparently resourceless community has turned out to be rich in the things that broaden and enrich the lives of its children and people. This is true of every community, and we have only to seek to uncover its resources and to learn to use them wisely.

THE RURAL SCHOOL AS A COMMUNITY CENTER FOR RECREATION

H. C. WHITESIDE, SUPERVISING PRINCIPAL, PUBLIC SCHOOLS, DELMAR, DEL.

Life is speeding at such a pace today that many people think the economic structure which civilization has built is breaking down. Changes are coming with a jolt in working conditions, wages, hours of labor, increased numbers of women—both married and single—in employment. Everything feels

the impact of change and especially the home, church, and school. A noted divine, Daniel A. Poling, says the greatest demand on the pastor of today is dealing with psychologically tangled human beings and attempting their reconditioning with hope and iron.

There is a definite challenge to the school, both rural and urban, in this evolution of a new social order, in an active and farsighted extracurriculum program. A strong parent-teacher association is a key link in cooperation between town and gown.

In adult education, classes at night accomplish much in the spirit of good fellowship and earnestness. Here we find groups concentrating on manual arts, commercial work, public speaking, public affairs, hobbies, handicraft, and interior decorating. Many possibilities lie in this field, coordinating with agriculture, physical education, chorus, and home economics. Here volunteer leaders, as well as paid instructors, can do constructive work. Delaware has organized this work extensively.

All political creeds and views not contradictory to God and country have a right to hearing, with the school as a forum. Here the county agent can give agricultural demonstrations and all factions can meet together for the discussion of rural electrification and other economic joint enterprises. Flower shows, hobby shows, pet shows, community fairs, faculty and P.T.A. parties, exhibitions of work, field days, May days, fashion shows, home economic suppers and teas, all have a fitting place in the schoolhouse and on the school grounds.

A student press club can provide the local newspaper regularly with items of interest, keeping the whole community informed of school activities and plans.

What do people take back home from these activities just mentioned? Some benefits obtained are: ability to play and read and discuss and to be at ease socially with others; knowledge of what goes on in the classrooms; how to help youngsters in schoolwork and to choose vocations. And hand in hand with these go confidence in and cooperation with those directing school work.

The public schoolhouse is the most democratizing influence in the community. To it come the young and old, the rich and poor, the learned and ignorant, people of all faiths and parties, at a minimum of cost, for contact with that which is found action-laying, character-making, forward-reaching, onward-looking, upward-climbing, all for one and one for all!

A PROGRAM FOR COUNTY SUPERVISION IN ILLINOIS

L. A. TUGGLE, SUPERINTENDENT OF SCHOOLS, VERMILION COUNTY,
DANVILLE, ILL.

A brief statement of the administrative arrangement for public schools in Illinois will be of assistance in understanding the work of the county superintendent of schools in that state. Vermilion County, of which I am the superintendent, will serve as an example of typical situations found

in the other 101 counties of Illinois. There are 209 separate districts, each of which is controlled by a board of directors of three or five members. There are two types of districts, an elementary common school district that has a high school within its boundaries, and the township or community high school superimposed as a separate district over several common school districts. School funds are received and disbursed by a township treasurer appointed by a board of three trustees.

For the most part the county superintendent in Illinois is a clerk for the township treasurers and the state superintendent of public instruction. He has no authority over the high schools. Each schoolboard can direct what branches are to be taught and choose the textbooks to be used. The county superintendent can act only in an advisory capacity.

There are three aspects of the situation of the county superintendent in Illinois that are fortunate: First, he is elected by the people, a condition that makes him independent as to his policies of supervision. Second, he is directed by law to make a course of study. Third, he is required by law to devote at least one-half of his time to visiting rural schools.

The following outline presents the chief services of the county superintendent in supervision in Illinois, the illustrations being taken chiefly from Vermilion County.

1. *Supervision of instruction*—The county superintendent can persuade the various schoolboards to agree to a county unit for textbooks. That being done the county superintendent can direct the building of a course of study based on modern trends and socialized activities to meet the needs of the children.

The county superintendent or his assistants prepare and disseminate the examination questions.

At the beginning of the school year a countywide conference is held. Lectures by experts are offered. During the year, group conferences are held in which the teachers are advised in the art and methods of teaching. At these group conferences demonstration classes are held.

Visitation of classes by the county superintendent is also a valuable means of improving instruction.

A high-school principals club serves as a means of integrating the work of the elementary schools and high schools especially in the preparation of eighth-graders who expect to enter high school.

An elementary principals club that has a dinner meeting once a month at the county seat helps the county superintendent to formulate the policies to be pursued in the supervision of instruction.

2. *Improvement of teachers in service*—Vermilion county is divided into five community center groups. Each group holds at least four meetings each year. Each meeting is led by lecturers and demonstration leaders from the teachers colleges and the University of Illinois.

Extension classes are conducted by instructors from the university and teachers colleges.

Teachers are required to read at least one reading circle book selected by the Illinois Teachers Reading Circle Board.

Each teacher is required to take a day to visit some other school. Teachers are encouraged and sometimes required to go to summer school.

A plan by which each beginning teacher has the benefit of the counsel of an experienced teacher is employed and is called the "big sister plan."

3. *Library service for rural schools*—The State Pupils Reading Circle Board selects four books for each grade each year. The schoolboards are encouraged to buy these books. At the present time there are 78,000 of these books in the schools of Vermilion County. Pupils and parents are encouraged to read these books. Diplomas and seals as rewards to pupils for reading have helped to cultivate good reading habits.

4. *Health service for rural schools*—The county superintendent has considerable influence in such matters as proper heating, ventilating, lighting, seating, water supply, toilets, and safety against fire. Hot lunches at noon in all the schools contribute to better health. The schools take advantage of all social agencies that offer health service. A special fund provides a health nurse to visit all rural and urban schools in the county.

5. *Developing a publicity program*—Informing the public as to the work, accomplishment, and needs of each school in each locality is necessary to successful county school administration. The chief agencies of school publicity in Vermilion County are bulletins to teachers, parent-teacher association meetings, schoolboard meetings, principals' meetings, newspaper articles, news items concerning each school printed in local papers, and graduating exercises at local schools.

A PROGRAM FOR COUNTY SUPERVISION IN VIRGINIA

A. L. BENNETT, SUPERINTENDENT, ALLEGHANY COUNTY SCHOOLS,
COVINGTON, VA.

If one is to understand the program for the supervision of county schools in Virginia he must be familiar with the training and selection of the superintendents, principals, and supervisors.

In Virginia there is no county superintendent of schools but a division superintendent, who serves a county in practically every instance, but in a few divisions serves two counties, and in one division serves three counties. Generally speaking, a city of 10,000 or more people forms a separate school division with its own superintendent.

A division superintendent of schools in Virginia must hold a master's degree, with special training in school administration and supervision, and must have had experience as a teacher, supervisor, or principal. He is selected by a county schoolboard for a four-year term from a list of eligibles submitted by the state board of education. The local schoolboard, in making its choice, is not bound to select a local applicant but is free to go out of the state, if it desires to do so, to secure a superintendent. Teachers, principals, and supervisors are elected by the schoolboard upon the recommendation of the superintendent.

Since 1922 the county has been the unit of administration and support. All districts have been abolished, and the superintendent can transfer a teacher from one teaching position to another within the county. The Virginia law, unlike that in many other states, gives the superintendent of schools much power that is exercised by schoolboards in some of the states. The fact that no teacher can be appointed except on his recommendation gives him authority and control over instruction that his co-workers in other states do not always have. He is further charged by law with the supervision of instruction within the county.

The high-school principals in the accredited high schools are required to have at least two class periods open each day for supervision, but the real work in supervision of schools in Virginia is done by the special elementary supervisors. There is no law forcing the employment of such officials; neither is the number that may be employed by any division fixed by statute. Two-thirds of the salary of these supervisors is paid by the state and one-third by the county. They must hold the highest certificate issued by Virginia, and must have had experience in elementary work and special training for their task. Every county in Virginia except six employs one or more of these supervisors, but four is the maximum in any county.

As a pioneer superintendent for twenty years in the employment of special supervisors, I have had continuous experience with them. One cannot expect very efficient work from a supervisor if one assigns him too many teachers. From thirty to forty is, in my judgment, an ideal load. In only two counties are special supervisors employed for high-school work.

These supervisors are given such duties as may be assigned by the superintendent or schoolboard. I like to think of them as helping teachers, who assist teachers in solving their school problems—discipline, organization of subjectmatter, discovering the ability of the children, etc. I have learned thru two decades of experience that the supervisor should not be expected to perform administrative duties. Therefore, clearly defined responsibilities of the superintendent and supervisors are established.

The chief function of the elementary supervisor is to improve instruction. He should make poor teachers good ones and good teachers better. In dealing with 4000 teachers and 14 supervisors, we have found that the good teachers can be helped by supervision the same as the poor ones. The supervisor is expected to spend much of her time in observing teachers and in conferences with them. She may quietly observe the teacher for two hours and then with an individual conference check wherein the work may be improved or better methods used. She also conducts many faculty conferences and group meetings. The use of observation days proves helpful especially for the inexperienced teacher. A small group of teachers are asked to spend the day observing an experienced instructor, and at its close a discussion is held of the work observed.

For several years in Virginia our supervisors have done much work in directing units of instruction. They have also rendered valuable assistance in the selection of school libraries. Virginia's remarkable progress in devel-

oping her new course of study could never have been made had it not been for that group of educators whom we call supervisors.

I would be unwilling to serve a school system without elementary supervisors. I believe that the crying need of our rural schools is "capable professional supervision." The superintendent is too busy with heavy administrative duties to do much supervising. His visits to schools are largely of an inspectorial nature. The constructive work in supervision must be done by special supervisors.

A PROGRAM OF COUNTY SUPERVISION IN NEW YORK STATE

A. WINFIELD TRAINOR, DISTRICT SUPERINTENDENT OF SCHOOLS, FOURTH SUPERVISORY DISTRICT, LEWIS COUNTY, WEST LEYDEN, N. Y.

The territory of the state, outside of cities and of school districts of five thousand or more population which employ a superintendent of schools, is organized and divided into supervisory districts each of which incloses several school districts. Owing to extremely wide variations in size, topography, and population, the counties of New York state were found to be unsuited as units for rural or county supervision. It was also deemed an advantage to make the educational unit independent of any one fixed political unit such as the county. Accordingly, the supervisory district was set up originally to give each district superintendent as nearly as possible a unit of fifty school districts to supervise and serve in the various lines of educational leadership. Thru the process of centralization of school districts into modern enlarged community school districts providing the new type central rural school, the number of school districts to the district superintendent has been reduced to some extent, but new duties and responsibilities have resulted. These reorganized districts provide a modern twelve-year program of education suited to varying interests and abilities in a way never thought possible under the older plan of school district organization.

The function of the district superintendent of schools—The district superintendent is the general supervising officer of the supervisory district over which he has jurisdiction. While administrative and supervisory services demand a large place in the program of the district superintendent, these services must function largely in the form of sound advisory guidance and forward-looking educational leadership initiated and developed in harmony with our democratic form of society and with due regard for the psychology and philosophy of our rural people.

In order to develop a forward-looking program of administration and supervision the district superintendent must give careful consideration to two groups of people—the professional group or the producers and the lay group or the consumers. The lay group must be recognized as the prospective customers, who, as taxpayers, hold the purse strings, and decide what they can afford to purchase, and who, as parents, feel that

they know what their children need in the way of modern education. It is the job of the district superintendent to help both groups to see their needs in terms of modern social adjustment.

The district superintendent must be a persistent but modest salesman of recognized needed educational improvements that will add to the fullness and the richness of rural living, and to the joy and social enthusiasm of children's learning. To accomplish this, he must work thru close personal association with key individuals who shape policies, and thru the cooperation of organized groups, such as parent-teacher associations, the Grange, the Home and Farm Bureau, boards of education, group meetings of school trustees and schoolboards, the local press, mothers' clubs, and special committees of citizens invited by him to meet for consideration of special questions.

The program of a supervisory district—While there are many supervisory districts in New York state that can show a much more ambitious program of accomplishment as a result of carefully planned programs of publicity and supervision, your speaker will indicate some of the accomplishments of a certain supervisory district selected as a typical rural type where there is little wealth beyond ordinary dairy farms, and where the villages are of the small, rural hamlet kind which serve as the community center for post-office, church, Grange, and ordinary trading.

This supervisory district originally included fifty separate school districts, three of which were union free school districts and the remainder common school districts each with its separate trustee or board of trustees, and scattered over a thinly populated area of 350 square miles. This number has been centralized into sixteen separate school districts with only sixteen separate school trustees or boards of education. This change in district organization is basic to the better program of modern educational activities now being carried out in this locality. Some of the accomplishments are as follows:

New school buildings—Where formerly only limited high-school work was offered in three small wooden buildings with outdoor toilets, one in each of the former three union free school districts, and with no supplementary rooms such as auditoriums or gymnasiums, library rooms or science laboratories, there are now five modern new buildings fully equipped with supplementary rooms to supply a modern program of secondary-school courses. Four of them give a full program of twelve years of work with several different courses on the secondary level.

Transportation of pupils—Where formerly no transportation was provided for pupils, now modern school buses transport school children to the central rural schools, and all high-school pupils of the remaining eleven uncentralized school districts also are transported to high school. Because of the deep snow and road conditions, preventing the large school buses from making side road trips, supplementary transportation contracts are made to carry pupils to the main transportation lines.

A changed curriculum—The secondary-school curriculum has been changed fundamentally. Where formerly it was organized to function for a selected few who were going to college, or for the few who could learn easily from books, it has been reorganized to meet the needs of all classes of pupils as found in this rural community. Where formerly memorization and recitation of books by the pupils was basic, there is now a broad program of courses, experiences, and activities

calculated to meet varying needs and interests, and to aid in adjusting children to life situations.

Special educational services—Formerly there were no special educational services such as health work, physical education, recreation, guidance, special library service, or trained school librarians to help with the educational program. Every central school in this district now has a fully-trained and licensed librarian-teacher to help with the program, and one of the schools has instituted a full-time program in which the librarian gives her full time to this work. Two of the central schools have joined in a full-time employment of a school nurse and child-accounting officer, and the other is expected to join soon. All of the central schools have now reorganized their program to employ both a man and a woman teacher of physical education and recreation.

The professional group stimulated and integrated—It is the professional group that must produce the expert services that are designed to guide and assist children in experiencing, in learning, and in living as their growth and adjustment is promoted in the direction of desirable social and individual personality and efficiency. It is this group that must continually study, and experiment, and research to the end that each year the new model is improved and kept up to date to meet the new demands of economic and social change. It is also necessary that this group of varying specializations, interests, and attainments be systematically coordinated and integrated and unified in harmony with the informed purposes of the lay group, and for effective teamwork in attaining the larger and broader objectives of the educational program.

Stimulating growth by a supervisory project—In the district referred to, an experiment has been conducted during the past eight years in the form of a long-term supervisory project. The district superintendent set up the supervisory program with the following purposes to be accomplished: (1) to stimulate the improvement of the teachers, the principals, and himself while serving in this supervisory district; (2) to coordinate and integrate for better teamwork and concerted action the thinking and the effort of the varying abilities, interests, preparations, teaching fields, and special subjects as represented in the six different groups of teachers and principals in this supervisory district; (3) to assist the principals and the teachers to build a living, dynamic philosophy which will help the schools to provide a better educational program for the children.

This project provides for the presentation of a general topic or central problem for cooperative study during the entire school year, with many special problems for discussion and experimentation. The whole plan is carefully organized into an outline of suggestions and procedures, and is presented with discussion both by experts and by members of the teachers' group, with plans for the year's work outlined and explained by the district superintendent. Thus, with the help of the principals and teachers, the superintendent sets up the plan as a supervisory project and outlines the procedures for the entire year. Monthly meetings are held for study and discussion of the special problems, of recent educational books bearing on these problems, of suggestions offered by the educational experts at the fall conference, for reports of progress in experimentation and in the development of units and

projects, and for exhibits and explanations of work accomplished. At the end of the year, another supervisory conference is held for all schools, at which time an exhibit of school work by all of the schools and all of the teachers of all six groups is put on display, carefully labeled to connect with the supervisory outline and with the school program.

General topics of supervisory projects—The supervisory projects included the following general topics during the past years:

- 1930-31: The cardinal objectives in education with emphasis on creative effort and appreciations
- 1931-32: Unit teaching with the child as the center of attention
- 1932-33: Pupil guidance and development with particular bearing upon personality or character
- 1933-34: Providing for individual differences and needs of pupils
- 1934-35: Preparing children for happy and useful living in a changing world, with special reference to previous four years of supervisory project
- 1935-36: Putting into practice a new conception of education by the modern rural principal and his teachers
- 1936-37: The small six-year school at work, including the six-year elementary and the six-year secondary school
- 1937-38: Assisting boys and girls to achieve better American citizenship in the schools, in the home, and in the community (for all levels of twelve-year school, or elementary and secondary).

A very few titles will indicate some of the outcomes of the supervisory program, altho no idea can be conveyed of some of the excellent pupil-teacher activities of planning and accomplishment involved. Some of the projects were as follows: (1) My value to my community and to society; (2) Safety now and always; (3) Accidents, how they happen and how to prevent them; (4) Cleanliness and physical education; (5) Pure foods and drugs; (6) The school assembly; (7) The bulletin board as a center of school interest; (8) Noon-hour activity as social guidance; (9) School band formation in the high school; (10) Materials used in music; (11) Exploration of foreign countries (secondary-school English); (12) The noon hour as an opportunity for guidance; (13) Common problems in group guidance; (14) A play day for the girls of the secondary schools of the supervisory district as a phase of social learning; (15) Milk testing (including a carefully prepared and presented dramatization to the community as a phase of adult education); (16) Boy Scout activities; (17) Library activities and education in the school; (18) The sophomores decorate their homeroom; (19) My chosen occupation; (20) Homemaking projects and art projects with exhibits.

It is the function of supervision to set up situations in appropriate form so that thru group cooperation, guidance, and leadership superintendents, principals, and teachers are helped to understand the significance of new problems, of changing methods, and the basic philosophy on which they are founded; are helped to explain their meaning to parents and the community; are helped to become educators rather than subject teachers or class teachers; and as educators are helped to select the essential of the old and to sift out the best of the new into a modern, dynamic program of education fitted

to the needs of children here, now, today. The lay group and the professional group in this supervisory district are working together in the interest of the children in their care. The professional group is developing a sound educational philosophy to guide both groups in their endeavor; and the effect of their leadership and initiative is beginning to show definite results in terms of improved and more effective school programs.

AN EXPERIMENTAL PROGRAM IN ELEMENTARY EDUCATION

ADA E. VALENTINE, FOUNDER AND ASSOCIATE DIRECTOR, EDUCATIONAL EXPERIMENT, SPRING HOPE, N. C.

Located within the boundary of Spring Hope—a small North Carolina village thirty-eight miles from Raleigh, the state capital—one will find the Spring Hope School, a typical consolidated, rural village school. The experimental program in elementary education in operation there is a venture in democratic living and learning for all types of children to be found in our public schools. Its main purpose is to enable every child to experience the fullest growth possible in terms of his abilities and his emerging social needs. The work moves forward in a wholesome, natural way thru active pupil participation in solving their individual and group problems and in projecting the next steps in more desirable ways of living. Here one will observe many features of the traditional program as an integral part of the day's activities. However, there are also evidences of more progressive procedures resulting in independent thinking and acting on the part of each individual child.

In this school situation, desirable changed ways of behavior are considered as the real test of learning rather than the oral command of subjectmatter. Emphasis is placed upon the actual living thru a valuable experience. Success is not measured in terms of grades and credits, but in terms of the character, the culture, and the effectiveness of the personalities of the children. The most persistent major factors involved in this program include (1) a scientific study of children, (2) educational and vocational guidance of children, (3) healthful living, (4) participation as a measure of achievement, (5) utilizing community resources, (6) creative expression, (7) academic work, (8) spiritual training, (9) parent education, and (10) evaluation of pupil progress.

Because of the significant educational implications inherent in the Spring Hope program, a foundation became interested to the extent of granting a subsidy to the state department of public instruction for use in developing this project. As a result, the work during the past school year was carried on under the guidance of the regularly employed director and the Sponsoring Committee, composed of representatives from the state department and several of our colleges and universities, also the county superintendent, the local school principal, and the founder of the program.

One distinctive element of the project is its relationship to teacher educa-

tion on both the pre-service and the in-service levels. This demonstration center will again be open for observation to interested teachers on both levels during the coming school year. As a further service, the director and the associate director upon invitation have arranged to spend at least one day in each interested summer school operating in the state and discuss the findings of the educational program at Spring Hope with educators enrolled in the different classes.

SECRETARY'S MINUTES

Atlantic City, New Jersey

Business Meeting, Tuesday Afternoon, March 1, 1938

The annual business meeting of the Department of Rural Education was held immediately following the program in the St. Dennis Room, Dennis Hotel, Atlantic City, New Jersey. President Fred C. Fischer presided. The minutes of the last meeting were read and approved.

The president called for the report of the Committee on Program and Policy. Frank W. Cyr, chairman, reported that the work of the Committee—consisting of himself, Mrs. Katherine M. Cook, H. L. Turner, R. D. Baldwin, and Howard A. Dawson—had, thruout the year, continuously carried on the work of drafting a report. The Committee had agreed on an outline of the report and the different members had accepted the responsibility of drafting various sections of the report. After writing the tentative drafts as assigned, the Committee convened in Washington, D. C., on January 14 and 15 for the purpose of discussing and editing the report. A tentative report was agreed upon and it was decided to request certain well-known authorities to write additional sections and to review the work already done. Dr. Cyr submitted the tentative report and requested that it be accepted as a preliminary report to be published and disseminated for suggestions during the ensuing year. He also requested that the Committee be continued another year in order that the final report might be completed in time for the 1939 meeting of the Department. Dr. Cyr's recommendations were accepted and approved.

The president called for the report of the Committee on Publications and Constructive Studies. The chairman, Kate V. Wofford, reported that the yearbook, *Newer Types of Instruction in Small Rural Schools*, had been published and was ready for distribution. She reported that the subject of the next yearbook would be "Discovering, Developing, and Using Community Resources thru Rural Schools." She also reported that the Committee would carry on, thru the director of rural service of the National Education Association, an active campaign to secure a wide use of the yearbooks of the Department. She also requested that the Committee be authorized to seek a grant of funds from some educational foundation to carry on a study of progressive educational practices in consolidated schools. The report was accepted and approved.

The president called for the report of the Committee on Resolutions. The report was made by the chairman, Frank W. Cyr. The report was accepted, amended, and approved. (This report follows the secretary's minutes.)

The president called for the report of the Executive Committee of the Department. Upon request of the president the report was made by Howard A. Dawson for the Committee. Dr. Dawson reported that the Committee had approved certain amendments to the constitution and bylaws of the Department. He read and explained the proposed amendments. Each amendment was voted upon separately and was carried by unanimous vote. The amendments are as follows:

Amendments to the constitution and bylaws of the Department of Rural Education

Article IV, Section 3, of the constitution shall be amended to read as follows:

The Executive Committee shall consist of the president, the vicepresident, the retiring president, who shall serve as a member of the committee *ex officio* for one year subsequent to active service as president, and ten members at large. The members whose terms shall have not expired at the time of the adoption of this amendment shall continue in office until the expiration of their respective terms. In addition, six members shall be elected, two for terms of five years, one for four years, one for three years, one for two years, and one for one year, and after the first election members shall be elected as terms expire. At the regular meetings of the Committee four members shall constitute a quorum.

Article II, Section 2, of the constitution shall be amended to read as follows:

All persons engaged in rural phases of the profession of teaching or other educational work are eligible to membership in this Department, provided that such persons are also active members of the National Education Association, and shall have paid such special membership fee as may be levied annually by this Department thru its bylaws.

Article II, Section 3, of the constitution shall be amended to read as follows:

The period of membership shall be the calendar year unless fixed otherwise by the Department in its bylaws.

Article IV, Section 5, of the constitution shall be amended to read as follows:

Chairmen shall be appointed by the president to serve for such section meetings as have been provided by the Executive Committee, provided that the Executive Committee may authorize the selection of a chairman for any section by the members of that section.

Article I, Section 1, of the bylaws shall be amended to read as follows:

Membership Privileges and Fees. Section 1. Any active member of the National Education Association who is professionally engaged in rural education work is eligible to become an *active* member of the Department upon indicating to the executive secretary of the National Education Association the desire to become such member.

Active members shall not be required to pay any annual fee in addition to that paid for membership in the National Education Association.

Active members shall have the right to vote on all matters coming before the Department, to serve on all committees, and to hold any elective office of the Department.

Article I of the bylaws shall be amended by adding the following section:

Section 2. Any active member of the National Education Association may, upon payment of an annual membership fee of two dollars to the secretary of the Department, become a *sustaining* member of the Department.

Sustaining members shall be entitled to the same service as active members, and, in addition, the yearbooks and bulletins of the Department produced by committees of the Department and paid for from funds of the Department. They shall also have the right to hold office in the Department, to serve on all committees of the Department, and to vote for officers of the Department and to vote on all matters and issues coming before the Department.

The president called for the report of the Nominating Committee. The report was made by the chairman, Norman Frost. A motion was made and carried to instruct the secretary to cast the unanimous vote of the Department for the persons nominated. The secretary did so and the persons named were elected. (See Historical Note, page 488.)

The meeting adjourned.

REPORT OF THE COMMITTEE ON RESOLUTIONS

The Department of Rural Education appreciates the courtesies of the mayor and other officials, and of the superintendent and teachers and the Chamber of Commerce of Atlantic City, the American Association of School Administrators, the National Education Association, the officers of the Department, and particularly the director of Rural Service, for their excellent work in carrying forward the program of the Department of Rural Education during this convention.

Federal aid—The Department of Rural Education thoroly endorses the principle of federal aid for public education. It recognizes the fact that schools in the rural areas of many states can provide equality of educational opportunity only thru federal aid. It urges the present session of the Congress of the United States to enact legislation providing for such aid.

Such aid must be distributed according to the educational need of each state, on an objective basis determined by law. The statutory provisions for federal aid should contain ample safeguards against federal interference with state and local autonomy in the administration of their educational systems. We urge that when federal aid becomes available the states use the funds for a fundamental program of equalizing educational opportunities, taking full cognizance of the needs of schools in rural areas.

Reorganization of school districts—We recognize and wish to emphasize the importance of school district reorganization in rural areas. Many of the most urgent problems of meeting modern educational needs and providing educational opportunities in rural areas are due to small inadequate districts and lack of sufficient legal responsibility in the hands of the county superintendent and the county board of education.

We insist, however, that in the reorganization of the administrative structure of the public schools in rural areas due regard be given to the fundamental educational needs of rural children, to the conservation of essential and adequate community enterprises other than schools, to the efficient organization of school attendance areas, to safeguarding local participation in school policies by the citizens served, and to the increasing of equality of educational opportunity. We also urge the states to provide for the statewide planning of the proper organization of school districts and the consolidation of schools. We believe that only in this way will gerrymandering of territory to the detriment of many children be avoided and its present abuses corrected.

Regional accrediting agencies—We commend the six regional accrediting agencies for their present studies of standards for accrediting secondary schools.

We recommend that full consideration be given to standards for the smaller schools more definitely in terms of the educational results achieved than in terms of the physical plant or the type of organization. We also recommend that standards proposed in the future that are intended for application to small secondary schools be in terms of the functions and the needs of the children of schools served by them, rather than merely in terms of large schools.

Conservation of national resources—We recognize the importance of giving the conservation of national resources a prominent place in the curriculum of the public schools. We commend many of the efforts of educators and the governmental agencies that have cooperated with them for the development of materials and methods for use in conservation education. We wish, however, to point out that the major need for such training is in the rural schools and that rural children for the most part are the future adults who will have most to do with the practice of conservation. We recommend that leaders and agencies interested in conservation become actively engaged in securing better support and equipment for rural schools and in the production of curriculum materials based on the needs and experiences of rural children.

The modern curriculum—We commend the present development of statewide curriculum reorganization programs, which are fundamental to the provision of broad, well-balanced instructional opportunities needed to train young people for active

participation in modern society. We desire to point out, however, the necessity for organizing the curriculum and developing its content in ways designed to meet the needs of rural children, especially those attending small schools.

Supervision of rural schools—We believe that supervisors or helping teachers, as represented in New Jersey and a number of other states, coordinated and interacting with constructive state leadership, have proved one of the most effective agencies as yet developed for promoting the continuing growth of teachers in rural schools and for advancing the general welfare of rural school children. We rejoice that during the depression the number of such supervisors has increased in the United States, and we strongly urge that departments of rural education adequately and competently staffed be promoted in state departments of education and that supervisors or helping teachers be added to local rural staffs where not now afforded.

Elective county superintendents of schools—We condemn the practice of electing school administrators by popular vote. We firmly believe that without exception the superintendents of the rural schools, including county superintendents, should be selected on the basis of professional qualifications for terms of office to be continuous during good behavior and efficient service by boards of education responsible to the people. We view with alarm the tendency in some states to revert to the elective system for county superintendents. Where the elective system is retained we especially commend election on the basis of non-partisan ballot with no restriction of the privilege of the superintendent to succeed himself.

Yearbook of the American Association of School Administrators on the administration of small school systems—We commend the decision of the American Association of School Administrators to devote a yearbook to the problems of administration in the small school systems and express our approval of the wide representation shown in the selection of the personnel of its yearbook committee. We respectively urge, however, that the committee give due consideration to the problems of administering local school districts composed largely of open country territories and to the problems peculiar to the needs of small administrative units.

Compulsory attendance law for rural children—In view of the practical disappearance of need for the employment of children in commercial agriculture, we urge that state compulsory attendance laws and similar laws be made equally applicable to rural and urban children, and furthermore, we urge the necessity of providing funds for either the transportation or reimbursement for cost of board to make possible the continuance of children in high school who complete the one-room school course, thereby making it possible to continue their school attendance in high schools at least until compulsory school age has been reached or a high-school course has been completed. We view with great misgiving the practice of many of the states in exempting rural children and rural school officials from the provisions of their compulsory attendance statutes. There is evidence of gross exploitation of rural children and of unnecessary denying of educational opportunities because of the inadequacy of compulsory attendance laws.

Improving the status of the rural teacher—We believe that teachers in rural schools are entitled to the same benefits of retirement and tenure laws as teachers in urban schools. We condemn the exploitation of rural schools and children as practice laboratories for prospective city teachers and recommend that (1) requirements for certification in rural schools demand specialized rural preparation; (2) comparable salaries be paid rural teachers as urban teachers for the same ability and preparation; and (3) that rural teachers be required to have the same length of in-service training as city teachers.

ERNEST A. HARDING
MRS. DAISY HOWARD
HELEN HEFFERNAN
RAY P. SNYDER
FRANK W. CYR, *Chairman*

*DEPARTMENT OF
SCIENCE INSTRUCTION*

HISTORICAL NOTE

THE DEPARTMENT OF SCIENCE INSTRUCTION *is an outgrowth of a State Department of Natural Science Teachers which was organized at a meeting of the Colorado State Teachers Association in 1894. It was first known as the Department of Natural Science Instruction.*

The officers of the Department for the year 1938-39 are: PRESIDENT, Mildred Fahy, Principal, Peirce School, Chicago, Ill.; FIRST VICEPRESIDENT, Philip G. Johnson, Professor of Secondary Education, Cornell University, Ithaca, N. Y.; SECOND VICEPRESIDENT, Glen E. Cline, Pasadena Junior College, Pasadena, Calif.; SECRETARY, Mary Melrose, Supervisor of Elementary Science, Cleveland, Ohio; TREASURER, George Skewes, State Teachers College, Mayville, N. Dak.

This Department meets once each year, in July. The Department publishes a yearbook. The annual dues, \$.50, are payable to the treasurer. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1895: 951- 958	1904: 843- 896	1913:695- 716	1922:1239-1266	1931:561-576
1896: 937- 967	1905: 781- 826	1914:721- 772	1923: 843- 860	1932:467-480
1897: 916- 958	1906: 719- 720	1915:995-1028	1924: 753- 774	1933:477-488
1898: 959- 984	1907: 951- 958	1916:699- 750	1925: 598- 608	1934:469-480
1899:1097-1117	1908: 965- 998	1917:535- 556	1926: 625- 636	1935:439-448
1900: 592- 608	1909: 789- 828	1918:295- 296	1927: 583- 598	1936:333-346
1901: 771- 802	1910: 949- 968	1919:289- 290	1928: 569- 590	1937:375-386
1902: 759- 789	1911: 939- 992	1920:305- 308	1929: 559- 578	
1903: 847- 896	1912:1153-1194	1921:663- 666	1930: 529- 542	

SCIENCE IN THE CHICAGO PUBLIC SCHOOLS

WILLIAM H. JOHNSON, SUPERINTENDENT OF SCHOOLS, CHICAGO, ILL.

WE ARE GIVING constant attention each year to the problem of constructing our courses of study to fit the needs of boys and girls growing to maturity in a large industrial community. For, in a community as large and as complex as Chicago, the number of vocations is almost unlimited. Consequently, the child's education in science begins in the Chicago public schools in the first grade. Needless to say he has no conception at this point of what vocation he will choose, or what the problems of the large city are. His relation to science as an individual is centered about a natural curiosity concerning many objects and living things with which he comes in contact.

He is building a vocabulary thru experiences. The vocabulary of the first-grade child of today, living in a great industrial center, is far different from the vocabulary of the pre-primer written some years ago. He looks overhead and discovers an airplane, a product of scientific research, and the word and object are his. He may make his own airplane even tho it consists of only a piece of paper tied to a string or folded to form a gliding dart. But to him it is real and scientific. He becomes somewhat familiar with the automobile, the "stop" and "go" lights, the colors red and green—all necessary because of science. He may discover a sparrow building a nest and learn that living things construct a home. Mother and father help with the home and care for the baby birds. He may see the mother and father hunt for food and get therefrom an example of family life. He will note the seasons and see things grow and sleep. He will learn that all living things need food and rest. He may see a train or street-car and build his own. Altho it may be only an orange crate, to him it is a powerful engine. Or a little girl may care for her doll and teach the "child" to behave as well-bred, well-fed children should.

All of these things are the beginnings of science. True, they have no definitely stated problem, no well-thought-out plan of solution, and no formal data are collected, evaluated, and interpreted in the manner of the research expert. But they are the first impressions of childhood to be fostered as a fragile foundation, to grow into the more mature activities of later years. Snuff them out and you will have a stunted, unbalanced individual who fails to find a fullness and satisfaction in living. Increase their number and you will have a more fertile background for well-developed citizenship.

The child is laying the foundation for a vocation. The activity of the world at large is not confined to the covers of the textbook. The child likes to learn from his own experiences. He learns about the world around him by doing things in it. As the child grows and matures and moves from grade to grade, the size and complexity of his world increases. His curiosity concerning the identity and activity of objects, forces, and living things not only raises the question, "What is it?" but adds the additional inquiry, "How does it work?" He may wish to construct a magnet or even a tiny electric

motor or a simple telegraph. His folded paper dart is now displaced by a model airplane with some kind of mechanical power.

He will learn that with dirt and filth comes disease. There will come a beginning of the conception of cause and effect, the ability to learn to control the operation of things thru an understanding of simple relationships. There will come a desire to collect, observe, investigate, construct, regulate, and understand. And why should these activities be permitted to occupy school time? Because thru them the child is not only learning to understand the world in which he lives and his relation to it, but he is discovering his likes and dislikes for certain fields of activity, certain aptitudes that will help him choose a general field in which to work with interest and pleasure, to make a living, and to be a profitable citizen both to himself and to the community of which he is a part. And by many this choice can be made with greater intelligence if they have had experiences in the field of science.

As the student matures and expands his horizon he continues to discover more things and to learn their identity. A new question arises concerning these scientific things—"What are they good for?" or, stating it another way, "Are they good for anything of interest to me?" Science now begins to have a vocational value. The student will know, very likely, in what general field his interest lies. By the time he has completed his opportunity for exploring the problems offered in his high-school courses in general science, he should have sufficient background for an intelligent citizenship related to this general vocational field.

Since it is doubtful that unskilled man can ever again compete with machine labor without government subsidy, and since skilled labor will always be in demand, it is important that the student be given every opportunity and all of the guidance possible to enable him to discover the vocation of his choice. It is also important that when that choice has been made, the public school extend every effort to help him to secure the training and education that will make him successful in his chosen field.

The kind of science instruction he receives after he has made his choice of a vocation will probably differ with each field of endeavor. There has been a great deal of talk about the education and training of the individual pupil but there has been too little done to break down courses of subjectmatter to fit individual needs or the needs of individuals within a related group.

Let us suppose that our prospective graduate has shown a desire to work in the metal trades and states that his ambition is to become a first-class machinist. He will, of course, be given every opportunity to work under guidance in the school machine shop and other shops related to this field, such as forge and foundry. It will also be necessary for him to have some work in related drawing and mathematics. His English may not be a study of the classics but could properly consist of "Trade Information" related to the problems of his work. His written composition about how to shape a piece of steel in a lathe is of greater value than one entitled "How I Will Spend the Fourth of July."

His science cannot merely be the traditional chemistry and physics courses.

He will be interested in and must have instruction in problems pertaining to machine design. Both in the science laboratory and the science classroom his work in mechanics will develop an understanding of the different fundamental forms of simple machines, of force, work, power, and efficiency. He will need some laboratory instruction in the electrical field. He will deal primarily with metals. The important thing is that his instruction in English, mathematics, drawing, science, and shop work leads to a specific objective. He is prepared to take his place in industry when he graduates from high school.

There is one vocation for which every girl should be prepared—that of becoming a wife and mother. To that end every Chicago high school will soon be equipped with a home arts laboratory. This will consist primarily of a three-room suite: living room, kitchen and dinette, and bath. Here every girl will receive instruction in homemaking and child care, under conditions reasonably similar to those she will find in a modest, modern home, and instruction in related science, particularly in the field of biology. Anticipating marriage and possibly motherhood, she should have an intelligent understanding of the manner in which living things carry on their life processes. She must learn about food and its relation to growth and good health; the common causes of illness, and the prevention of disease; the influence of heredity on future generations; the functions of the organs of the human body and, if possible, their care. She must learn much about herself by comparing her own growth and development with simple forms of life because thru such comparisons she gains a better understanding of how her own body functions. The more she knows about living things the better she will be able to manage the household and plan for those who are entrusted to her care.

While this program of vocational education and training is being developed, one must not lose sight of the fact that some of our students will go to college. Because they will attend school for a longer period before beginning to specialize in professional work they can afford to build their education on a broader base.

For those who do prepare for the professions, the science course should be rich with the theoretical as well as the practical developments in science. Such persons must learn to understand how theory is developed and applied. They must learn to recognize a problem and break it down by systematic analysis, gather evidence from intelligently controlled observation, evaluate that evidence, and draw conclusions which will lead to the correct solution of the problem. The type of science education that they receive will be much more difficult to master than that provided for the vocational students who must earn their living immediately after they leave the high school.

The value of any program of education will depend largely upon the ability of the teacher in the classroom, laboratory, or shop. It seems reasonable to suppose that teachers can benefit from a personal study of the vocations and some experience in the world of work outside the classroom. Many, of course, would look upon such a requirement as an uncalled-for hardship.

They should find some comfort in reflecting that there are many others in the same class and that they are not all school teachers. Flexibility and readiness to adapt oneself to new developments and changing conditions are requirements of all professions. No longer can teachers hope to have the support of public funds if the result of their work remains all too intangible. Our high schools, especially, must produce something that is real and substantial.

SOME AIDS TO REFLECTIVE THINKING

JOHN A. CLARK, CHAIRMAN, STANDING COMMITTEE ON SCIENCE, BOARD OF EDUCATION, NEW YORK, N. Y.

Irrespective of the field of endeavor there is general agreement today among educators that the attitudes and the behavior of the citizens of tomorrow will, in the last analysis, depend upon the habitual mode of thinking of our graduates.

While it may be true that inherently pupils do not need to be taught to think, they do need guidance. It has been easily established that, by and large, pupils are not only unaware of the common fallacious modes of reasoning but they firmly believe their own mental processes are faultless, even when they are in fact highly superficial. It is significant to note in this connection that even in depressions the problem of unemployment does not seem to affect adversely our crystal gazers, astrologers, and the like. Who furnishes them with untold millions of legal tender in these days of almost universal education if not the product of our schools? Who is it that furnishes the great mass of loose-thinking and warped judgments brought to light in the public press if not those who have been exposed to our system of education?

Time will not permit more than a glimpse of some types of measures used to make pupils aware of poor thinking and of the constructive aid for promoting at least a modicum of analysis and reflection.

In presenting these samples which are used to supplement rather than supplant the usual classroom devices, I am not unmindful of the difficulty which adults who know all the answers and who are skilled in analysis will encounter in evaluating their effects upon pupils. For try as we may it is quite impossible for us to completely play the role of pupils. However, classroom experience furnishes some compensation.

One device consists in giving pupils authentic examples of poor thinking. For example, go back to the time of Galileo. You recall that shortly after he made his telescope he discovered the moons of Jupiter. Since it was generally believed that there could be but seven planetary bodies including the moon, even the best minds were disturbed. Let the pupils listen to the reasoning of a prominent astronomer of the time against Galileo's discovery:

There are 7 windows in the head, 2 nostrils, 2 eyes, 2 ears, and a mouth: So in the heavens there are 2 favorable stars, 2 unpropitious (unfriendly), 2 luminaries, and mercury alone undecided and indifferent. From which and many other similar

phenomena of Nature such as the 7 metals, etc., which it were tedious to enumerate we gather that the number of planets is necessarily 7.

In a similar manner show the pupils that when eyeglasses to correct defective vision were first introduced into England the proponents were branded as imposters and the idea as demoralizing. Why? Eyeglasses gave one man an unfair advantage over his neighbor and every man an unfair advantage over every woman, etc.

Then select an example from Colonial times when bathtubs were first introduced into this country. Give the student authoritative evidence of the decree which stated that no one could take a bath in a bathtub without a doctor's prescription. Why? These tubs were immoral and unsanitary devices.

Then go to the current public press. For example, read one on this order from an applicant for the office of Justice of the Supreme Court:

My birthday is March 8, the same as that of Justice Holmes. The same Gods govern our plans, the same planets control our mentality. If his work is satisfactory, mine should be also.

Another device used to point out some of the elements involved in sound thinking is to present pupils with simple problems in which the facts are perfectly obvious, and require them to write reasons for their conclusions. It is from their statements that we get significant information on their habitual mode of thinking. To illustrate the procedure, I have selected a very simple experiment, which takes one minute.

The class is presented with two identical jars, one filled with egg coal and the other with pea coal. While some of you may not be able to observe the large spaces between the lumps of egg coal, in the classroom this condition is apparent.

An obvious question is: "In which of the jars can I pour the more water? Write the reasons for your answer." Let me give you some of the more common reasons I receive:

1. Common sense—no reason needed
2. Larger spaces in the egg coal
3. Fine coal packs better
4. When the halls are crowded there is less room for us.

Irrespective of the validity of the answers or the agreement among the members of the class a test is always made. Where visibility is low I use milk instead of water.

There can be little doubt that the almost universal mode of reasoning which problems of this kind reveal is in part the result of previous instruction. In much of our science work, conclusions follow so directly from a single observation that pupils become more or less habituated to a very limited type of reasoning involving but a single element. For example: Is the specific gravity of an orange more or less than one? Does a fish give off C_2 ? The orange floats and the answer is "less"; when the fish turns the lime water milky the answer is "yes." There is little sustained reasoning.

While this kind of work is absolutely essential and conforms to one of the chief tenets of the scientist, if we are to make our science work contribute to a rational solution of most of life's problems we must also introduce situations involving more than a single element. In the two-element problem of the coal, pupils ordinarily consider only the size of the spaces and take no account of their number. Few say, "We don't know. There may be as much if not more room in the jar of fine coal." No, they promptly say, "In the jar of egg coal, of course." An ample supply of two-element problems closely associated with the topics studied are kept on hand to keep pupils alert.

Tests upon thousands of pupils reveal another very common mode of reasoning. I refer to an insidious mode of reasoning from experience which often results in conclusions quite as fallacious as those of some of the ancients. It is particularly dangerous because pupils firmly believe in their conclusions since the experiences themselves are real. One simple procedure to reveal this mode of thinking is to state a hypothetical question and ask for written reasons for the answers. The one I have selected goes something like this:

"You have all seen boats floating and know that the heavy metal ones will sink if overturned or filled with water. Now suppose such a boat does sink—what will happen to the water level? Will it rise or fall or remain the same?" In this case we are not interested in the answer, but we are immensely interested in the reasons, some of which will be given as follows:

1. It will rise because when you take a bath, care must be taken not to fill the tub too full lest it overflow when you get in.
2. It will rise because you can see the coffee rise in a cup when the sugar is added.

All think about an experience, few about the boat. In the case of hypothetical questions most pupils are anxious to test their conclusions. Such tests should be made so as to leave no doubt as to the answer. When the water goes down with the boat you find you have shifted the attention of pupils from an experience to the boat.

If science is to make that contribution to education which it can and should make, and if it is to be one of the controlling factors in the development of a citizenry whose habitual mode of thinking is more than superficial, we teachers must include more than mere understanding of a given member of individual science items in our primary objective. We must deliberately plan to inculcate something of the "let's see" attitude and include in pupil experiences situations where at least some reflection is required for the solution.

In conclusion let me say that the more I study the question of "straight" thinking, the more I appreciate the statement of Sir Joshua Reynolds—"There is no expedient to which the human mind will not resort to avoid the arduous labor of thinking."

THE EMPHASIS OF THE SCIENCE PROGRAM SHALL BE PLACED ON PRINCIPLES

PHILIP G. JOHNSON, CORNELL UNIVERSITY AND THE ITHACA PUBLIC SCHOOLS, ITHACA, N. Y.

I shall contend, for the sake of a good panel discussion, that the emphasis of the science program should be placed upon principles. When common dictionary meanings are substituted for the terms "emphasis" and "principles," my contention may be stated: The science program should bring out general truths clearly and forcibly. It follows that any plans, methods, technics, or teaching schemes which tend to bring out clearly and forcibly the general truths about a topic or unit, indicate an attempt to emphasize principles.

What are the alternatives? If we do not desire to emphasize general truths we may desire to emphasize specific truths. We may also contend that a balanced emphasis should be attained; that is, one which would stress equally several important objectives of science instruction. Other alternatives would include the emphasis of some objectives other than general truths—I shall proceed with an attempt to develop a favorable position for principles.

Principles should be emphasized because they are general. A truth is general if it is related to the solution of a number of problems. A truth is general to a pupil in a science class when the pupil senses that the idea is related to a large number of the changing situations in which he has found himself. The truth has been developed clearly and forcibly when the pupil can use the idea and bring about an approach to the conditions and changes which are desired.

We may consider that the following statement represents a general truth for pupils at the junior high-school level of maturity: Light energy is given off from materials which are heated to a glowing temperature. In general, this is true altho we are familiar with some exceptions. Generalness is shown by the fact that the idea helps us to understand and explain a number of specific instances of light production. Electric lamps contain a wire which may be heated to incandescence by an electric current. Sparks fly from a grinding wheel because particles of stone and metal are heated to a glowing temperature by friction and impact. Meteors give off light when they enter the earth's atmosphere because friction of the medium heats the material to incandescence. Light from a candle flame is due to the heating of particles of carbon to a yellow heat. Cigarette lighters, glowing lava, molten metal, and many other specific instances of light production may be thus explained. If this idea of light production is developed and emphasized, a pupil will be able to react more intelligently in a new situation involving light production than if the pupil had memorized the facts about each case of light production. Each use made of the idea in explaining a specific instance of light production adds significance to the idea and puts it more definitely into the pupil's behavior pattern. Thus there is continued growth in significance. Cases of what may appear to be cold light—such as glow worms, glow

fungi, and fireflies—indicate that our principle was not all-inclusive and we may assume that at some future period of science study the idea of light production will be enlarged and brought to a more complete and more mature expression.

Principles should be emphasized because they are relatively few in number. A few years ago Dr. Hendricks, at the University of Nebraska, attempted to collect statements to represent the fundamental principles of elementary inorganic chemistry at college levels. Ninety-three statements were listed. This represents a small number as compared to the specific facts as to occurrence, preparation, properties, and uses of elements and compounds studied in this subject. The items of specific information about any aspect of our environment are so numerous that no person can achieve complete mastery over such a store of knowledge. Even if we were to master all the facts, we would be faced with few occasions to use many of them and so facts would fade into the realm of the forgotten. While we fail to remember many specific facts, we are often able to recall many general impressions and ideas. It is usually difficult for us to state the ideas just as they were presented to us, but we sense the significance of the ideas and we are influenced by this residue from our learning. These impressions or residues are often closely akin to the general principles which the instructors try to emphasize. We are constantly under the influence of principles which are meaningful to us or which have been sufficiently and favorably emotionalized. We may not remember just how to state the ideas but we act according to them. Since principles are general we often meet situations where they apply. Each use made of the principle adds significance to the idea. Thus functional ideas in the form of principles grow in significance while the array of facts, we learn, fades away because we seldom find ourselves in situations where their use is appropriate.

Finally, we should emphasize principles in science teaching because they represent the product of inductive and deductive thinking of a high order. Much of our science teaching has been and still is, too incidental, too specific, and too much focused on products of learning which are of temporary value. Teachers often demonstrate how plants take in water by using a hollowed-out carrot. They ask their pupils to state the problem: How do plants take in water? Materials are: carrot, molasses, glass tube, rubber stopper, glass bottle. The method is: Hollow out the carrot and fill it with molasses and so forth. The results are: Water rises in the tube. The conclusion reached is: Plants take in water by osmosis. Pupils have been required to generalize, or at least state a generalization, upon the basis of one experiment. The teacher often provided the statement of the problem, materials, methods, and sometimes the results and conclusions. An intelligent teacher who tries to emphasize principles would proceed in quite a different manner. He would perhaps introduce a study of plants rather informally so as to subtly guide his pupils to wonder about the intake of water by plants. The pupils would present the problem. Then there would be discussion as to how this problem might be solved. Facts from previous experiences would be suggested by pupils. Experiments would be planned, performed, and observed.

Books and other source materials would be examined by pupils and reports presented to the class as a whole. From a vast fund of facts, the pupils would be guided to formulate the general explanation. This would be followed by a number of practical instances of osmosis and in explaining them the pupils would add significance to the general idea. Many of the facts would be forgotten and this is well, for they have served their purpose if a significant truth has been developed. The teacher's goal was the understanding of a fundamental truth and he has proceeded so that the general principle came to the pupils with clearness and force. Most important of all, the pupils have been guided to do careful inductive and deductive thinking because the teacher wanted to emphasize principles.

In conclusion, I contend that we should emphasize principles in our teaching of science, because: (a) principles are generally true, (b) principles are relatively few in number, and (c) an emphasis on principles provides excellent opportunities for guidance in the development of scientific thinking and scientific attitudes.

SECRETARY'S MINUTES

New York City

The Department of Science Instruction held its first session Monday, June 27, at 2:00 P.M., in the Green Room at the Hotel McAlpin, with Mildred Fahy, president of the Department, presiding. The group was addressed by Charles J. Pieper, New York University, New York City, on "Functional Values of Science"; and Warren W. Knox, state director of science, Albany, N. Y., on "Measuring the Results of Science Teaching." At 3:00 P.M. the meeting subdivided into three groups: Group A—Elementary-School Science; Group B—Junior High-School Science; and Group C—Senior High-School Science.

On Tuesday a luncheon conference, sponsored by the science teachers of the City and State of New York, was held in the Ballroom of the Hotel McAlpin. The group was addressed by William H. Johnson, superintendent of schools, Chicago, Illinois, on "Science in the Chicago Public Schools."

The third session of the Department was held on Tuesday afternoon. Following the address by John A. Clark, chairman, Standing Committee on Science, Board of Education, New York City, on "Some Aids to Reflective Thinking," the session subdivided into the same three groups as met on Monday afternoon.

Following the business meeting on Wednesday afternoon a panel discussion, with Mildred Fahy, leader, was held. The following addresses were given: "The Emphasis of the Science Program Shall Be Placed upon Principles," Philip G. Johnson, Cornell University, Ithaca, N. Y.; "Applications," S. R. Powers, Professor of Natural Sciences, Teachers College, Columbia University, New York City; "Appreciations," Ira C. Davis, University High School, Madison, Wis.; "Pupil Interests," Mary Melrose, supervisor of elementary science, Cleveland, Ohio; "Situations in Life," Hollis L. Caswell, professor of education, Teachers College, Columbia University, New York City; "Scientific Method and Attitudes," Elsie Flint Neuner, supervisor of elementary science, New Rochelle, N. Y.; "Logical Organization," Louis J. Mitchell, Central High School, Dansville, N. Y.; and "Functions," O. E. Underhill, Teachers College of Connecticut, New Britain, Conn.

Business Session

At the business session on Wednesday, June 29, Mildred Fahy, presiding, the following business was transacted.

The minutes were read by the secretary, Lillian C. Compton, assistant superintendent of schools, Cumberland, Maryland. The minutes were approved as read.

Franklin T. Mathewson submitted the following report for the Nominating Committee:

The Nominating Committee, after a careful discussion of the situation, has authorized me, as its chairman, to present this matter.

We suggest that a committee be appointed to consider the advisability of changes in the constitution of our organization particularly with reference to (a) the creation of an executive or advisory board, one of whose duties shall be to assist in securing continuity of the policies of the Department; (b) the possibility of increasing the number of vicepresidents, together with any other changes which the Committee deems expedient.

We suggest further that the report of this Committee should be given to the president and the secretary sufficiently in advance so that any proposed amendments may be adopted at the next annual meeting in accordance with our constitution's provisions for amendment.

The report was unanimously accepted.

A vote of thanks was given to the secretary for her services.

The president appointed the following committee to make its report at the next annual meeting: Franklin T. Mathewson, East View Junior High School, White Plains, N. Y.; Donald D. Pettit, State University of Iowa, Iowa City, Iowa; Philip G. Johnson, Cornell University, Ithaca, N. Y.; Carleton E. Preston, University of North Carolina, Chapel Hill, N. C.; George Skewes, State Teachers College, Mayville, N. Dak.; Lillian C. Compton, Cumberland, Md., *chairman*.

The following resolution was presented: "That the Department of Science Instruction of the National Education Association thank the local committee composed of Morris Meister, Harvey N. Smith, Elsie Kupfer, Samuel Schenberg, Alexander Brodel, and all other science teachers of New York City for the elaborate entertainment and valuable trips and excursions that they provided for this meeting."

All sessions of the Department were well attended. It was the consensus of the members of the Department that the program was a strong one and that the cause of science was furthered by such professional meetings.

*DEPARTMENT OF
SECONDARY EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF SECONDARY EDUCATION was established in 1886. It lapsed temporarily in 1924. In 1931 it was revived by the Delegate Assembly of the National Education Association at its annual convention in Los Angeles.

The officers of the Department for the year 1938-39 are: PRESIDENT, George R. Rankin, Boys Technical High School, Milwaukee, Wis.; VICEPRESIDENT, Ralph S. Christen, Wilbur Wright Junior High School, Detroit, Mich.; SECRETARY, Mrs. Nettie R. Bolland, High School of Commerce, Portland, Ore.; TREASURER, Rachel E. Anderson, Andrew Jackson High School, St. Albans, N. Y.; EXECUTIVE SECRETARY, Ernest D. Lewis, Evander Childs High School, New York, N. Y.

This Department meets once a year, in July. Facts relating to the establishment of this Department, its revival, and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1886: 21	1895:579-635	1904:473-536	1913:469-500	1922:1267-1294
1887:393-442	1896:557-619	1905:423-480	1914:445-488	1923: 861- 880
1888:401-434	1897:644-699	1906:633-636	1915:723-754	1924: 775- 802
1889:497-534	1898:664-700	1907:521-710	1916:517-574	1932: 481- 492
1890:613-656	1899:601-817	1908:577-668	1917:253-284	1933: 489- 506
1891:615-688	1900:428-453	1909:479-522	1918:177-190	1934: 481- 492
1892:333-374	1901:565-604	1910:443-534	1919:195-204	1935: 449- 460
1893:177-242	1902:455-492	1911:555-658	1920:209-230	1936: 347- 360
1894:743-794	1903:429-486	1912:663-766	1921:667-678	1937: 387- 404

ETHICAL STANDARDS IN HIGH-SCHOOL INSTRUCTION—

Abstract

EDMUND A. WALSH, S.J., VICEPRESIDENT, GEORGETOWN UNIVERSITY,
WASHINGTON, D. C.

YOU MAY CULL the most exquisite flowers of estheticism thru devotion to the fine arts and thus stimulate the emotions of your student; you may garnish and adorn his intellect lavishly with the accumulated knowledge of the ages, but if an enlightened and dominant will reigns not in his soul, it will be an empty palace with a vacant throne. The more than six million criminal finger-prints on file in the Federal Bureau of Investigation at Washington, the standing army of four hundred thousand habitual offenders who make their living thru crime, our increasing prison population that is bursting the very walls of our penitentiaries, and the appalling implications of that fifteen billion dollar annual crime bill in the United States furnish cumulative if not melancholy proof of the futility of social control divorced from moral and ethical standards.

But how shall this patent defect in public education be remedied? Can a satisfactory ethical curriculum be introduced into high schools and colleges supported by public taxes? Frankly, I believe it a practical impossibility because of the traditional attitude of reserve always exercised in public institutions with respect to basic moral issues. I have already maintained that ethics, morality, and pedagogy ultimately rest on premises connected inseparably with religious belief—or on rigid exclusion of religious belief which is, in substance, a form of natural religion, with dogmas of its own usually determined by each individual. Every pedagog worships some form of deity—God, or humanity in the abstract, or class-consciousness, or a racial hypothesis, or pure science, or measurable progress in a material sense, or cold rationality, or pragmatic utilitarianism, or Hegelianism, or evolution—or himself. An ethical standard implies obligation deriving from conscience and a specific mandate for external conduct. How would a satisfactory and acceptable curriculum be drafted in view of the probable divergency of ideals and standards of conduct among the drafters themselves? Or one acceptable to parents in a country of one hundred and thirty million inhabitants where one-half of the population is not affiliated with any church or adherent of any fixed religious belief, and where the balance of church members would probably be unable to accept the compromise required to avoid offending those who are not even Theists? It is only in a totalitarian state or in a homogeneous population or in a professedly Christian or Jewish or Pagan civilization that an ethical code can be integrated with public instruction. For ethics properly defined should control a man's private conduct as well as his public relations.

If by ethics you mean ethical culture, then public education may do some service by precept and exemplification of natural virtues—temperance,

justice, fortitude, prudence, honesty, friendliness, generosity, loyalty, the social amenities, etc. Such instruction may improve manners but cannot bind the conscience with the moral obligation which religion alone commands. The social *ought* is based on expediency, which may change from circumstance to circumstance and may even be rejected entirely should self-interest or group welfare intervene with a counter-expediency. The legal *ought* is based on positive statutes, violation of which brings punishment from the state. The ethical *ought* is based on another law, ultimately divine, the interpretation and observance of which require a religious sanction and a religious authority. Remove religion, and morality will expire tho manners and customs may survive, at least for a time. That is the plain record of history.

In pursuance of these convictions and persuaded that man should be educated totally, not partially, schools and colleges under church direction logically but at great expense have supplied what they deem important omissions in the education offered by state schools. Speaking only of the group with which I am most familiar, the Catholic Church has expended one billion dollars in physical equipment on its primary and secondary schools in the United States, and must raise an additional three hundred million dollars each year for maintenance and operation. It costs forty-five million dollars in the state of New York alone. These figures do not include the substantial sums, probably an additional thirty million dollars, expended annually for colleges and universities. This crushing burden on American Catholics who simultaneously discharge their civic duty by payment of the general tax for public education as well, is evidence of the importance they attach to ethical standards in secondary instruction. The day has happily passed for misinterpretation of their insistence on the spiritual nature of man and on the necessity of his education to the full stature of a rational human being. Not hostility to the public schools—for these are free schools, too, open to the poorest of the poor—but a sense of inescapable duty to conscience is the controlling motive. It is their belief that thereby they contribute not only a well-rounded education to their students but fulfil a civic obligation that may in a not distant future prove to be a bulwark of stability in defense of those civil and religious liberties which have been so cruelly oppressed elsewhere and which one day may make their last stand in America.

METHODS IN JUNIOR HIGH SCHOOL TO REACH VARYING TYPES OF PUPILS—*Abstract*

BERNICE V. WALL, TAFT JUNIOR HIGH SCHOOL, WASHINGTON, D. C.

Our modern, democratic schools are composed of countless varieties of personalities, differing in intelligence, age, health, physical characteristics, temperament, tastes and interests, sex, economic status, nationality of the father, ability in certain school subjects, cultural and educational traditions, etc. It is only one step from the acceptance of this situation to the realization

that we must handle each pupil as a distinct case, a task which looms before us as an arduous one, when the great number with which we deal is considered. It is the very great privilege of the teacher to be a friend to each of these individuals and to cooperate with him in discovering and developing the ability which he has.

What adaptations to differences in ability can we make in our Latin classes? In the same group we shall probably have limited, average, and bright pupils, and effort must be made to meet the problem of adaptation for the entire range of ability. We must keep each pupil working at his full level of ability. There are numerous means of providing for these differences, such as supervised study, the study-coach method, pupil conference, ability grouping in class, adjustment of the recitation to the individual pupil, flexible assignment allowing the superior pupil to carry additional courses and vice versa, the honor organization, varying credit according to individual achievement, mapping out curriculums better suited to the different abilities represented, unit organization within courses, and the Dalton plan. The teacher has only to select the procedures best suited to the abilities of his classes and himself, try them out, vary them, and perfect them.

The bright group needs less drill, is more easily interested, has the initiative to work out details, conducts its own class procedures, has a sense of responsibility and pride in attainment, and should get training in leadership. With them a mode of authority need never be resorted to in class control. Supervised study should be used in directing them in wider study, and general directions, general questions, and the statement of general principles should be used. On the other hand, the low group needs twice as much drill, more stimulation, and more concrete guidance, does best in formal aspects of the subject, is slow to grasp new situations and new problems, does well with supervised study, and forgets easily, thus making habituation a slower process. With them the attention span is shorter, instruction has to be definite, concrete, carefully graded, presented step by step, and frequently reviewed. Much emphasis should be laid on diagnostic and remedial procedures. Disciplinary problems develop more easily, and their work must be taught skilfully and kept within the range of their accomplishment. Instruction should be kept down to the minimum essentials of their subject, but it is a mistake not to provide much material that appeals to their interest.

Let us endeavor to employ all the methods at our disposal to satisfy the varying types of pupils that come to us for Latin. For in the long run, all people practice those things which they find to be satisfying and do not practice those things found to be unsatisfying.

THE CHALLENGE OF THE SLOW PUPIL—*Abstract*

HARRY EISNER, MANUAL TRAINING HIGH SCHOOL, BROOKLYN, N. Y.

The immense growth of the secondary-school population during the past twenty years has pushed to the forefront the problem of providing an ap-

propriate mathematical education for the slow pupils who are failing in great numbers. I define slow pupils as those ranking in the lowest 25 percent in general intelligence.

Honestly intentioned but misguided attempts at adjustments for these pupils have centered about modifications of existing syllabi in terms of time allowance, amount of material to be covered, and degree of difficulty. Equally ineffectual attempts at modification of method for slow pupils have resulted in overemphasis of formal drill and construction work at the expense of comprehension and appreciation. The physical and emotional characteristics of slow pupils approximate those of normal pupils of the same age. The intellectual characteristics of the two groups differ markedly, but the difference is one of degree rather than of kind.

General principles which should guide the mathematical education of the slow pupil are:

1. No pupil should leave high school without having had at least a one-year course in appropriate mathematics.
2. Slow pupils should be segregated in special classes.
3. A course of study for slow pupils should aim to give them an appreciation of the role of mathematics in modern life and to develop such concepts, skills, and attitudes as will enable them to interpret and utilize mathematics in accordance with their needs in present and future common life situations.
4. The content must be suited to the mental level of the pupils.
5. The methods of teaching must be appropriate to the content and to the mental characteristics of slow pupils.

The content of a one-year course of study for slow pupils may well include the following large divisions: the social uses of arithmetic, the interpretation and visualization of quantitative data, the uses of geometry and algebra as a tool of thought. An inventory of personal transactions or experiences involving mathematics should help provide useful content for such a course, as should also reference to newspaper columns and advertisements.

Modifications of teaching method should provide for adequate motivation in terms of personal and social values, allow class discussions to fix basic concepts, provide variety during the class period, supply motivated drill, and permit ample time for thought. The approximately normal motor skills of these pupils should be capitalized in construction work leading to discovery of geometric relationships and appreciation of geometry in life and in art. Commendation and encouragement should be freely given. Standards of attainment commensurate with the mental level of the pupils must be maintained at all times.

Desirable qualities that a teacher of slow pupils should possess include patience, sympathy, ability to teach on slow pupil level, and the possession of a fund of knowledge and social experience sufficient to vitalize subject-matter.

The challenge of the slow pupil may be met by a thoroughgoing reorganization of objectives, content, and methods adjusted to the intelligence of slow pupils and suited to their personal and social needs.

FUNCTIONAL GEOGRAPHIC EDUCATION IN HIGH SCHOOLS—*Abstract*

CLARA M. SHRYOCK, ASSISTANT SUPERINTENDENT, CAMBRIA COUNTY SCHOOLS, EBENSBURG, PA.

Unquestionably few subjects have better claim to a place in the high-school curriculum than does geography. From a cultural point of view, if for no other reason, it merits consideration. To read the daily news intelligently, to interpret radio broadcasts, to understand history, to really enjoy literature, or to travel with seeing, understanding eyes, geographic education is essential. From a utilitarian standpoint geographic education in the high school is highly desirable. Since we are living in a commercial age in a complex modern world, a knowledge of the local environment no longer suffices.

Geography is a live subject, one which deals with man, in whom we are all chiefly concerned, and his reactions to the elements of the environment in which he finds himself. His adjustment to natural and cultural forces thruout the ages have resulted in our modern complex world, differing, of course, in its various parts, largely because of the varying environmental conditions. To get a proper perspective of the activities of modern life, especially those activities pertaining to our great interdependence, one region of the world upon another, and to be able to function efficiently as a world-minded citizen, one may easily conclude that geographic understandings in the upper levels of learning are essential.

Geographers are generally agreed, it seems, that at least two courses in geography should be offered in the senior high school, namely, commercial, or economic, geography and a somewhat more advanced course in political geography. It is also conceded that the former should be a part of the offerings of every curriculum—college preparatory, vocational, and general, as well as business education, and might well be a course required for graduation; political geography should be offered as an elective course in the different curriculums. While it is true that the pupils have had very definite contacts with the commercial and political aspects of the various areas of the world previous to their senior high-school years, it has been from a different perspective, and when they were less mature and therefore less capable of grasping the full significance of certain more complex geographic understanding. The geography work of the high school should be of such a nature as will make worthwhile contributions to the pupil's knowledge, understanding, and background of experiences necessary for him to effectively meet the economic and political responsibilities which await him at maturity.

To accomplish this end, the work in the upper levels of training should be carefully graded, building upon that of the elementary and junior high schools, and supplementing where the earlier training is inadequate. Each course should focus attention on a particular phase of world pattern—commercial or political. This plan is facilitated by the fact that an initial concept of each pattern has probably been developed in the earlier grades. In interpreting world patterns, the complexity of the relationships employed

in commercial, or economic, geography should surpass those developed in the junior high school, but should be surpassed by those in political geography.

Functional geographic understandings will result only when objectives are thoughtfully set up, units of work thru which these objectives may be attained are decided upon, interest is developed, and pupils are guided thru vital, carefully planned exercises and experiences. Maps, pictures, graphs, stereographs, slides, motion pictures, and other visual materials are invaluable in the geography laboratory. Bits of literature and fiction often lend worthwhile contributions; field work, where possible, is also a vitalizing factor.

The Thirty-Second Yearbook of the National Society for the Study of Education as a whole might well be every secondary-school geography teacher's constant guide. For your earnest consideration in the interests of really functional geographic education in the high school, this volume is recommended.

GENERAL LANGUAGE—AN APPRECIATION COURSE IN THE STUDY OF FOREIGN LANGUAGES—*Abstract*

JAMES B. THARP, PROFESSOR OF EDUCATION, OHIO STATE UNIVERSITY,
COLUMBUS, OHIO

There are two stages of appreciation of a human activity that brings intellectual and esthetic enrichment to individual and group living: that of the performer and that of the non-performer. There may be two stages of performer appreciation also: that of the artist who possesses the skill to the highest degree, often for practical purposes, and that of the amateur whose slight skill is for him an avocation. That these stages exist in music, and that for every individual, no matter how hopeless he has been considered, there is a way to bring non-performer appreciation, Jascha Heifetz attests in an article in the July *Ladies' Home Journal*. As these stages exist in fine arts, sports, and other activities where skill is a factor, just as much do they exist in foreign language study.

Heretofore the major emphasis in foreign language study has been placed on performance and practical use, or perhaps use as an instrument toward some desirable byproduct. While there are the two stages of performance—that of the artist who has high skill in all the aspects of the language, and that of the amateur who can read and listen for his own enjoyment—there must be created also the non-performance stage for the masses.

There have been courses developed in which but minor attention has been given to skills while major attention was being given to cultures and civilizations and literatures in English translation. The course called "General Language" or "Language Orientation" or "Language Arts Survey," now beginning to be more widely adopted, offers considerable hope for such an appreciation course in foreign language study. Planned usually for the junior high school, it could be adapted also to first year college, where orientation is likewise badly needed.

As an appreciator is exposed to an activity learns to analyze its factors and to compare this with that, so may the general language student come to appreciate *language* for itself, whether or not he goes far enough to enrich his native language with another medium of communication thru which his living may be improved or even reconstructed.

MUSIC AND THE FORGOTTEN PUPIL IN THE HIGH SCHOOL—*Abstract*

ALEXANDER RICHTER, HEAD, MUSIC DEPARTMENT, HIGH SCHOOL OF MUSIC AND ART, NEW YORK, N. Y.

In viewing the question of the forgotten pupil in the high school, I can come to one conclusion, namely, that the forgotten pupil is the superior child. We are beginning to take notice of the superior child because of a definite recognition on the part of people that in order to have the better things of life we must have better leaders. The talented child is the superior child. In the past this has not been so, because the musician occupied a lowly place in society, but since the industrial revolution and recent mechanical progress, music is fast taking its rightful place of social importance.

The principles of the conservatory are being seriously challenged. Those musicians with conservatory training only are today handicapped. The prima donna system has died out so completely that people have not yet recovered from the shock.

Does it mean that music is in less demand? To the contrary. The demand is for more amateur music, and more creation of music. There is a demand for leaders in music. To supply this demand we need to have a new type of musician—a person of broad general culture with a broad general background in music.

The curriculum of the music department of the High School of Music and Art accommodates the new type of musician. The course of study goes back to fundamentals—solfeggio and eurythmics. A “secondary” instrument is given to pianists, and piano is given to players of orchestral instruments. Voice training is taught from the appreciative point of view. All students study composition.

The question now comes, “How can the High School of Music and Art assist music education in the general high school?” First, it can act as a model. It can be an experimental school in curriculum, methods, etc. New standards will be set, and our graduates will go back into the school system as teachers. Special education for the superior child is inherently democratic. As an ordinary business proposition, an investment in the superior child will bring greater returns to the community.

All high schools should be equipped to meet the demands for music of the students.

SPECIALIZED GENERAL SCIENCE IN THE JUNIOR HIGH SCHOOL—*Abstract*

FRANKLIN T. MATHEWSON, EAST VIEW JUNIOR HIGH SCHOOL, WHITE PLAINS, N. Y.

This might have been entitled "General Science as Developed for a Particular Group" or "General Science Coordinated with Auto Shop." It was evident at an early date that it is unwise educationally to fit these boys into the same general science mold as offered to the academic students. The syllabus was developed by a committee of three teachers under the chairmanship of the speaker. It was done with the encouragement of the superintendent, H. Claude Hardy, and with the active cooperation of the auto shop teacher, Herbert F. Hoeltje. We tried to build a course more closely related to the pupils' interests, their capacity to learn, and their present and future needs.

Very careful attention has been given to coordinating the science and the auto shop work. When the care and use of the storage battery is taken up in the shop the pupils study the theory, construction, and action of the storage cell in their science class. We have been rewarded for this coordination by a quickened interest on the part of the pupils usually rather sluggish in their attitude toward school work. They are quite delighted to find that something in one class applies in another. This is really an imperfect example of *integrated science*.

I refer to integration within the field of science as *vertical*, eventually resulting in the elimination of separate, isolated science subjects from Grades I to XII. A student would take *science* continuously thru twelve or fourteen grades in a careful integrated program which would not offer nature study, general science, biology, physical geography, physics, and chemistry—but *integrated science* or just *science*. Quoting from Webster it would have "its parts formed into one whole."

Integration of subjects is not new. Since 1910 zoology, botany, and physiology have been vertically integrated into biology. General science is the result of vertical integration and the present elementary science attempts to integrate nature study with physical science. Altho vertical integration is not new we seem hesitant about trying it in the intrenched physics, chemistry, and now stabilized biology departments.

After we have developed a vertical integration of science as a whole from Grades I to XII we are ready for what I choose to call horizontal integration, or integration between the various subjects taught at different grade levels. Science teachers must do all within their power to make science instruction contribute its part to the total educative processes.

If we continue a policy of science isolation instead of cooperation to the point of leading this horizontal integration we will find that the social studies people have "stolen the show."

THE FORGOTTEN PUPIL—*Abstract*

MAX LIEBERMAN, CHAIRMAN, DEPARTMENT OF SPEECH, THOMAS
JEFFERSON HIGH SCHOOL, BROOKLYN, N. Y.

The pupil discussed in this talk is only relatively forgotten, because there are schools in which he is generously remembered and because he is given at least some attention everywhere.

A student may be forgotten entirely when no attention at all is given him. A student may be forgotten if the subject he is being taught (in this case—speech) is not thoroly analyzed and the significance of all its parts understood. A student may be forgotten if the teacher loses faith in his capacity for growth or development. A student may be forgotten if in the field of study there is not constant research and study to determine the best methods of teaching.

A student is forgotten if his psychological make-up is not taken into account in the teaching process. A student is forgotten if the classes in which he is taught are too large or not homogeneously organized.

A casual survey reveals the fact that two types of students get the kind of attention that takes care of all of their needs. These are the specially talented students out of whose ranks will come the leaders, and the underprivileged students: the stammerers, the lispers, and the relatively small group who have organic speech defects. For them there is specialized attention in the form of special teachers, special organization, special equipment, special clinics, and a special check-up.

The normal student is the one who is forgotten because he is taken for granted—not universally, but too frequently. He is crowded into classes that are too large. His small talents are accepted as the limits of his possibilities. He is sometimes assigned for speech work to teachers with whom speech is only a secondary concern. He is numerous, and intelligent teaching is bound to yield rich returns.

The hope is expressed that supervisors and teachers alike may give more thought to him and that the good work already being done in some quarters may encourage like effort in others.

SECRETARY'S MINUTES

New York City

Business Meeting, June 29, 1938

The business meeting of the Department of Secondary Education was called to order by the president, George R. Rankin, at 4:45 P.M. on Wednesday, June 29, 1938, in the auditorium of the American Museum of Natural History. In the absence of the secretary, Mrs. Nettie R. Bolland, Margaret Grant, Munger Intermediate School, Detroit, was named secretary pro tem. Minutes of the 1937 meeting in Detroit were approved as printed in the N. E. A. *Proceedings*. The report of the treasurer was given by Ernest D. Lewis. The report was accepted. William F. Bauer, East Orange High School, East Orange, New Jersey, asked to submit a bill

for expenses incurred in publicity work for the Department in New Jersey. He was directed to do so.

President Rankin expressed appreciation for the tireless work of the executive secretary, Ernest D. Lewis. He called upon Mr. Lewis to report upon the work of the Department during the past year. Mr. Lewis briefly reviewed the organization and history of the Department, the nature of the programs and their value, the size and content of the periodical and its value for publicity in spreading the knowledge of the work of the Department.

Alvin H. Hanson, Rufus King High School, Milwaukee, Wisconsin, raised the question of what we may do to increase the membership of the Department. Mr. Lewis thought that if more teachers know what we are doing that more would become members. He further explained that the country is divided into regions, each having a director, and that each state has a director. William Lewin, Weequahic High School, Newark, New Jersey, felt that if we are to define the problem of securing members we must have definite information to offer. He moved that a committee of three people be appointed by the president to study the problem of increasing the membership and to bring in a report at the next business meeting of the Department. Motion was seconded and carried.

Officers were elected for the year 1938-39. (For list of officers see Historical Note, page 540 of this volume.)

Mr. Lewis moved that the president be empowered to appoint the regional directors. Motion was seconded and carried.

President Rankin reappointed Ernest D. Lewis to act as executive secretary for the year 1938-39.

The meeting was duly adjourned.

*DEPARTMENT OF
SECONDARY SCHOOL PRINCIPALS*

HISTORICAL NOTE

THE DEPARTMENT OF SECONDARY SCHOOL PRINCIPALS was organized in Topeka, Kansas, in 1886, under the name of the Department of Secondary Instruction. Anticipating the proposed merger of the National Association of Secondary Principals with the National Education Association, the name of the Department was changed to the Department of Secondary School Principals.

The officers of the Department for the year 1938-39 are: PRESIDENT, Paul E. Elicker, Principal, Newton High School, Newtonville, Mass.; FIRST VICEPRESIDENT, K. J. Clark, Principal, Murphy High School, Mobile, Ala.; SECOND VICEPRESIDENT, Oscar Granger, Principal, Haverford Township High School, Upper Darby, Pa.; EXECUTIVE SECRETARY, H. V. Church, 5835 Kimbark Avenue, Chicago, Ill.; EXECUTIVE COMMITTEE, McClellan G. Jones, Principal, Union High School, Huntington Beach, Calif. (term expires 1939); John E. Wellwood, Principal, Central High School, Flint, Mich. (term expires 1939); Virgil M. Hardin, Principal, Reed Junior High School, Springfield, Mo. (term expires 1940); Truman G. Reed, Principal, Lewis and Clark High School, Spokane, Wash. (term expires 1941).

The publications of the Department consist of a bulletin—issued five times a year—and a yearbook. The annual dues for the Department are \$2, payable to the executive secretary. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1887:393-442	1898:664-700	1908:577-668	1918: 177- 190	1928:591-650
1888:401-434	1899:601-817	1909:479-522	1919: 195- 204	1929:579-632
1889:497-534	1900:428-453	1910:443-534	1920: 209- 230	1930:543-596
1890:613-656	1901:565-604	1911:555-658	1921: 667- 678	1931:577-620
1891:615-688	1902:455-492	1912:663-766	1922:1267-1294	1932:493-524
1892:333-374	1903:429-486	1913:469-500	1923: 861- 880	1933:507-530
1893:177-242	1904:473-536	1914:445-488	1924: 775- 802	1934:493-512
1894:743-794	1905:423-480	1915:723-754	1925: 609- 632	1935:461-470
1895:579-635	1906:633-636	1916:517-574	1926: 637- 652	1936:361-371
1896:557-619	1907:521-710	1917:253-284	1927: 599- 678	1937:405-424
1897:644-699				

THE ORGANIZATION AND SUBJECTMATTER OF GENERAL EDUCATION

ROBERT M. HUTCHINS, PRESIDENT, UNIVERSITY OF CHICAGO, CHICAGO, ILL.

I HAVE JOURNEYED from Chicago for only one reason, to pay my tribute to one of my closest friends, to whom I owe my own general education, such knowledge of public education as I have, and indeed such common sense as I still possess. From the moment almost nine years ago when I first met Mr. Judd he has given me instruction in private and support in public. He has been responsible for every intelligent move I have ever made. When I have made unintelligent ones, it has been because he has been out of town. His departure is the greatest personal and official blow I have sustained. This will be obvious from the remarks I propose to make this evening. This is almost the first speech I have ever delivered without showing it to your guest of honor first.

I should like to spend the rest of the evening telling you of my devotion and affection for Mr. Judd, and I should do it if it were not for the embarrassment I should cause him. I shall merely say, "Here was a Caesar; when comes there such another?" and pass on to the organization and subjectmatter of general education.

I assume that we are all agreed on the purpose of general education and that we want to confine our discussion to its organization and subjectmatter. I believe that general education should be given as soon as possible, that is, as soon as the student has the tools and the maturity required. I think that the program I favor can be experienced with profit by juniors in high school. I therefore propose beginning the program of general education at about the beginning of the junior year in high school. Since I abhor the credit system and wish to mark intellectual progress by examinations taken when the student is ready to take them, I shall have no difficulty in admitting younger students to the program if they are ready for it and excluding juniors if they are not.

The course of study that I propose is rigorous and prolonged. I think, however, that the ordinary student can complete it in four years. By the ingenious device I have already suggested I shall be able to graduate some students earlier and some later, depending on the ability and industry which they display.

General education should, then, absorb the attention of students between the ages of fifteen or sixteen and nineteen or twenty. This is the case in every country of the world but this. It is the case in some eight or nine places in the United States. Where the high school and the junior college are part of a large city school system, the organization has been successful. Where, as at the University of Chicago and Stephens College, the institution has either a small high school or none at all, the insignificant size of the first two years of the program and the large size of the last two years create great difficulties. If you have seventy students entering the four-year unit at the junior year

in high school and seven hundred entering at the freshman year in college, it is absurd to talk about a coherent four-year program. You must have a curriculum that the seven hundred can enter in the middle without being handicapped because they did not enter at the beginning.

If in such institutions as my own the scheme I advocate is to succeed, we shall have to convince local parents, at least, that it is wise for them to send their children to us two years earlier than they have been accustomed to sending them. I think that if parents cannot be persuaded to do this, the University of Chicago should abandon collegiate work altogether and give up its freshman and sophomore years. Those years at present are a foreign body in the otherwise admirable constitution of the University. The students in them have different ambitions from those in the divisions above; the teachers have different ambitions, too. But if ties cannot be found for these two years above, they must be found below; for I do not believe that two years at any level is long enough to provide an adequate education. It is suggestive that two-year units do not exist anywhere else in the world; they are known only in the United States.

I may mention at this point one aspect of the organization of general education which ought to be trivial but in this country is most important. I favor awarding the bachelor's degree in recognition of general education; I favor awarding it at about the end of the sophomore year. This suggestion is not so startling as many people seem to think. President Butler of Columbia advocated it in his annual report for the year 1901-02. In France the *Baccalauréat* is used to indicate the satisfactory completion of general education. The reasons for giving it the same significance here are, first, that it now has no significance at all. The bachelor's degree means four years in college. As the president of Hiram College has lately said:

To most college "students" who sit long enough and patiently enough, and docilely give back a modicum of the wisdom that has flowed past their ears, there will come in time the reward of their long-sitting, sheepskins to cover their intellectual nakedness. . . . The usual requirements for graduation, "a minimum of one hundred and twenty hours with additional credit for physical education," may represent little more than hours of painful but patient sitting. Their blood relationship to achievement is so far removed as to make the claimed relationship laughable.

But it is not only the credit system and the examination-by-the-teacher-who-taught-the-course system that makes the A.B. certify merely to four years of sitting. It is also, and I think principally, the fact that the standard four-year college of liberal arts is and must be concerned with both general and specialized education. Even in some of the oldest and most conservative of these colleges you will find that the student may indulge in extreme specialization at an early stage. Yet the preparation with which students enter these colleges is such that the colleges must also give them a general education. These two aims can only confuse the colleges, and hence confuse the significance of the degrees that they offer.

Columbia, Johns Hopkins, Chicago, and several other places have attempted to meet this situation by dividing the first two years from the

last two. Some institutions have even given them different staff and administrations. Here we face again the problems raised by two-year units. The first two years is not long enough for general education; the last two is not long enough for advanced study. The remedy would seem to be a four-year unit beginning with the junior year in high school and leading to the bachelor's degree, and after that a three-year unit beginning with the junior year in college and leading to the master's degree. The bachelor's degree would then indicate an adequate general education, and the master's an adequate experience in advanced study. This master's degree should also indicate that the holder is qualified for a teaching position in which research is not expected or required.

The last two years of the present college of liberal arts is left stranded when the college is divided into upper and lower divisions. We have found at Chicago that one of our more difficult problems is how to provide any intelligible plan of advanced study in the junior and senior years. Some of our departments have succeeded in persuading students to plan their courses for three years, beginning with the junior year and leading to the master's degree. These departments have been able to effect notable improvements in both the general cultivation and the specific training of their graduates. I recommend the award of the bachelor's degree at the end of the period of general education, that is, at about the end of the sophomore year, for the sake of advanced study as much as for the sake of general education.

It may be objected that many students will not want to add a year to their program of advanced study. This in my view is an argument for the plan. We are going to be compelled to accommodate the youth of the nation up to the end of the junior college, that is, to about nineteen or twenty. There is no reason why we should accommodate them after that. Beginning with the junior year, education should be limited to those who are able and willing to profit by it. We should rigorously select our students at the university level, by which I mean the beginning of the junior year. Since, therefore, many students should terminate their education at the end of the sophomore year, one problem is how to induce them to do so. I think they will stay on and, thru sheer importunity, get themselves a degree unless they can receive some recognizable and popular insignia at the end of the sophomore year. The bachelor's degree is recognizable and popular. Since it serves no useful purpose at present, I believe it should be made to serve the very useful one of persuading those students to get out of education who should not be permitted to remain in it.

If general education is to be given between the beginning of the junior year in high school and the end of the sophomore year in college and if the bachelor's degree is to signify the completion of it, the next question is, What is the subjectmatter that we should expect the student to master in this period to qualify for this degree? My views on this question are well known. I wish I could add that they are well understood. I am afraid

that what I need to tell you most urgently is what I do not regard as a desirable curriculum in general education.

I do not hold that general education should be limited to the classics of Greece and Rome. I do not believe that it is possible to insist that all students who should have a general education must study Greek and Latin. I do hold that tradition is important in education—that its primary purpose, indeed, is to help the student understand the intellectual tradition in which he lives. I do not see how he can reach this understanding unless he understands the great books of the Western world, beginning with Homer and coming down to our own day. If anybody can suggest a better method of accomplishing the purpose, I shall gladly embrace him and it.

Nor do I hold that the spirit, the philosophy, the technology, or the theology of the Middle Ages is important in general education. I have no desire to return to this period any more than I wish to revert to antiquity. Some books written in the Middle Ages seem to me of some consequence to mankind. Most Ph.D.'s have never heard of them. I should like to have all students read some of them. Moreover, medieval scholars did have one insight—they saw that in order to read books you had to know how to do it. They developed the technics of grammar, rhetoric, and logic as methods of reading, understanding, and talking about things intelligently and intelligibly. I think it cannot be denied that our students in the highest reaches of the university are woefully deficient in all these abilities today. They cannot read, write, speak, or think. I do not suggest that we should attempt to introduce the trivium and quadrivium into the American college. I do say that we must try to do for our own students what the seven liberal arts did for the medieval youth. If the Middle Ages have any suggestions to make on this point, we should welcome them. We need all the help we can get.

I should like to point out in passing that in the Middle Ages people went to universities at thirteen or fourteen. They read books and experienced disciplines that are regarded as far too difficult for Ph.D.'s or even university professors today. Most of the great books of the Western world were written for laymen. Many of them were written for very young laymen. Nothing reveals so clearly the indolence and inertia into which we have fallen as the steady decline in the number of these books read by students and the steady elimination of instruction in the disciplines thru which they may be understood. And all this has gone on in the sacred name of liberalizing the curriculum.

The curriculum I favor is not too difficult even for very ordinary American students. It is difficult for the professors, but not for the students. And the younger the students are the better they like the books, because they are not old enough to know that the books are too hard for them to read. The entire course of study that I propose is now in force at St. John's College, Maryland. There an unselected group of indifferently prepared students are studying these books with tremendous enthusiasm thirty-five hours a week. They read last fall ten dialogs of Plato and voted to have

extra classes so that they might read and discuss all the rest of them. In connection with the reading, they are going thru a formidable course of instruction in grammar, rhetoric, logic, and mathematics. The entire freshman class at Columbia is now reading and discussing twenty-five of the great books in philosophy and literature. I understand that "Rushing Week" at Columbia was a failure because the students were too interested in the reading to be interested in fraternities, that the books are the chief subject of discussion at all informal student gatherings, and that the only complaint comes from teachers in other courses who feel that their work is suffering from the enthusiasm the books in the humanities course arouse. For seven years and more I have taught these books to unselected pupils in our University High School and to freshmen, sophomores, juniors, and seniors in college. None of them has suggested that the books were too hard or that they were not worth reading. I can testify from this experience—tho not, of course, very scientifically—that students who can read anything thrive on these books and that the younger they are the more they thrive.

Those who think that this is a barren, arid program, remote from real life and devoid of contemporary interest, have either never read the books or do not know how to teach. Or perhaps they have merely forgotten their youth. These books contain what the race regards as the permanent, abiding contributions its intellect and imagination have made. They deal with fundamental questions. It is a mistake to imagine that young people are interested only in football, the dramatic association, and the student newspaper. I think it could be proved that these activities have grown to their present overwhelming importance in proportion as the curriculum has been denatured. Students are interested in the extracurriculum because the curriculum is so stupid. Young people are interested in fundamental questions. They are interested in great minds and great works of art. They are, of course, interested in the bearing of the ideas in these books on the problems of the world today. It is, therefore, impossible to keep out of the discussion, even if the teacher were so fossilized as to want to, the consideration of current events. But these events then take on meaning; the points of difference and the points of similarity between then and now can be presented. Think what a mine of references to what is now going on in the world is Plato's *Republic* or Mill's *Essay on Liberty*. If I had to prescribe an exclusive diet for young Americans, I should rather have them read books like these than gain their political, economic, and social orientation by listening to the best radio commentators or absorbing the *New York Times*. Fortunately we do not have to make the choice; they can read the books and listen to the commentators and absorb the *New York Times*, too. I repeat: These important agencies of instruction, the radio and the newspaper—and all other experiences of life, as a matter of fact—take on *intelligibility* as the student comes to understand the tradition in which he lives. Tho we have made great advances in technology, so that the steam turbine of last year may not be of much value in understanding

the steam turbine of 1938, we must remember that the fundamental questions today are the same as those with which the Greeks were concerned. The answers that the Greeks gave are still the answers with which we must begin if we hope to give the right answer today. The answers they gave have affected human history so profoundly that we cannot approach the issue of the purpose of the state, for example, without unconsciously reflecting their views. We may apply to these early thinkers the words of Cardinal Newman about Aristotle:

Do not suppose, that in thus appealing to the ancients, I am throwing back the world two thousand years, and fettering philosophy with the reasonings of paganism. While the world lasts, will Aristotle's doctrine on these matters last, for he is the oracle of nature and of truth. While we are men, we cannot help, to a great extent, being Aristotelians, for the great Master does but analyze the thoughts, feelings, views, and opinions of human kind. He has told us the meaning of our own words and ideas, before we were born. In many subjectmatters, to think correctly, is to think like Aristotle; and we are his disciples whether we will or no, tho we may not know it.

Do not suppose that in thus including the ancients in my course of study I am excluding the moderns. I do not need to make a case for the moderns. I do apparently need to remind you that the ancients may have some slight value, too.

Do not suppose, either, that because I have used as examples the great books in literature, philosophy, and the social sciences, I am ignoring natural science. The great works in natural science and the great experiments must be a part and an important part of general education. Here again I am not concerned with the method, I am concerned with the end. The student should understand the leading ideas in the natural sciences. Do you think he does today? On the contrary, what he gets today is either a superficial shower from a survey course or professional instruction from the first day of freshman year, based apparently on the notion that every member of the class is going to be a chemical engineer. General education is not professional education. The curriculum must be designed to prepare the student for intelligent citizenship. The type of scientific instruction that I received in college has no place in the kind of college I am proposing. As for survey courses of the usual variety, they have no place there either. They degenerate too easily into a rapid tour of all the facts known in physics, chemistry, and biology. The basis of the scientific program should be the great landmarks of scientific work, the books and the experiments.

Neither at Columbia nor Chicago has anybody interested in the kind of curriculum I am suggesting had the facilities for the kind of scientific instruction we have wanted to give. At St. John's College those facilities are available and are now being used. It appears that between a half and a third of the course of study will be mathematics and natural science.

Another problem that has disturbed those who have discussed this issue is what books I am going to select to cram down the throats of the young. The answer is that if any reasonably intelligent person will conscientiously try to list the one hundred most important books that have ever been

written I will accept his list. I feel safe in doing this because (a) the books would all be worth reading, and (b) his list would be almost the same as mine. There is, in fact, startling unanimity about what the good books are. The real question is whether they have any place in education. The suggestion that nobody knows what books to select is put forward as an alibi by those who have never read any that would be on anybody's list.

Only one criticism of this program has been made which has seemed to me on the level. That is that students who cannot learn thru books will not be able to learn thru the course of study that I propose. This, of course, is true. It is what might be called a self-evident proposition. I suggest, however, that we employ this curriculum for students who can be taught to read and that we continue our efforts to discover methods of teaching the rest of the youthful population how to do it. The undisputed fact that some students cannot read any books should not prevent us from giving those who can read some the chance to read the best there are.

I could go on here for hours discussing the details of this program and the details of the attacks that have been made upon it. But these would be details. The real question is, Which side are you on? If you believe that the aim of general education is to teach students to make money; if you believe that the educational system should mirror the chaos of the world; if you think that we have nothing to learn from the past; if you think that the way to prepare students for life is to put them thru little fake experiences inside or outside the classroom; if you think that education is information; if you believe that the whims of children should determine what they should study—then I am afraid we can never agree. If, however, you believe that education should train students to think so that they may act intelligently when they face new situations; if you regard it as important for them to understand the tradition in which they live; if you feel that the present educational program is unsatisfactory because of its “progressivism,” utilitarianism, and diffusion; if you want to open up to the youth of America the treasures of the thought, imagination, and accomplishment of the past—then we can agree, for I shall gladly accept any course of study that will take us even a little way along this road.

SPECIALIZATION, THE BANE OF SECONDARY EDUCATION

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One of my friends told me about a man in Indianapolis who had been successful for many years in conducting a large business. As he grew old, he had associated with himself his two sons. One day he called in the sons, who by that time had gained some acquaintance with the establishment and its sales policies, and said to them that he noticed that the profits of the year just closing had been less than usual. “I have concluded,” he went on to say, “that probably new methods are needed in order to keep our business moving

forward. I have therefore decided to turn over the concern to you. You are under no obligation to continue the policies which I have followed. I am going to take a trip around the world."

That man was a practical psychologist. He knew when the patterns of his nervous system had become fixed. What is perhaps more to his credit, he knew what to do when he was no longer flexible and adaptive. I imagine that probably he was in reality more flexible and adaptive than most old men are. The very fact that he had interests large enough to engage his attention and excite his curiosity showed him to be still plastic.

Plasticity of mind is a virtue which the educational system has not always recognized as of major importance. There was a time, if I read the history of education aright, when acceptance of authority and acquaintance with the pronouncements of authority were regarded as the true goals of all schooling. Men were expected to conform and were regarded as showing by conformity the highest intelligence.

The educational system is by no means free today from traces of the earlier devotion to conformity. The teacher who ranks at the top of the class the pupil who answers questions in the familiar terms of the textbook or in the impressive language used by the instructor himself is either consciously or unconsciously attempting to pattern the thinking of those whom he instructs according to fixed standards. Such a teacher is, in fact, exploiting human nature. Young people come to school full of what Kipling calls "insatiable curiosity." They are eager to rummage into every accessible corner of the universe. They are surprised at everything which they encounter because, after all, this is an astonishing universe. They form all kinds of weird hypotheses and are delighted with every discovery that they make. Harsh experiences tame these young hopefuls and tie them down to realities. Of the harsh experiences, none are more exacting than those encountered in the schools. In ordinary life there are usually several ways of dealing with situations and attaining moderate success. In school the variety of correct answers seems to be strictly limited. Conformity soon comes to be the accepted method of getting on well with teachers and with the marking system.

One cannot quarrel with the schools when they insist on some degree of conformity. There are accepted patterns which must be followed if one is to formulate correct English sentences. If one starts with a singular subject, it is intolerable that the following verb be plural. Similarly, if Euclidian postulates and axioms are accepted, the rest of geometry seems to be inevitable. The schools are obliged to recognize these hard and unalterable facts. The schools cannot ignore standards.

The difficulty with education when it does its duty in enforcing rigid standards is that it often leads young people to proceed in all their thinking on the assumption that the whole world operates in a perfectly regular way. The expectation of uniform procedure at all times proves to be misleading. It is something of a shock when one has learned in school that there is a certain well-established law of economics to discover that some great corporation goes on its profit-making way utterly unregardful of that law. It is sometimes fatal to maintain that one has the right of way even when it is

strictly true that one does have the right of way according to the rules of traffic. Modern life is a curious mixture of law and relaxations of law, of principles laid down by the fathers and revised by later generations, and of things that one may do but had better not do.

There are examples without end of the demand in the world for adaptability. Consider, for example, that recently much-discussed phenomenon of technological unemployment. Here is an accountant of excellent training and unsullied record. This man is the embodiment of accuracy and perfection of style in his professional work. Suddenly the world passes thru one of those inexplicable evolutions which students of economics call a "business cycle" and our accountant is out of a job. If he were like his child, he would turn to some new toy, but he is not like his child in ninety-nine cases out of a hundred. He does not know how to turn to anything. He looks at the advertisements every morning in the hope that someone needs an accountant. He walks up and down the streets of the financial district of the city looking for a position as an accountant. There is just one part of the social cosmos into which our individual trained to be an accountant can fit. He has spent his life cultivating proficiency in one art, and he insists on practicing that one art. He finds himself bewildered and lost in what has become for him a social chaos, inhospitable to the talent which he has polished by long use.

It is quite certain that some day there will be general acceptance of the educational principle that the two complementary duties of the educational system are to cultivate absolute conformity to standards and at the same time prepare the products of the schools to live in a world which demands for success a high degree of adaptability, or willingness and capacity to abandon all accepted standards and meet new situations with new forms of behavior. It will require a radical change in the attitude of some of our colleagues to be happy in the new educational world which will be ushered in by the acceptance of these dual objectives of education. I remember very clearly the teacher of geometry in the high school which I attended. She has long since gone to the reward which was abundantly due her. That reward makes up, I hope, for the difficulties which she encountered in changing a group of semicivilized miscreants into followers of Euclid. She used to mark a demonstration in geometry wrong if there did not appear at the end in neat form the three triumphant letters Q.E.D. I cannot by any stretch of imagination picture that adherent to standards accepting the duty of making anyone flexible.

The thesis which I am trying to defend in this paper reaches in its implications far beyond the behavior of pupils and teachers. School administrators, parents, members of schoolboards, college professors, citizens—private and public—and all other human beings who can be thought of as influential in determining educational policies now tend, and have for a long time tended, so emphatically to favor rigidity in methods of teaching and in choice of subjects to be included in the school curriculum that it is going to be difficult to turn their interest to the cultivation of flexibility.

One special obstacle in the way of securing interest in flexibility is the fact that high-grade scholarship is always closely related to specialization. The

universities of this country are committed to specialization. They want no intellectual Jack-of-all-trades. It is quite unthinkable to the typical academic mind that a student should be well grounded in two subjects which are not directly related. It is conceded that a scholar may know something about a subject closely related to his specialty. A chemist may know something about physics, and a student of French may know something about English. It is not to be expected that a historian should be competent in biology or that a mathematician should be competent in philology. When state departments of education become powerful and exercise their full influence in directing the education of pupils in secondary schools, they take sides with the universities and require close specialization on the part of teachers. They frequently go so far as to write on each teacher's certificate a very short list of subjects in which the teacher may practice his art.

I am not in any doubt as to the advantages of minute, specialized scholarship. As a student of psychology, however, I am aware of the consequences of specialization. For some years past the educational world has been informed that there is little or no transfer of training. The evidence which has been cited in support of this statement is drawn from an examination of the many examples of extreme specialization readily found in every school—specialization which has closed the minds of teachers as well as pupils to interest in more than one subject. Specialization builds a high wall around the mind. Anyone who has grown accustomed to the sheltered life within a specialty will seldom take any risks by attempting to go outside the region with which he is familiar. It is quite the fashion these days to assert with pride that one does not know anything in fields in which one has not studied. The student of Latin knows nothing about statistics; the student of statistics knows nothing about literature; the student of literature knows nothing about biology—and each is proud of his limitations.

Narrowness in one's intellectual life would not be so bad if one did not have to live with other people. I should be perfectly willing to allow my colleagues to shut themselves up in their own fields if it were not for the fact that we have to meet together in the University Senate. At the meetings of that body questions have to be settled which are not questions of mathematics or language or of the kind to which our department of education gives its special attention. I have observed a number of cases in the meetings of our Senate when the evidence seemed to point emphatically to a complete absence of transfer of intelligence. Indeed, the only descriptive term which I think can be appropriately used in describing some of these cases is the term "negative transfer."

What I have observed can be seen, I am sure, in all faculties of all colleges and all secondary schools. Not only do specialization and its consequent influences appear in faculty meetings, but they are socially contagious. Teachers of the languages make derogatory remarks about all science teaching, and science teachers reciprocate. I happen to know that everyone makes remarks about the teaching in the department of education. Students often believe what their instructors tell them. I know this to be true because it has sometimes taken me several weeks of contact with a student who was

compelled to elect courses in education to convince him that the remarks made about education by some non-educational member of the faculty are in need of reinterpretation.

What I am trying to say is that our major academic tendency, the tendency to demand specialization, is dangerously liable to make our students like ourselves—narrow-minded. Narrow-mindedness is a trait which is sharply to be contrasted with intellectual flexibility or plasticity.

I pointed out earlier that it does not seem necessary under existing conditions to present any vigorous argument in support of conformity, or what I am now calling "specialization." We may with propriety spend such time and energy as we have at our disposal asking whether there is any way in which the secondary school can actually cultivate plasticity and flexibility. I am encouraged to believe that ways can be found of making pupils flexible.

If there is one characteristic more conspicuous than another in a mind that is flexible, it is universal interest in new experiences. If you encounter an individual who is interested in any subject that comes up, you are in the presence of a mind that is quite certain to be flexible. If this statement is accepted as true, the prescription of a method of procedure in secondary-school teaching is fairly easy. Keep curiosity or universal interest in new experiences alive. Put negatively, this prescription is: Do not suppress the interest which pupils have when they enter school.

I believe that the secondary schools of this country have a new opportunity to teach interestingly. They should take full advantage of this opportunity. A few years ago, when attendance in the secondary school was relatively uncommon and the urgency to get young people out into practical life was intense, the secondary school gave a great deal of attention to what was called "economy of time." The courses taught in the schools were condensed, and all the interesting details were taken out. The fact is that most of the teachers of the present generation have to carry on independent researches in order to correct this omission in their own education and to discover the interesting materials which exist in their subjects.

The time has come when economy of time is not the engrossing requirement. I suggest that the requirement be set up for every secondary-school class period that at least one interesting fact not in the textbook be presented by the teacher. This requirement would send teachers scurrying to the libraries and to other sources for something out of the ordinary and would greatly stimulate both teachers and pupils.

Another suggestion of a like kind is that a number of courses be organized in every school which are expressly designed to be interesting. I think I will venture the heresy that every pupil should be required to elect each semester at least one snap course in which nothing is taught because it has to be learned.

I have often thought I would spend some time in my old age writing an article or perhaps a book entitled *Great Snap Courses*. I shall send out a questionnaire and ask graduates to tell me what they learned in snap courses, how many they took, how teachers in these courses behaved, and so on. I shall reduce all my findings to tables or possibly to some form appropriately

describable as a contribution to visual education. I believe that royalties on such a book would probably exceed those that I have been able to collect on my less scholarly writings.

If anyone recoils against one snap course per pupil per semester, I have another suggestion. Let the secondary schools follow the example of the colleges and give their pupils general survey courses, or, as they are sometimes called, "orientation courses." A general survey course can properly break away from some of the drab traditions of the past. Most of those traditions are, as I have pointed out, traditions of specialization. Let us open the windows and let in science and literature and some real classics, not in rigid courses systematically organized for purposes of intellectual regimentation, but in discursive courses designed to stimulate curiosity and universal interest.

I must, however, restrain my enthusiasm for these unorthodox courses. I could put up a real argument for flexibility of mind by appealing to the facts of biological evolution. I could show that the cerebrum is the most flexible part of the human organism. I could show that old age and senile decline come when men and women lose interest in new experiences. I am sure that I am right in making a plea for plasticity as one of the major virtues. I may have obscured the issue by suggesting particular devices. If so, I ask you to forget my devices but remember the main truth, which is that a secondary school that specializes pupils too intensively is undoubtedly a school seriously in need of reorganization.

*DEPARTMENT OF
SPECIAL EDUCATION*

HISTORICAL NOTE

APPLICATION FOR THE ESTABLISHMENT of a *Department of Special Education* was made at the *Atlanta convention* in 1929. A petition bearing more than 250 names was presented at that time. The creation of the Department was authorized a year later at the convention in Columbus.

In Los Angeles the group of teachers and administrators interested in special education met on July 2, 1931, and final plans for the creation of the Department were made and a constitution was adopted.

The officers of the Department for the year 1938-39 are: PRESIDENT, Rosemarie Dacey, Oakman School for Crippled Children, Detroit, Mich.; VICEPRESIDENT, Elizabeth Walsh, Director, Bureau for Children with Retarded Mental Development, New York, N. Y.; SECRETARY-TREASURER, Jessie Tritt, Director, Special Classes, Public Schools, Los Angeles, Calif.

The annual dues for the Department, \$.50, are payable to the secretary-treasurer. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1931:633-644
1932:533-542
1933:537-550

1934:521-534
1935:483-498

1936:383-398
1937:435-446

SPECIAL EDUCATION: ITS CONTRIBUTION TO BETTER CITIZENSHIP

JOSEPH J. ENDERS, STATE EDUCATION DEPARTMENT, ALBANY, N. Y.

DURING THE PAST FEW YEARS we have heard and read much concerning the subject of general education and many fine expressions of thought have come out of these varied discussions. In the aggregate we might sum up this philosophy by the phrase—*education of the whole child*. There can be no doubt that many educators thruout this nation are seemingly endeavoring to work out facilities in keeping with this philosophy. Those of us who are engaged in the field of special education thoroly realize that we are engaged in a plan of work which must of necessity consider the whole child if any effective educational processes are to be achieved.

Let us consider for the moment some of the principles surrounding the developmental growth in the field of special education. There is no particular necessity for developing a theme based upon primitive times in relation to the physically handicapped individual. Our twentieth century civilization has in a large measure outlived the "survival of the fittest" attitude chiefly because of the marked advances made in medical and surgical ability and utilized for the benefit of individuals who are overtaken with specific physical defects. How many of us, as educators, stop to realize as we go about our daily tasks that the emphasis for the growth of this movement originated because of this unusual medical development? We find many situations in which the hospital or reconstruction home is the major emphasis and there can be no question that health is the most needed objective for many handicapped children. History has already shown that in many instances no other thought was given to the program for some of these children other than the business of physical improvement. With the march of time, however, it was discovered that other objectives had to be brought into the lives of these young people in order to assist in achieving the desired ends. In some instances we can trace this process to occupational therapy endeavors. In other instances we can note an emphasis on educational service of the formal three R's type which was given with the thought in mind that the children needed this chiefly to absorb some of their time in the course of each day.

It was not until recent years that certain educational groups began to take more than a passing interest in developing these educational programs. When this new attention came about, however, we witnessed a marked improvement in the philosophy back of this teaching program as well as the kind of service rendered.

A teacher in a London school for crippled children described some profound truths upon this point in a recent article entitled "The Crippled Child." She stated:

The great task of the special school in training the physically defective child is fourfold: (a) to rid him of fear; (b) to enable him to look his disability in the face;

(c) to arouse in him the determination to excel in one direction at least, so that he may be as desirable from an employer's point of view as a normal worker; and (d) to enlarge his field of interest.

Courage, honesty, perseverance, and intellectual alertness—with this foundation well and truly laid the superstructure of technical training is possible, and the placing of the physically defective in employment is made easier. Without these Spartan virtues all further work for these children is done more or less in vain.

Our special education problems, therefore, seem to be well outlined in these four points—courage, honesty, perseverance, and intellectual alertness. Special schools which are planning their programs for physically handicapped children along these particular lines are undoubtedly making much progress toward the development of adequate citizens thruout this land.

The past quarter of a century has brought about a great movement toward the solution of social problems in our educational philosophy. Society's obligation to exceptional children has had practically all of its development over this same period. Modern educational thought in a large measure emphasizes happiness thru contentment, proper adjustment, and achievement.

Let us consider some of the factors which should play an essential part in the development of special educational programs.

It is apparent that in spite of all of the progress which has been made thru the several methods of census taking for the physically handicapped, there is still much need for further refinement both as it relates to the finding process and to the correlation of the medical program with the work of the school. In building up specific data for these children we are finding additional ways and means of assisting them from the standpoint of organizing school programs which lead to the development within these children of courage, honesty, perseverance, and intellectual alertness.

In all probability it will be some time before the question of segregation versus normal adjustment is satisfactorily settled. It is undoubtedly true, however, that when special school situations are developed within communities to meet particular needs for these exceptional children a more effective service is made available than could ever be expected in a normal school situation.

We should keep in mind at all times our four objectives, not merely for the purpose of training but thru them to develop a norm in keeping with our regular school programs. Certainly no children should be kept in special class situations if they have reached the maximum of physical improvement. Every effort should be made to readjust them in normal situations in order to assist them in reaching these objectives.

A most important factor which is notable for its lack of emphasis thruout this developmental period is teacher training. During the past eight or ten years some spasmodic but reasonably good teacher-training efforts have been developed in a few places thruout the nation. This subject is of vital importance to the ultimate success of all special education programs. We need to develop training opportunities for all special class teachers who plan to work exclusively in a special field, and in addition there should be incorporated in the curriculum of all teacher-training institutions a general

orientation course about exceptional children as a prerequisite toward a license or degree. Until this goal is reached many physically handicapped children thruout our land will not receive the kind of educational training which will help them achieve the goal of courage, honesty, perseverance, and intellectual alertness.

The factor which needs much further study, appreciation, and development in our special educational process is that of adequate guidance. *First*, we have to train and develop the personality of the child so that he will be socially acceptable to those with whom he must live and work; *second*, we must plan to give him vocational skill so that he will be able to perform the duties incident to his employment; and *third*, we must help to adjust him in employment.

It is evident that our purpose in special education is concerned chiefly with the first point mentioned, to train and develop the personality of the child so that he will be socially acceptable to those with whom he must live and work. It is definitely apparent that this point of emphasis needs to be developed to a much greater degree than it has been in the past if we expect many of these young persons to go thru life and meet the competition which is constantly becoming greater, and at the same time achieve reasonable success.

Many outstanding individuals have achieved greatness in spite of their physical defects: Homer, Demosthenes, Beethoven, Stevenson, Edison, Steinmetz, and Dowling—to mention just a few. It must be remembered, however, that these people had their own particular outstanding abilities which of course are generally lacking in the average person. It is more important that we should continue to work for the development of social ability in order that more of our exceptional children will have better chances in their competitive bidding for their existence in the community. It will always be a difficult problem to correlate some of the major activities in the special school with the specific problems which surround the individual training for a job. We have primarily to consider the following: (a) the physical ability to work at a job; (b) mental ability to comprehend directions and instructions; (c) educational ability equal to the requirements of the job; (d) ability to get along with others; (e) dependability; (f) observation of standards of personnel, hygiene, and personal appearance consistent with the job; and (g) possession of skill and efficiency in the performance of the operations involved in the job. These elements constitute the physical, mental, and social requirements of workaday life and are the primary objectives toward which the efforts of the child, parent, physician, teacher, and employer must be directed.

President Roosevelt, in his fifty-second birthday address to the nation, said in part, "Let us remember that every child, and indeed every person, who is restored to useful citizenship is an asset to the country and is enabled to pull his own weight in the boat."

If we develop and blend all of these factors together thoroly there can be no question that the value of special education can and will definitely provide a marked contribution to better citizenship.

NEWER DEVELOPMENTS IN SPECIAL EDUCATION

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U. S. OFFICE OF EDUCATION, WASHINGTON, D. C.

In recent years we in the Office of Education have been trying out a new type of service in the education of exceptional children thru arranging for the holding of a series of conferences nationwide in representation on selected important issues or problems in this field. For some time we had considered the desirability of such conferences in this rather new but rapidly growing field of work. Fortunately in the fall of 1934 a small fund was at our disposal for paying necessary expenses of representatives from different parts of the United States and we immediately planned a series of conferences, each concerned with specific problems selected so far as possible in the order of their importance in relation to immediate or pressing needs. Represented in these conferences are school officials confronted with certain specialized problems in the solution of which there is reason to believe the Office of Education can help; agencies and organizations each with definite purposes and programs for the specific groups in which they are interested; and the staff of the United States Office of Education. The conferences differ from those conducted by other agencies, so far as we know, in that they are national in representation, limited in number of persons participating, and organized to permit enough discussion to enable representatives of groups with different interests and objectives to discuss and define common problems and in some cases, to arrive at a common point of view. The advantages of small groups, with considerable, if not ample, time, and with relatively few problems for discussion, are apparent. Even when controversial issues are discussed there is more apt to be understanding and agreement, at least on principles, than when large groups assemble for short periods of time.

Beginning more or less experimentally, then, the Office of Education has in the last three years called six conferences concerned with the education of exceptional children. Broadly speaking, our purposes in calling these conferences are both specific and general. They are specific in that each is devoted to a particular problem or problems which seem to need discussion on the part of school officials or representatives of organizations who could not otherwise meet for this purpose, or they have been designed for and have led to more intensive study of certain selected problems, usually resulting in the publication of material designed to be helpful to state and local groups. They are general in that they are designed to promote mutual understandings among the groups represented and between these groups and the Office of Education, and to offer opportunities to workers in the field to make known the services they desire and need from the Office of Education.

The first conference to be called was concerned with adjustment and preparation of curriculum materials for retarded children. Thirteen persons from the field of education for retarded children, representing teachers, directors of special education in state and city school systems, teacher education

specialists, psychologists, teachers and superintendents in residential schools, and state school administrators were the participants. The procedure followed in this conference (as in most of the others) was about as follows: One of the three days of the conference was devoted to informal discussion centering around certain selected major topics, enabling members of the group to reach a common point of view and to accept certain fundamental principles to be followed (in this case) in their curriculum. Each member of the conference then accepted responsibility for the tentative development of a topic into a section which might ultimately be used as a chapter or part of a chapter of a publication. These selected topics were then discussed further; in some cases an outline or a general plan to be followed in the proposed publication was discussed by the conference, and helpful suggestions were offered.

A second conference held six months later gave an opportunity for reviewing and revising the manuscripts resulting from the individual contributions. After this revision the Office of Education assumed responsibility for final editing and shaping of the resulting publication. These two conferences brought together persons working on curriculum problems from different angles and with different points of view and made it possible to develop a coordinated plan of thinking thru common problems to be met in curriculum adjustment. The result was the publication *A Guide to Curriculum Adjustment for Mentally Retarded Children* which has had wide distribution thruout the country.

A third conference, the second in point of time, was concerned with co-ordination of effort for the education of exceptional children. Its specific purpose was to bring about or at least to work toward mutual understanding and coordination of effort on the part of national organizations and state agencies interested in the educational welfare of the different types of exceptional children. The need for such understanding has long been apparent. Enthusiastic groups of laymen and educators, well organized, have spent considerable time and effort in promoting the welfare of specific groups, and such societies as the International Society for Crippled Children, the American Foundation for the Blind, the National Society for the Prevention of Blindness, the American Society for the Hard of Hearing, and the American Speech Correction Association are examples of other agencies or organizations, each devoted to the interests of a special group but not always understanding the objectives and purposes of other groups. The result has been in the past that enthusiasm in working for one organization has often operated to the detriment rather than to the welfare of the interests of another group. This is particularly true in legislation. For example, an organization seeking legislative appropriations for the welfare of one group may find it necessary or desirable or strategic in the accomplishment of its purposes to oppose appropriations sought by another. Actually all of these groups have common interests and problems and there is at least the possibility that they may accomplish as much or even more for *all* groups working together than in opposition or even separately.

To this conference fifteen representatives of different groups, including officials of national voluntary organizations, public school officials interested in special education, university professors, and administrators of residential schools for handicapped children were invited. Among the problems considered were: What are the major problems in which the Office of Education can be of assistance to agencies interested in different groups of exceptional children? In what ways can representatives of the different groups be of assistance to the Office of Education? In what ways can the groups be of assistance to one another and how can all groups and the Office of Education work together toward a coordinated program for all groups of exceptional children?

A significant result of this conference, as indicated by certain later activities, was the emergence of mutual appreciation of problems common to all groups and stimulation for coordination of effort toward their solution. A bulletin also resulted, entitled *Coordination of Effort for the Education of Exceptional Children*.

In the two most recent conferences, held during the present year, discussions were directed chiefly toward consideration of problems of socially maladjusted children. Specifically, one concerned educational problems in residential schools for handicapped children; the other concerned clinical adjustment of behavior problems of school children. The first brought together administrators of different types of residential schools to consider their relationship to state departments of education and to the federal Office of Education with special reference to federal funds for vocational education and to the collection and compilation of statistical data from residential schools of all types. Among important outcomes of this conference was the manifestation of eagerness on the part of these schools, most of which have been and still are conducted under the management of independent welfare boards, to develop wider educational relationships with state departments of education and the federal Office of Education. There was a definite expression on the part of the various institutions to be considered schools rather than welfare or reformatory agencies, the feeling being that education is after all the best way to adjustment for all types of handicapped children, whether physically, mentally, or socially maladjusted. Hitherto federal funds for vocational education have not been available to residential institutions and there was a definite expression of a need for these funds. Increasingly we are realizing the possibilities for self-realization as well as complete or partial social and economic independence for handicapped children thru education.

The second conference on the clinical adjustment of behavior problems of school children chiefly concerned facilities available to public school systems whether conducted by school officials or by private agencies. Fourteen conferees participated, representing school administrators, supervisors of instruction, directors of guidance and special education, and psychologists and psychiatrists in charge of child guidance programs. The purpose of this conference was to study problems of organization in school systems for the diagnosis and treatment of behavior problems, to discuss problems and prac-

tices in the conduct of clinics for socially maladjusted children, and to suggest topics to be included in a proposed study under way in the Office of Education on child guidance programs. Among the topics considered of special importance by the group which are of interest to those engaged in the education of exceptional children are the following: (a) the general need in school systems of a fourfold clinical service—psychiatric, pediatric, psychological, social; (b) the need of understanding and participation of teachers in clinical programs; (c) the importance of making the clinical program influence the general school objectives and procedures, including guidance, curriculum adjustment, and special facilities for exceptional children; and (d) the importance of coordination of the efforts of all agencies concerned looking toward the best possible adjustment of every child in the school system. A report of this conference together with the results of the study referred to now under way in the Office of Education will, it is expected, be available for distribution probably during the coming year.

THE ROLE OF THE TEACHER-TRAINING INSTITUTION IN DEVELOPING THE FIELD OF SPECIAL EDUCATION

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The teacher-training institution must approach the field of special education as a newcomer. It must accept leadership in certain phases of the work for which it is peculiarly fitted. Yet its attitude toward the work as a whole must be one of complete cooperation—one for all and all for one. The contributions to special education for which the teacher-training institutions are peculiarly fitted are three:

Publicity—They can bring the work as a whole, and each area as well, before educators in particular and not neglect the general public. It is necessary for the success of special education that its purposes and needs be better understood. Sentimentalism has too often replaced common sense. Propaganda has outrun educational methods. Lesser needs are often met when the greatest catalyst of all, the education as such of the handicapped individual, has been placed in a position of secondary importance. The pathway to happiness and usefulness for the handicapped lies primarily thru proper education.

Teacher training—Proper education implies properly trained teachers. We have come to realize that this cannot be done effectively by the cadet system or any other ingrained methods. Neither can it be done without the facilities offered by the great teacher-training institutions, usually part of some university, where the thousand and one problems and needs may be met thru a multiplicity of resources and faculty councilors. Here it should be noted that, except in real emergencies, official educational agencies would best not attempt teacher training for special education but confine themselves, with their limited personnel and funds, to promoting the necessary expansion of such work and to supervising field work and advising the

teacher-training institutions which must work in cooperation with them. Likewise there is room for no more than a very few training setups for teachers of the handicapped. It is a limited field and there is too much interest in it by prospective teachers rather than too little. Teachers of the handicapped must be successful with normals first. Then they require at least one year's added preparation—perhaps as much as two years—of both a theoretical and a practical nature. With a very few setups of a high type available and a definite agreement as to requirements for state and city registration the work can be kept up to its present high quality. Furthermore, even if liberal government funds became available for expansion of the educational work, as thru certain projected bills, danger lies in overexpansion too rapidly with partly-trained personnel. It is doubtful if even normal schools should be training teachers for the handicapped. They are not usually in a position to handle the training economically and they too often depend on one or two persons to cover all areas, something which is, practically speaking, in the realm of the impossible. Our own experience has shown us, both in survey studies and in the actual operation of a department offering complete training, that the real needs of the teacher in training and the teacher seeking professional improvement cannot be met properly without a wide range of specialized personnel and a multitude of facilities for practical work plus a highly expensive supervisory system for field training.

Research—The third cooperative service to be rendered by the teacher-training institution is research. Unfortunately research, to date, has been sacrificed to service in special education. We are living off capital and we are not creating new capital. We are not assembling the opinions of leaders in an organized way; neither are we adequately testing those opinions under objective conditions. It is amazing indeed how special education has progressed under such conditions. Had not the personnel in special education been a selected group, chosen in the main from successful teachers of normals, little would have been accomplished. In many instances leaders have been so compelled to put their energies and funds into service needs that research has not been possible. Philanthropists will have to underwrite the research needs of special education if it is to progress as it should. Meanwhile a few devoted souls sacrifice leisure and even health to advance the field as best they can. Research should be of an organized, cooperative type. Probably the best research program should be planned on a nationwide basis. The large teacher-training institution is the best clearing station for such work, since it has facilities for putting the theoretical to the practical test, adapting it to use in the field, which ought to be the primary objective of research in this work rather than the collection of obscure, unimportant, and unusable facts and statistics.

I am convinced that the teacher-training institutions of this continent are waking to the needs of special education. I am convinced that their doors are now open to the personnel in special education tho until a very few years ago this was the one neglected and unexplored field of education, in terms of the major training institutions. The secret of success to date has been full

recognition of the abilities and needs of all concerned, a spirit of welcome by the great teacher-training institutions, and a definite attitude that we of the teacher-training institutions are ready to do our part, and are eager to cooperate.

SPECIAL EDUCATION FOR HANDICAPPED CHILDREN IN NEW YORK CITY—*Abstract*

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In the public schools there are numerous children who are unable to profit by attendance in the traditional classes because they are physically disabled, mentally backward, or emotionally unstable. In consonance with the idea that the public school system owes its handicapped child equal opportunity with his normal brothers and sisters for education adapted to his needs, there has been developed in the system the present plan which provides specialized education and health care for this group in special schools and in special classes in public schools, hospitals, and child-caring institutions.

That the introduction into our public schools of the special class for the special or atypical child was a wise and forward step is attested by the progress of the pupils and the steady growth of the work until now there is not a single type of maladjusted child for whom school care is not provided. For example, we have classes for the blind; sight conservation classes for children with impaired vision; classes for cripples; classes for cardiacs; open-air classes for malnutrites; outdoor classes for pre-tuberculous children; instruction for home-bound children—including helpless cripples, cardiacs, epileptics, typhoid carriers, and others with malignant and contagious diseases; the school for the deaf; classes for speech improvement; ungraded classes for the mentally retarded; low I.Q. classes for the markedly retarded; probationary schools; and special classes in designated schools for children presenting problems of conduct or personality.

In the conduct of this special type of education we have adhered to the policy established by our Board of Education of giving to the handicapped child an opportunity to associate with his normal brothers and sisters, so far as it is possible, with the thought in mind that this normal contact will enable him more easily to meet situations with which he will be confronted later in life in the workaday world.

In accordance with the foregoing, 8430 of our 13,000 physically handicapped children attend school in regular public school buildings where they have the benefit of privileges and supervision afforded normal pupils. Their physical comfort is assured thru the construction of appropriate classrooms equipped with suitable furniture and personal equipment. The remaining number of physically handicapped children is distributed in classes in hospitals, convalescent homes, and day camps on piers and on boats.

Selection of cases—The procedure followed for placement of candidates in the several classes for physically handicapped children varies with the type

of case. Recommendations for special school care are based on the results of health day examinations, reports of the medical staff of the department of health assigned to the inspection of the health of school children, reports of physician specialists in various fields, private physicians, social workers in hospitals and clinics, attendance officers, and visiting teachers.

Complete physical examination by a specialist in the type of case under consideration is required, the results of which are submitted to the administrative head of the activity and serve as a guide in the school placement of the child and in his school and medical care. The physical examination is augmented by psychological tests and psychiatric examination, if necessary. This policy of examinations and tests was initiated by the Board of Education with the purpose in mind of so placing the child in school that he will receive the greatest benefit from the instruction given.

Curriculum—The regular course of study is modified both as to content and method to meet the needs of children in the various groups. An intensive study is made by the class teacher by observation and the use of tests for the purpose of discovering in the various children special aptitudes which may be developed to the limit of the individual child's capacity. In using our regular course of study as a basis for the program of instruction for special classes we are guided by the fact, as gained by experience, that pupils thus trained make easier and better adjustments on their return to the regular grades.

Ungraded classes—In the ungraded classes are assembled those pupils whom society has been slow to recognize as handicapped because they show no obvious physical defects. They deal more successfully with concrete situations than with symbols. The way they learn makes it impossible to carry on, in the ordinary grade, work of the regular class. These pupils under specially trained teachers who give greater consideration to individual differences in the children than does the ordinary teacher, make satisfactory progress in academic subjects as well as in industrial arts, household arts, nature study, music, and physical training.

These classes differ in type. They are organized on chronological age, mental age, and on sex lines, as classes for older high-grade girls, classes for older high-grade boys, and classes for younger children. Because of our large school organization and the proximity of school to school it is possible for us to differentiate ungraded classes on the principle of the most insistent need presented by children, such as classes for neurotic children, classes for psychopathic children, and classes for doubly handicapped children.

Teacher—The teacher of the special class must have qualifications equivalent to that of the teacher of common branches with additional training in the technic of teaching the particular handicapped group which he is licensed to teach. The special class teacher must be proficient in the art of handwork; he must have some preparation in the fields of mental hygiene and social adjustments; he must be able to train children in the necessary health care. His personality is of paramount importance in the field of special education. It is necessary for him to possess a sympathetic understanding of the handi-

capped child; have a knowledge of the causal factors underlying the student's handicap; and have the ability to aid the child to overcome the effects of his handicap and to build up in him that feeling of confidence so necessary for success.

Supervision—The principal of the school is responsible for the administration of these classes as part of his school organization. Directors of the special class activities are specialists in their respective fields. As a consequence, the directors act as advisers to principals, assistant superintendents, and the Board of Superintendents on all matters pertaining to special education.

In addition to these supervisory duties, directors are responsible for the examination and selection of candidates for the various activities, conferences with teachers, contacts with social agencies, followup of health care and after-school adjustment, as well as for the conduct of experiments leading to instruction improvement, physical betterment of pupils, and economy of administration.

Value of special education—Teaching technics and devices as well as procedures in health care used successfully in classes for the handicapped are accepted as valuable contributions to education in general. Supervisors, principals, and others recognize the role of the special class as a fulfilment of the needs of a pupil rather than a clearance device to rid the school of undesirable material.

Another concrete evidence of value is found in our records which show an enormous turnover in the various types of special classes. This turnover is occasioned by the pupils' improved physical condition and their consequent transfer from home instruction and hospital class to classes for physically handicapped children in the schools, and from the classes for physically handicapped children to the regular classes.

Children in the special classes graduate on the same basis as normal children. And it is a matter of record that a large percent of the graduates of these classes who enter secondary schools and other institutions of higher learning make normal progress, and in many cases are numbered among the prize winners in these advanced schools. Studies of the after-school career of both physically and mentally handicapped children reveal that the special education provided for them in our schools has helped materially in their adjustment to experiences in life.

We must realize also that if the handicapped child is not given an opportunity for the development of his special abilities, he will eventually become a burden on society, while, on the other hand, if he is given training commensurate with his ability, the assumption is that he will become a self-contributing, self-respecting member of society and perhaps a genius in his chosen field. Statistics show the enormous cost of maintenance of persons in institutions for the handicapped. In some cases, it is four times as great as the cost of education in a public school. It is plain to be seen, therefore, that in the last analysis neglect of the mentally and physically handicapped

child places a heavier financial burden on society than does provision for his education and training.

Emphasis has been placed on the value of the physical examination of children of preschool age, and the necessity for the removal of remedial physical defects before the child enters school. By means of the radio and talks to parents associations, we stress the value of early recognition of any deviation from the normal in a child, and the great necessity of seeking remediable measures as early in the child's life as possible.

We are constantly endeavoring to secure the cooperation of all agencies interested in child welfare, it being our firm belief that the greatest progress in special education for the handicapped child will be made only thru intelligent cooperation of parents, physicians, school, and community.

*DEPARTMENT OF
SUPERVISORS AND DIRECTORS
OF INSTRUCTION*

HISTORICAL NOTE

THE DEPARTMENT OF SUPERVISORS AND DIRECTORS OF INSTRUCTION *in its inception was an independent society called the National Conference on Educational Method, organized at Atlantic City in February 1921. The first number of its publication, the JOURNAL OF EDUCATIONAL METHOD, was published in September of the same year. At the Boston meeting, in February 1928, the name of the society was changed to the National Conference of Supervisors and Directors of Instruction, and the Executive Committee was instructed to prepare a petition asking for acceptance as a department by the National Education Association. This petition was acted upon favorably at the Minneapolis meeting of the N. E. A. in July 1929 and a regular department was thus created. The Department publishes a yearbook and a journal, now called EDUCATIONAL METHOD. Annual dues, \$4, are payable to the executive secretary. Meetings are held twice a year, in connection with the conventions of the N. E. A. and of the American Association of School Administrators.*

The officers for the year 1938-39 are: PRESIDENT, Edith M. Bader, Assistant Superintendent of Schools, Ann Arbor, Mich.; FIRST VICE-PRESIDENT, Hollis L. Caswell, Professor of Education, Teachers College, Columbia University, New York, N. Y.; SECOND VICEPRESIDENT, Lucille Nicol, Assistant Superintendent of Schools, New York, N. Y.; FIELD SECRETARY, James F. Hosis, Professor Emeritus of Education, 50 Rockland Ave., Yonkers, N. Y.; EXECUTIVE SECRETARY, Mary F. Hazell, 1201 Sixteenth Street, N. W., Washington, D. C.; EXECUTIVE COMMITTEE: Paul T. Rankin, Supervising Director, Research and Informational Service, Detroit Public Schools, Detroit, Mich. (term expires 1939); Rudolph D. Lindquist, Director, Cranbrook School, Bloomfield Hills, Mich. (term expires 1940); Julia L. Hahn, Supervising Principal, Third Division, Washington, D. C. (term expires 1941); and the officers of the Department, ex officio.

Facts relating to the establishment of this Department and the record of its meetings may be found in earlier volumes of PROCEEDINGS as follows:

1928:831-832	1932:679-694	1936:523-541
1929:803-826	1933:681-696	1937:567-590
1930:773-800	1934:673-692	
1931:801-824	1935:627-644	

DICTATORSHIP OR COOPERATION?

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IF THE AFFAIRS of the people are not to be run by dictators, there are but two possible alternatives: the one is chaos—no management at all; the other is that the people run their affairs for themselves, as a people. Barring chaos from the picture, we must then choose between dictator control on the one hand and social self-control on the other. In the present world contest between these two ways of controlling human affairs, dictatorship has a distinct advantage in that it does not require public intelligence. Social self-control can come only by the tedious route of common thoughtful effort—effort based on informed insight. How well we know the difficulties in the path of intelligent working together amid differences of outlook! How stubbornly do deep conflicts of interest resist the counsels of reasonableness!

In contrast, the way of dictatorship precludes all such difficulty. It furnishes information and insight *to* the people. It thinks and plans *for* them. It spares the conflict of interests by formulating and *decreeing* the interest of the whole people, of the state. It is sobering to realize how ready a people may be for this dispensation. Thinking together, planning together—all the measures indeed that go with real cooperation—require patience, reconsideration, tolerance. We do not find ourselves immediately ready with these graces. They are the fruit of discipline.

Dictatorship provides short cuts to gratifying the more immediate needs of people and appeals thus to enormous sources of motivation and power. Every dictatorship in the Western world today has used at least four types of appeal, each one of them a lure to his people to forego the intelligent self-control that comes thru cooperation. These four appeals are: first, the appeal to the feeling for economic security; second, the appeal to the individual's need for being caught up, absorbed, in a cause greater than himself; third, the appeal to the emotions of belonging in the crowd; and fourth, the appeal to the sense of emergency, or state of crisis.

My thesis is that a wide-awake democratic interest will take some of its chief cues for action and for education from these four appeals which the dictator so effectively employs. Unless we can anticipate the dictator at these points, the dictator will have his way. Unless we, in our approach to the intelligence requisite to cooperative control, are wise enough to move via these same routes of human need or their virtual equivalents, I fear we shall lose the day to some form of dictatorship. These four persistent movers of human conduct will not eventually be denied. At the same time, the hope of democracy lies in the possibility of directing the great power of these motives into that cooperative effort which literally saves the soul of the individual. To say the very least, the achievement of democracy cannot come in spite of these forces, if these forces are working against it.

Cooperation and Economic Security

Let us take up these appeals, in order. First we have the appeal to economic security. The dictators of today have ridden into power with slogans of economic security. Soviet Russia's régime is obviously built upon the basic promise of economic security and plenty. Fascist Italy's dictatorship was engineered into being by men and groups which had furthered labor organization and had been socialist in name and in interest, bent upon a new kind of economic order. The Fascist state did not come into being denying or ignoring such goals, but rather promising to get to them more quickly, surely, and efficiently by the dictatorial route.

At the last election but one before the Nazi régime came into power, seven million people voted the Communist ticket in a German national election. In addition there was a large socialist and social democratic vote. All these millions had their hearts set on more economic goods and greater security. And what was the name of the party that swept them into its wake and itself thus into power? It was the National Socialist party, promising along with other boons this very economic good which they sought.

It is a safe venture that no party or person can get into political power in these western countries today without promising the people economic improvement and increased security. But bright promises of provision for people's economic needs can all too easily become the mess of pottage for which they are beguiled into selling their birthright of freedom, intelligence, and personal integrity. There is no more serious peril in our own country today than that produced by persistent economic need—millions existing below decent living standards and other millions unemployed. A promised satisfaction of such needs can seem for the moment to be of such great worth that all else sinks into the background in comparison. At such a time the great freedoms for which generations of our forebears paid an unlimited price can be obscured and too easily sacrificed just to gain a job, and enough to eat, and a pittance to keep children in school, and a little for the movies. Freedom does not stay won and there is today no condition which so jeopardizes it as does this almost fatal readiness of people to take up with some short cut to having enough to live on decently. It is so easy to say, "Now we will give up our freedom, our faith in the intelligent cooperative enterprise just long enough to be put on our feet economically. Then we will have the real basis for democracy."

But two damning things are true about this procedure. First, the freedom once surrendered does not return and, second, the economic advance does not come as expected. None of the dictatorships has yet proved up on its promise of greater freedom for the people, and none of them has been convincing in its provision of general economic sufficiency and security—certainly not enough so, even if it were possible at all, to compensate for the loss or denial of freedom.

We who cherish the tradition of democratic control and hope for its realization in the world must keep before us the prime necessity for meeting this economic need. Cooperative intelligent effort must be applied to *this* problem as such.

There is prevalent still in America the illusion that an unrestricted competitive economy is democratic. This not only is not true today, but gives no promise of being true in the future. Concentrated and organized property interests are built upon the principle of coercion. There is coercion of labor, coercion of other interests, and coercion of political officials. This coercion in our economic system, a coercion which in times of crisis so readily uses and elicits violence, is what we run into as we think of employing cooperative intelligence to bring about a basis of material security, a security which will "release the powers of individuals." This is not the occasion to blueprint a course of action, but it is the occasion for noting that the way to achieve democratic control is to face realistically and courageously the task of substituting democracy for the coercive procedures in our economic management. Here is a place to work, and to work vigorously if we would forestall political dictatorships, for political dictatorships and their inevitable violence grow as naturally from economic coercion as an oak grows from an acorn. They belong together.

One of the most, perhaps *the* most, challenging task of social intelligence today is to learn to work cooperatively in the pursuit of a socialized economy wherein a "basis of material security will *release*," not coerce and restrict, "the powers of individual persons." This undertaking, in the words of Dewey, is "the greatest educational power" and "the greatest force in shaping the dispositions and attitudes of individuals." Herein we see a large part of the price we must pay to save ourselves as a people from dictatorship.

Cooperation and the Lure of a Great Cause

A second device used by dictators is the lure of a great, absorbing, transcending cause. This is a response for which youth particularly is always ready. The recent national movements toward dictatorship would have been impossible without this spirit of youth. The dictator is wise for his times. The human individual, especially the young one, is keen for something to live for, something larger than himself, something noble, great, all absorbing.

Here again the error we so easily make is to adopt and promulgate pseudo-causes in order by short cuts to get to the desired feeling. It is fundamentally right for human persons to seek great causes of living. When we have no vision, we perish. But the very lure of this to people makes them susceptible to *ill-considered* causes—nationalism, imperial glory, false conception of race, narrow national interest, and crude national honor. Those which strike nearer home for us are the attainment of great private wealth, bigger and better business, great technological achievement, highest buildings, rapid transit and travel, speedy communication, spectacular exhibition, world's greatest world's fairs, and the many others you know so well. They all, as causes, seek to lift man out of his humdrum life.

So long as this need remains basically unsatisfied, the rise of dictatorship is easy. Let just one generation of youth approach its maturity without something to lift it up out of itself; let millions go unemployed, other millions see no security, and let all of them see nothing great for which they indi-

vidually and collectively can live, and there is produced a situation charged with dangerous explosives. We have some good ground for believing that our country is not entirely without this peril today.

What can we say to the young? What will they choose beyond themselves to live for? How will they be made proof against the lure of the ill-conceived short cuts that lie in wait to seize upon their eagerness? How shall they be spared a precipitous gravitation to causes conceived by others than themselves and calculated to exploit their lives? Unless these questions can be answered in a way congenial to intelligent cooperation, they will be answered in a way that surrenders this one and only course of procedure in which the individual is kept sacred. In a moment of pathological impulse, a people will yield to the call of false dictatorial leaders.

I go wholeheartedly with those who say that we must make democracy a way of life, something to be lived for, to be devoted to, to be jealous for, to be praised and promoted at every chance. Our schools have here a great cause. They will *find themselves*, as they translate this ideal into the hearts and habits of a generation. Herein, indeed, is their freedom. Any other route leads away from liberty.

Consider, however, that the slow developing, intelligent cooperation which is the democratic way puts us at a disadvantage among those alluring short cuts that falsely promise abundant living without intelligent effort. What can we do to prepare a generation of youth against this exceedingly great danger?

Perhaps I have done my part when I have brought the challenge thus to a focus, but there is an emphasis which I should like to make in passing. If the way of intelligent cooperation is really the way of human salvation, then it is something big and great to live for. Let us unhesitatingly, without apology, make it so. And now a word about what it means to make it so.

I would say, cherish it as a birthright. The place for it has already been wrought into the tradition of the American people. As no *other* people, we have staked out destiny upon the venture of intelligent *self*-government and social *self*-control. This tradition we must cherish and, most important, we must replenish and perpetuate it. To advance this birthright, three things are necessary:

First, steep each generation in its lore and its meaning. There can be no sustaining cause for a people save as it becomes for them a cherished tradition.

Second, teach each generation what it means to collaborate in the application of their funded intelligence to the shaping of policies and the promotion of purposes and plans. Above all, let us illustrate in the life of the school itself what it means to do things democratically.

Third, if we would build a greater democracy we must not be afraid of the symbols, the rites, the ceremonies through which it is held in mind and heart and shown to the world. This is a point worthy of much more than the sentence or two I can speak for it here. Because symbols, slogans, emotion words and phrases have been misused, we have been too prone to condemn them all and to advise a people to throw them out, leaving it necessary to make each venture of life emotionally from scratch. I am sure this is wrong. A people lives feelingly. These feelings are stirred and celebrated in rites and symbols. It must bring its great sustaining beliefs and principles into forms simplified and common enough to be virtual objects of worship.

With a knowledge of this tradition, with practice in its ways, and with a genuine ritual symbolizing its power, I believe it is possible to bring up a generation sufficiently devoted to our cause to be fortified against the lure of dictatorial deceptions and equipped to set the practice of democracy a step forward in the world. People, especially youth, must have something great to live for. For America, this great cause is the democratic way.

Cooperation and Crowd Emotions

The third of the devices dictators today are using falsely to gratify people while denying them their real possibilities of intelligent self-control is what Aldous Huxley has a bit extremely called the "sub-human" response revealed in the sense of being part of the crowd. We recall the pictures, the massed millions of soldiery on the flag-bedecked squares of imperial cities, the sea of tin hats and bayonets, the goose-stepping regiments, the hordes moving as one, the onlookers caught in the feeling of the rhythm and emotionally moved in the common beat of music and drums. Who can retain his individual intelligence when he has repeatedly a part in such maneuvers? I believe it is sound to say that national dictators would not get far in power without reliance upon this device.

Is it subhuman? Certainly man tends to become less than his possible intelligent self under such influence. Yet would we best rule it all out? I believe not. As with so many other enjoyed social experiences, it is dangerous only in excesses and when misdirected. Who will deny that the band, the drums, the marching soldiers, the symbols are fetching? There is no sense in seeking to deny or forbid it. Rather, why not use it to good ends? The curse of massed soldiery is what it stands for in its service to dictatorship and its threats of destruction to human lives and human values. Turn these purposes into the cause of human good and the occasional absorption in the common beat and common elation will be only to the good.

But I must add that a sense of humor along with maturing intelligence will probably lessen the grip of such mass and rhythmic kick-stepping affairs upon the feelings of a people and the practice of their rulers. The unity got by such measures tends to be the unity without the saving differences of individuals. Uniforms and shirts can be dangerous things. They tend, unguarded, to reduce the intelligence that belongs in human affairs.

Cooperation and States of Crisis

The fourth device of the dictator by which he avoids the people's use of intelligent cooperative dealing is to induce the sense of crisis or emergency. War is the chief of all such usages. Many of you will remember how in this country in 1917 the critical powers of the country, just when they were needed as almost never before, were suppressed under propaganda and threat of violence, while those in power carried us into and thru the wretched combat. If a state of war exists, democracy signs off; and in these times, when democracy thus signs off, she cannot expect to be reinstated without loss of much of her appropriate and hard-won freedom of thought and control. The ways of war emergency tend to perpetuate themselves far beyond the conclusion of the armed conflict. Some losses tend to be lasting.

Here, then, is another of the much practiced ways thru which the on-march of intelligent cooperation is hampered. How, if at all, can the friends of democracy prepare a generation to turn this force to the advantage of the greater cause? First and foremost, do everything humanly possible to discredit the making of war and its indispensable handmaidens, the exalting of military systems and of fabulous expansion of armaments. This is democracy's public enemy No. 1, the world's worst device for calling alarms and thus excusing the utter suppression of intelligent freedom.

Conclusion

I have been urging that something can and must be learned for democracy from the several major ways in which forces in the world today lure peoples away from intelligent cooperation and into the surrender of self to the will of dictators.

To keep dictatorship out of America, I can see the necessity for working with our cooperative might toward the achievement of a new, perfectly possible economic plenty and security to anticipate the dictator's false promise.

I do not hesitate to proclaim the wisdom of building our great and developing tradition of democracy into the knowledge, the habits, and the affections of the young, and of utilizing the symbols of a real democracy as rallying points for the common feeling life of the people. Democracy as a way of life can be a great cause to lift a people out of its otherwise drab and unredeemed self.

I have ventured that we can forestall the dictator's use of the crowd to pattern and subordinate the free individual, not by decrying the possible economy of crowd psychology, but rather by tempering it and directing it to ends that make it less a danger, more a boon to human good.

Then I have asked for the steady, relentless removal of war, military systems, and senseless armaments as the world's chief resort today for suppressing the intelligent cooperative deliberation of peoples in determining the policies they with their lives and all shall serve.

The social intelligence basic to democratic living must furnish a people against these deceptions of the dictator. The schools can contribute much, and there is no time to waste.

THE PLACE OF COOPERATION IN THE DEVELOPMENT OF INSTRUCTION

PAUL J. MISNER, SUPERINTENDENT OF SCHOOLS, GLENCOE, ILL.

It is our purpose to consider the place of cooperation in the development of instruction. When I accepted the invitation to discuss this subject, it seemed quite simple and easy. When I began to explore seriously all the implications, the complexity of the subject quite overwhelmed me. Perhaps Stuart Chase is responsible. Since reading his *Tyranny of Words*, I am almost afraid to open my mouth. I am haunted by the necessity of disclosing referents. A careful diagnosis would probably reveal a case of semantic jitters. Coopera-

tion, development, instruction—do these symbols suggest word trouble among the educators? Are they simply generalized abstractions with no concrete reference to real experience?

Unlike many critics, Mr. Chase proposes a remedy for word trouble. He calls it “the operational approach.” If I interpret this approach correctly, it means literally that we know what we are talking about. For the purpose of our discussion, it would seem to imply that we should consider together some of the problems which have arisen as we have sought to achieve cooperation in the improvement of instruction.

What are these problems? Formulated as questions, they would probably appear something like this: What shall we mean by cooperation? Whom shall we include in the cooperative enterprise? Shall we attempt to employ cooperative technics in all areas of educational activity? Where does the specialist come in? How can organization be planned to facilitate cooperation?

Our first question, “What shall we mean by cooperation?” is not as simple as it looks. Mussolini believes in cooperation. The Italian people cooperate with him by reverently offering prayers each morning to Il Duce for life, liberty, and the pursuit of happiness. The unanimous adoption of the “Heil Hitler” salute in Germany is a form of cooperation. The C. I. O. interprets collective bargaining as cooperation. The cheer leader at a football game gets cooperation when the crowd responds lustily to his handsprings and cartwheels.

S. A. Courtis has identified nine levels or types of cooperation. He designates the highest type as democratic cooperation. Concerning it, he states, in his book *Cooperation*:

To achieve this level, there must be complete sharing of experience until all individuals become *equal in knowledge and desire* with respect to the situation being considered. Each personality must contribute distinctively until a rich unity of thought and purpose results. There must be a “making-up-of-the-group-mind” by a process very similar to that in which the individual makes up his mind.

It is reasonable to assume that workers in the field of education should be interested in the ultimate achievement of democratic cooperation. It is equally reasonable to assume that extremely few of us have had any experience with democratic cooperation as it is defined by Courtis. The reasons for our failure to achieve democratic cooperation are rather obvious. We do not know how to do it. The line and staff organization borrowed from industry and the army has resulted in the development of undesirable status relationships. The terms “administrator” and “supervisor” too frequently suggest power and control vested in one or, at least, a few persons.

Even in those places where the most complete attempts have been made to achieve cooperation, it is doubtful whether the achievement has gone much beyond the leadership level. This is not to say that intelligent, tactful, and socially sensitive leadership is deplored. It is simply to say that the common garden variety of leadership does not represent democratic cooperation because it always involves an element of domination. All too frequently cooperation is interpreted to mean the appointment of committees commissioned by the central office to investigate and report upon problems considered as

"safe" by the powers that be. Such procedures represent a form of cooperation but by no stretch of the imagination can they be called democratic cooperation.

Democratic cooperation implies genuine respect for the intrinsic worth of the individual personality. It implies the provision of opportunities which permit persons to make distinctive contributions to the solution of socially significant problems. It demands that persons who are expected to implement instructional policies will have had complete opportunity to participate in the formulation of the policies.

There are many types or levels of cooperation. What is meant by cooperation in any given situation will determine quite completely the nature and kind of policies and procedures that are adopted.

The second question, "Whom shall we include in the cooperative enterprise?" is an interesting and important problem. Again, the answer is not simple. If democratic cooperation is the ultimate goal it will not be enough to say that teachers and pupils are to be included. Schools do not operate in a vacuum. They represent but a single agency operating within a dynamic cultural pattern. It is becoming increasingly clear that a realistic program of education must concern itself with the entire cultural pattern as the source of educative experience. The extension of organized education beyond the walls of the school building presents new problems of cooperation. The problems will not be solved by adding only the parents of children to the list of those to be included in cooperative enterprises. Non-parents are the source of educative experiences. The failure to include them has quite frequently caused trouble. Democratic cooperation would seem to imply that actually all community persons will be included in the program of education. It suggests the need for a new type of community organization within which all agents and agencies are cooperating in the achievement of clearly defined social purposes.

The third question, "Shall we attempt to employ cooperative technics in all areas of educational activity?" is quite obviously a leading question. The answer is undoubtedly "Yes," with perhaps the trite qualification of "so far as is humanly possible." Altho it is recognized that the cooperation of all persons in every area of educational activity is extremely difficult, a few illustrations drawn from actual field experiences will indicate that much more can be done than is usually assumed. There is a growing emphasis upon the participation of pupils and teachers in curriculum making, revision, and recording. Finally, it is being realized that pupils and teachers behave more intelligently and effectively when they know what they are doing and why they are doing it. If it has not already happened, it is quite safe to predict that the era of domination by curriculum experts will pass and be replaced with the era of continuous and cooperative development of curriculums by pupils, teachers, and experts. In fact, we are probably now ready for the participation of community adults in the activities of curriculum building. The experts tell us that the curriculum should represent a comprehensive statement of social policy. If this be so, then the cooperation of community adults

is desirable and necessary. Auspicious beginnings in scattered places thruout the country suggest that more lay participation can be expected in the future.

Traditional technics of evaluation have made genuine cooperation difficult of achievement. The use of standardized achievement tests and the interpretations made of the results have tended to inhibit and restrict cooperation. No matter how much is said concerning the use of test results solely for diagnostic and remedial purposes, teachers are skeptical about the possible comparisons that may be made. This is not to say that less attention should be given to evaluation. On the contrary, it represents one of the most seriously neglected fields of educational activity. The need is for more clearly defined educational purposes cooperatively formulated by teachers, pupils, specialists, and community adults. With these purposes in mind appropriate technics of evaluation can be developed cooperatively and made an integral part of the instructional process. Tyler's work with the cooperative development of evaluation technics is evidence of the trends that may be expected in this direction.

There will probably be little disagreement concerning the development of cooperative technics in the areas of curriculum building and evaluation. There is a tendency, however, to consider such areas as school plant designing, finance, and the purchase of supplies and equipment as the restricted reservations of the specialist. School buildings, budgets, textbooks, supplies, and equipment have value only to the extent that they facilitate teacher-pupil relationships. Who could be better equipped to formulate the instructional specifications for a new school building than the persons most intimately concerned—the pupils and teachers? The problems that have always existed among teachers with respect to salaries and budgetary procedures in general have been accentuated by the economic conditions of the last few years. Too frequently budgetary procedures are shrouded in mystery. Teachers are not adequately informed concerning the intricacies of levies, rates, and legal limitations. The active participation of teachers in the development of school budgets and salary schedules should result in increased understanding. Participation in these areas can be expected to achieve a high level of democratic cooperation and socialization.

As organized education continues to make the immediate cultural pattern the source of learning experiences, increased opportunities for the cooperation of community adults will be presented. In every community there are persons who have distinctive contributions to make. Wherever attempts have been made to secure the participation of community adults, the results have been extremely encouraging. Mr. Brown, whose hobby is travel, returns to the city each year with moving pictures of what he has seen. He shows his pictures to the school children and becomes a resource member of the faculty. Mrs. Jones is an artist. She cooperates with the pupils in their room beautification projects. The Women's Literary Club members conduct story hours in the school libraries. The Garden Club members cooperate with the Student Council in the screening and landscaping around the new junior high-school building. Obviously the opportunities for the cooperation of community adults are endless.

Most of us will agree that it is desirable to think of the learning process as a series of related, purposeful, and continuous experiences. To secure such organic unity it would seem that the technics of cooperation must be universally applied. To limit any area of educational activity solely to the contributions of the specialist would destroy the essential organic unity which is being sought.

The problem defined by our fourth question, "Where does the specialist come in?" is one that should be approached with great humility.

An illustration from actual experience should help us to evaluate the place of the specialist in a cooperative program of instruction. Recently a reading specialist came into my office and announced that she could not sign her name to a report that was being submitted by a committee of teachers. This specialist had been working with the teachers for a period of three months on the development of a functional reading program. She was unwilling to sign the report because she could not agree with everything it contained. She insisted that her reputation as a specialist would be injured if her name appeared on the report. I assured her that it did not matter whether her name was on the report or not. I was concerned mainly about her happiness and if it would make her happy not to sign the report she need not do it. Then she asked me the very important question with which we are concerned here, "Where does the specialist come in?"

My answer to her question was an attempt to emphasize what I believed to be the implications of democratic cooperation as they appeared in her situation. The specialist is a resource person. She has distinctive contributions to make to the instructional program in accordance with her specialized interests and abilities. She is a person and as such she is entitled to complete respect. It is her duty to present objective data and interpretations supporting her point of view. She must remember, however, that teachers are likewise persons. They are also specialists. Interestingly enough in this case the specialist had never had any classroom teaching experience and she failed to see that the classroom teacher was as much a source of specialized contributions as she was.

I think all of you will agree that this problem is by no means a straw man. Rather it is one that must be faced squarely if democratic cooperation is to be more than a subject for conference speeches. It is my firm conviction that our specialists must recognize certain limitations when these conflicts arise. Their facts may be wrong or inadequate. Their interpretation of the facts may differ because they have accepted a different set of values as the basis of their interpretation. Or, the specialists may be right but lack the skill necessary to bring about understanding and desire on the part of other persons. Whatever the cause, the specialist should respect the contributions of others and make the adjustments that are demanded if genuine cooperation is to be achieved. This is not to say that the specialist must abandon her data or change her values. It is rather to say that she will critically examine them, make modifications where she is convinced they are desirable, and start over again. She has no right to relinquish her responsibility of making distinctive contributions as long as she does it democratically.

It may be that we should abandon the term specialist and use, perhaps, the term counselor. Persons whose specialized interest and abilities lie in the field of psychology, health, music, art, crafts, and curriculum would be thought of as resource persons prepared at all times to render service where it was needed and desired. The classroom teacher, working intimately with children, is best equipped to determine the nature, kind, and amount of services to be rendered by the counselor. For the most part all counselors would be "on call" rather than "on schedule." Personally I do not believe there is much hope for instructional programs that are functionally related to the interests, needs, and abilities of children, until some such plan is accepted in practice.

The specialist who contends that such an interpretation of her function will result in low standards of achievement, waste of time and energy, and an unbalanced instructional program simply admits her inability to exercise creative and democratic leadership. It has been my good fortune to work with counselors who prove that it can be done.

Time will not permit detailed consideration of our last question, "How can organization be planned to facilitate cooperation?" Experiences with organization in different places thruout the country suggest that the achievement of cooperation demands careful planning. One plan that has been used quite successfully provides for four basic committees operating in each building as the unit of participation: (1) the community relations committee, (2) the teacher affairs committee, (3) the curriculum activities committee, and (4) the socialization committee. Membership in the various committees is usually voluntary. The responsibilities of the committees are indicated by the designations altho the functions of each are specifically defined. The socialization committee is the coordinating committee and its membership includes the chairmen of the other three committees together with the principal of the building.

The building organization represents the unit of participation. The citywide organization provides for a coordinating council, two auxiliary councils, a consultation staff, and a governing board of the local professional organization. In the citywide organization the coordinating council integrates the activities of the several building faculties. Its membership includes one representative of each of the building socialization committees, together with the superintendent of schools, a representative of the governing board of the local teachers' organization, one representative of each of the two auxiliary councils, and members of the consultation staff on call. There are two auxiliary councils in the citywide plan—the curriculum records council and the evaluation council. The membership of the curriculum records council is composed of one member of each building curriculum activities committee. The membership of the evaluation council is composed of one member of each building socialization committee. The consultation staff has a service relationship only. It is composed of all the specialists in the system. The governing board of the local professional organization is composed of one member of each of the building teachers affairs committee.

The foregoing outline of one plan of organization simply indicates how necessary it is that provision be made for cooperation. It just does not grow up like Topsy.

Whatever plan of organization is used, it is quite clear that it must provide: (1) opportunity for complete participation in accordance with individual interests, needs, and abilities; (2) careful definition of functions to avoid duplication, conflict, and loss of efficiency; (3) coordination of all activities to the end that there will be progressive development of policies and action.

In the introduction to this discussion your speaker implied a promise that he would say things which he, himself, understood. At this moment you have a right to be extremely skeptical. As partial atonement may we summarize briefly and simply a few things which may be appropriate to our discussion:

Democratic cooperation in the development of instruction will be an extremely difficult thing to achieve. It will involve many persons who do not usually participate in instructional activities—notably pupils, parents, and non-parents. It should be extended to all areas of educational activity. The precise place and functions of the specialists will need to be redefined. Careful thought must be given to the problems of organization within which a high level of democratic cooperation can be achieved without loss of efficiency.

TECHNICS OF COOPERATION BETWEEN COMMUNITY GROUPS AND THE SCHOOL

ALFRED D. SHEFFIELD, PROFESSOR OF GROUP LEADERSHIP, WELLESLEY COLLEGE, WELLESLEY, MASS.

A modern school system needs the cooperation of leaders in community groups for maintaining an enlightened public opinion as to school aims and problems. This has become especially important with the growth, in high schools and junior colleges, of the social studies, which inevitably involve controversial matters touching the special interests of chambers of commerce, professional guilds, labor unions, civic leagues, patriotic societies, churches, councils of social agencies, neighborhood centers, fraternal orders, youth organizations, and service clubs. For real help in reviewing (and perhaps revising) their aims and methods in these areas, school leaders must not only administer an education of young people *by* the schools but must devise an education of adult groups *about* the schools.

Cooperation for a methodical betterment of the understandings here can be sought thru an unofficial council on the social studies, picked by an educational leader so as to assure a membership in which (1) each member should be a person of enough reflectiveness and articulateness to keep the group effort at a profitable level; and (2) each should have enough standing in some major association to make his own adjustments of mind spread among his associates as an opinion group in the community.

The technics by which the educational leader advances cooperation thru this group have two preconditions of effectiveness: (a) he must make clear in his own mind that his handling of discussions must get people to transpose social problems from the level of crass popular description to a deeper level of analytic redefinition; and (b) he must get some prearrangement of special contacts between such groups (for example, the churches) as may be too loosely federated to afford a spread of influence from their spokesman in the council to their several neighborhood units.

The specific technics addressed by this leader to his council as a deliberative group are: (a) a method of getting the essential points in a social problem so displayed as to induce a "de-emotionalized" total view of the values at stake; and (b) a method of inducing a joint effort to analyze specific conflicting attitudes so that the conferring group works out understandings in terms of better discriminated ideas and more imaginative use of their social resources. Further technics come into play to implement the members for a spread of their mutual gains in understanding among the various groups they represent. This may be summarized as methods of getting the tools of socially productive thinking, and thus cooperatively developed, into circulation and use in the program activities of organizations thruout the community.

TEACHERS IN THE COOPERATIVE DEVELOPMENT OF INSTRUCTIONAL PROGRAMS—*Abstract*

ALICE MIEL, PRINCIPAL, DONOVAN SCHOOL, ANN ARBOR, MICH.

The desire to take teachers into the educational partnership should not be prompted by an urge to make a pretty gesture toward democracy but by a genuine belief that that is the only way in which to make the curriculum the effective agent of socialization that it should be.

Democratic cooperation means group participation all along the line—in planning, in execution, and in appraisal of results. With teachers as with children, we should proceed from the concrete to the abstract. A common philosophy of education is better built up by generalizing upon a series of common experiences than by merely theorizing on the various existing philosophies. Impatience for rapid progress defeats the purpose of democratic cooperation—teachers need to grow naturally toward new beliefs as a result of many kinds of experience.

A wide range of teachers should work together on curriculum activities in order that they may learn to take a broad view of the curriculum. A prescribed curriculum for a school system violates the principles of the community school and disregards individual differences in teachers and principals.

To save their time when engaged in group discussion and to guarantee that real group thinking will be done, teachers need to be helped to use good technics of group thinking. No one individual should dominate the discussion or the decision. The keeping of carefully written records of group

thinking is also an important technic to employ. These records often constitute a functional and flexible curriculum record for the school. In order to compensate for the extra work involved when teachers participate in curriculum activities, teachers' time and energy may be saved in many ways, notably by providing a functional organization with carefully scheduled meetings.

It is the duty of supervisors and directors of instruction to make the teacher's position one of dignity, one that offers opportunities for creative expression and continuous growth. If they give teachers a chance to participate in curriculum planning, they should expect to abide by the thoughtful decisions of the group.

COMMUNITY COOPERATION IN THE DEVELOPMENT OF INSTRUCTIONAL PROGRAMS—*Abstract*

GLENN KENDALL, SUPERINTENDENT OF EDUCATION, NORRIS, TENN.

A school is not an isolated institution in a community. We cannot, even if we would, ignore the fact that there are other educative agencies in a community. An effective program of education must be considered as a cooperating and sharing of all community institutions.

Instructional programs should grow out of the needs and interests of the participants. They should not be imposed by external authority. Participants, teachers, and the entire community must develop together a program necessary for a democratic education. Most people may have excellent ideas as to what a pupil should be interested in, what he should do, and how he should do it. However, mutual understanding and consent must be developed if the instructional program is successful.

The educational program at Norris, under the general organization of the Tennessee Valley Authority, has been so organized and developed that it is exceedingly difficult to separate the school program from the remainder of the educational activities. Staff members of the educational service perform other municipal activities of the community such as town management, health education, shop activities, and recreational facilities.

Basic in the educational program is an underlying philosophy that education is continuous and that the curriculum should be centered around fundamental areas of human activity. These areas should be outgrowths of the needs of the participants. Such a philosophy inevitably leads to participation and cooperation in the program.

Not only should a program be one of cooperation with the local community situations but there should also be kept in mind a larger community relation such as the opportunity for the development of the program with the state department of education, the universities, and the citizens of the area. Full cooperation on the part of parents is essential. All community agencies working together can bring a breadth of view which is extremely valuable in the development of instructional programs.

TECHNICS OF COOPERATION

S. A. COURTIS, UNIVERSITY OF MICHIGAN, ANN ARBOR, MICH.

The previous speakers on this program have pointed out that cooperation is an essential element in the solution of our personal and social problems. That leaves me free to devote my remarks to the question, "How is cooperation to be achieved?"

Different personalities learn in very different ways. Artistic individuals depend largely on observation, imitation, and intuition. Most of us, however, profit by the analysis of a complex situation into elements and the determination of the relationship of the various elements to each other. By a technic of cooperation is meant a formal description in terms of elements of the steps to be taken in a cooperative procedure.

Before discussing technics, however, we need to define cooperation; for cooperation is defined differently by different people. The word itself means simply "working together," but the motives which cause men to work together vary all the way from might to love. Hitler compels the German people to work together to carry out his ambitious plans for the aggrandizement of the German nation. When German and Italian interests clash, the dictators of those countries, *so far*, have been able to agree upon a compromise plan. England, apparently, is trying to bargain German colonies for peace, while in America Roosevelt tries to lead his people into new ways of doing things. When the League of Nations was organized it was hoped that the nations of the world would be able to work out the solution of international problems on the cooperative basis of intelligent understanding. These five forms of working together—compulsion, compromise, bargaining, leadership, and brotherhood—represent five different levels of cooperation. Considered in their evolutionary sequence, they tell a story of man's upward struggle from control in terms of might to fellowship on the basis of mutual respect and understanding. Educators, of course, desire to achieve cooperation on the highest level, democratic cooperation based on brotherhood, so I shall confine myself to a consideration of the technics essential to cooperation on this level.

As perhaps you know, the Department of Supervisors and Directors of Instruction last year appointed a committee to prepare a yearbook on cooperation and I am reporting to you today for the committee. We expect to have our manuscript ready for publication early next fall. The book will contain three types of material:

1. Chapters discussing the nature of cooperation and its importance in our national and social life
2. Chapters reporting the results of questionnaires sent to teachers, supervisors, administrators, etc., to determine both the prevailing concepts of cooperation and the actual cooperative activities now being carried on in school systems
3. Chapters describing the various technics of cooperation and suggesting ways in which they may be used in education.

The first two types of material give rise to few problems. We have invited various persons to write the chapters of the first type; they have accepted

and the chapters are beginning to come in. We have sent out questionnaires widely and are tabulating the returns. We have located many instances of cooperative action and are arranging to have reports submitted for the guidance of those who wish to engage in similar cooperative activities. But when it comes to the third type of material, description of technics which make possible cooperation on the highest level, we have found very little material. We are appealing, therefore, to the membership of the Department for cooperation in creating such technics. A few technics are available, but many more must be invented. We have gathered together in a small bulletin, called *Teachers and Cooperation*, all the technics we could find, together with suggestions for classroom experimentation in teaching them to children. About four thousand copies of this bulletin have been distributed rather widely thruout the country. We are depending on reports of these experiments to supply the third type of material for the yearbook.

It may seem queer to you that, with everyone believing in cooperation and asking for cooperation, the committees should find it difficult to locate descriptions of specific technics of cooperation. The truth of the matter is, however, that in the past all of us have been operating on the competitive basis. *Robert's Rules of Order*, for instance, were evolved from situations in which men were actuated by personal competitive and not social motives. An entirely different procedure is necessary if one desires to mobilize the brain power of a group on the basis of mutual helpfulness and understanding. Democratic cooperation demands unity in terms of common purposes, respect for individual differences, a belief that group planning and group action can result in achievements better than any single individual, no matter how able, can reach by himself. It seeks to harmonize conflicts of opinion and to secure unity thru understanding and the discovery of truth. All must participate in deliberations, all must work for the good of each, and each person must desire his own good only as it is achieved in the good of all. Brotherhood demands great self-control, but it yields rich dividends in terms of friendship and stimuli to creative growth.

Thruout the world the machinery of competitive cooperation has proved inadequate to solve the complex problems which confront civilization today. Democracy is threatened by the reversions which are taking place to the belief that might makes right. We hope, therefore, that you will feel a responsibility to join with us in our efforts and that you will be motivated, as we are, not only by the hope of contributing to progress in education but by the desire to aid our fatherland in this, its hour of peril.

SECRETARY'S MINUTES

Atlantic City, New Jersey

Business Meeting, Wednesday, March 2, 1938

At the annual business meeting of the Department of Supervisors and Directors of Instruction which immediately followed the luncheon on Wednesday, March 2, President Bader called attention to the problems which the organization is facing at the present time and outlined briefly the action taken by the Executive Committee and Board of Directors for a study of these problems. She urged the cooperation and support of the entire membership in this transitional period due to the fact that Dr. Hosic, who since 1921 has so ably guided the work of the Department, has asked to be relieved of active leadership and direct responsibility for the editing of *Educational Method*. She pointed out also that in the seventeen years since the founding of the society there have been many significant changes in educational concepts, so that it seems desirable at this time to reinterpret the purposes and functions of the Department in the light of these changes, and to lay plans for a long-time program.

The Executive Committee has been commissioned by the Board of Directors to hold three special meetings during the next few months—the first one in April—to study the situation and to formulate the program. By means of a questionnaire to those who have been members of the Department for ten years or more, and another to those who have recently become members, it is hoped to secure a number of valuable suggestions to guide the Committee in its work.

An editorial board of five members will be appointed to have direct responsibility for the magazine, *Educational Method*. Announcement of the complete personnel of this board will be made in May.

J. Cayce Morrison, chairman of the Nominating Committee, presented a report of the officers chosen by the Board of Directors for 1938-39. In view of the problems confronting the organization during the coming months, the Board voted unanimously to reelect the persons then in office. (For list of officers see Historical Note, page 580.)

The chairman then offered the following nominations for members of the Board of Directors for a term of three years, to succeed directors Caswell, English, Hahn, Hosic, and Morrison, whose terms had expired: Wilma Leslie Garnett, associate professor of English, Kent State University, Kent, Ohio; Helen Hay Heyl, associate supervisor, State Education Department, Albany, N. Y.; Helen K. Mackintosh, senior specialist in elementary education, U. S. Office of Education, Washington, D. C.; Eldridge T. McSwain, associate professor of education, Northwestern University, Evanston, Ill.; Gilbert S. Willey, director of teacher education and teacher placement, University of Denver, Denver, Colo. On motion, these nominations were accepted.

There being no further business, the meeting adjourned.



*DEPARTMENT OF
VISUAL INSTRUCTION*

HISTORICAL NOTE

THE DEPARTMENT OF VISUAL INSTRUCTION was organized at the Oakland-San Francisco meeting in July 1923.

The officers of the Department for the year 1938-39 are: PRESIDENT, Rita Hochheimer, Bureau of Visual Instruction, 128 East 52nd Street, New York, N. Y.; FIRST VICEPRESIDENT, J. E. Hansen, Chief, Bureau of Visual Instruction, University of Wisconsin, Madison, Wis.; SECOND VICEPRESIDENT, Marian Evans, Director, Visual Instruction Center, Public Schools, San Diego, Calif.; TREASURER-SECRETARY, Don Carlos Ellis, 20 Princeton Street, Garden City, N. Y.; EXECUTIVE COMMITTEE: Edgar Dale, Bureau of Educational Research, Ohio State University, Columbus, Ohio; Nelson Greene, Editor, Educational Screen, Chicago, Ill.; Charles F. Hoban, Jr., Director, Educational Motion Picture Project, American Council on Education, Washington, D. C.; Mrs. Grace Fisher Ramsey, Associate Curator, American Museum of Natural History, New York, N. Y.; E. Winifred Crawford, Director of Visual Education, Public Schools, Montclair, N. J.; Etta Schneider, Teachers College, Columbia University, New York, N. Y.

This Department meets once each year, in July. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1923: 85-A	1927:951-970	1931:947-964	1935:719-726
1924:963-986	1928:949-970	1932:787-800	1936:619-620
1925:864-871	1929:937-944	1933:779-796	1937:659-668
1926:949-964	1930:911-930	1934:777-788	

THE EXPERIMENTAL USE OF VISUAL AIDS IN TEACHING BEGINNING READING

ALEXANDER JARDINE, DIRECTOR OF AUDIO-VISUAL EDUCATION, EVANSVILLE, IND.

AMERICAN SCHOOLS from the beginning have been "reading" schools. Reading was the first and most important of the three R's. Since the schools of Colonial times there have been two general technics employed for teaching this most important fundamental. The first is often referred to as the "analytic" method and is still employed to a considerable extent by many teachers. Early educators concluded that by beginning with the alphabet, then thru a system of phonetics to words, and on to sentences and paragraphs, the pupil should logically learn to read.

As teaching became more scientific and educators became more concerned with the "whys" and "wherefores" of their profession, reading naturally became one area open for investigation and research. It was soon contended that reading should be learned thru a "synthetic" method, that sentences rather than letters or words were the natural thought units. Gradually this latter or "synthetic" technic began to supplant the "analytic" method of teaching reading.

With the growing awareness of the reading problem there developed many scientific studies which indicated the superiority of the whole over the part method of learning to read. Further studies then were and still are being conducted to determine what means of presentation are most desirable in teaching children to read.

The following experiment was conducted in Evansville, Indiana, during the first semester of the school year 1937-38. The purpose of the experiment was to determine whether two groups of children, each beginning to read, one group taught by the formal method and the other group taught by a so-called visual method, would show any appreciable difference in achievement at the end of one semester. Teachers in the control group were asked to teach beginning reading using the formal method of presentation. They were to use the preprimer and primer as basic texts with the addition of any supplementary materials which they might need except such materials which might be classified as visual aids. They were permitted to use such illustrations as appeared in the texts, and also might use flash cards and posters already in the room. Teachers of the experimental group were asked to teach reading without the formal use of the preprimer, primer, or any other text. These teachers were to use a visual technic. They might use any type of reading material which grew out of their class activity. These reading lessons were transferred to slides by the teacher. Often the slides were illustrated and the text was either in manuscript writing or typewritten below. The teacher introduced the story by using the illustrated slides, which were used again as the children read the story. The method of presentation varied,

beginning with very simple activities and growing more complex toward the end of the semester. The ingenuity of the teacher was the only limit for new methods of presentation in the visual technic.

At the end of the semester it was found that the average improvement of the experimental over the control group at both the upper quartile and the median was approximately one month. At the lower quartile the experimental group made an average of two and one-half months improvement over the control group.

The experiment has been successful in that teachers in both the control and experimental groups, plus many others not directly involved, have studied the visual method closely. As a result the teaching of reading has improved and should continue to show improvement for some time.

IMPROVING ILLUSTRATIVE MATERIAL IN TEXTBOOKS

S. B. ZISMAN, AGRICULTURAL AND MECHANICAL COLLEGE OF TEXAS,
COLLEGE STATION, TEXAS

The first step in improving illustrative materials in textbooks is to improve the textbooks themselves. This means the improvement of the visual appearance and design of the book and its contents and also the improvement of the structural organization of the verbal text.

The textbook of today is not to be used for rote memorization, but as a stimulus for learning and thinking; it will accordingly make functional use of all kinds of illustrative material as *integral text matter*. Illustrations should not be used for mere decoration in the hopes that the sale of the book will be helped.

Illustrations are visual forms of communication, neither superior nor inferior to verbal communication. Illustrations to be used functionally must be properly wedded to text both in content and in visual arrangement. They should amplify or clarify the verbal text, or themselves be used as text, to provide human interest, to portray environment, to simplify the reading and grasp of numbers and statistics, and to simplify the understanding of complex processes and organizations. Whenever photographs are used, they should be understood and treated as pictorial documentary evidence.

The possibilities for improving illustrations and their use depend on the integration of the efforts of author, publisher, and designer or illustrator. A textbook should be a collaborative effort of all three factors. Possibilities for improving illustrative material include use of illustrations as chapters in themselves for review or preview; illustrations as running visual commentary in the way footnotes or marginal notes are used; as basic or primary text material in the form of visual textbooks as exemplified by the *Building America* series.

Illustrations can gain much by the reality of color photography and color should be used more and more as the development of color photography and reproduction increases.

FILM PRODUCTION IN THE SCHOOLS

HARDY FINCH, GREENWICH HIGH SCHOOL, GREENWICH, CONN.

Today over two hundred schools thruout the United States are engaged in the production of amateur films. Before many more years have passed practically every school in the country will be making or will have made its own film offering.

The school films have been produced by a variety of individuals and groups. Some have been made by persons and groups from the community. Parent-teacher groups, local amateurs, and professionals have taken an active part in several. A considerable number have been produced by school officials and teachers, some by both the students and teachers, and still others entirely by the students.

One of the most important phases of the making of the school film is student participation—in writing the script, in securing properties, in adjusting lights, in acting, in shooting the scenes. Dramatic films based on stories from literature or based on original comedies, and mysteries written by students have been produced with success.

The most popular non-dramatic film is the school newsreel, which pictures the activities of the school and serves as a publicity and guidance medium. Safety films, produced by students under teacher direction, have been used successfully in the classroom as teaching devices. Other teaching films have been produced on a variety of subjects: field trips and demonstrations of science classes, the use of the school library, city government, the weather, manners, posture, etc.

The production of school films is fruitful educationally. We may reasonably expect the following educational benefits from this developing school activity:

1. A broader acquaintance of the student with the film medium, its possibilities and limitations.
2. More possibilities for student dramatic expression.
3. Greater opportunities for student writing for a new medium—the screen.
4. More student experience in planning, organizing, and directing an activity.
5. More effective teaching films to suit special classroom needs.
6. A better understanding of the school by the school officials, teachers, and pupils.
7. A closer union of the school and the community.

A CLOSEUP AND A LONG VIEW

EDGAR DALE, BUREAU OF EDUCATIONAL RESEARCH, OHIO STATE UNIVERSITY,
COLUMBUS, OHIO, PRESIDENT OF THE DEPARTMENT

We are challenged by the increasing interest in the visual instruction field. I am wondering whether there is the solid substance in our field that we really desire. The basic contribution which any field or area or technic ought to have is to the promotion of a philosophy of education. We must discover how we can use the visual materials intelligently to promote a democratic brand of education. The fundamental task which we are likely to forget in such a program is that of designing a much better educational machine than we now have—not patching up the old one. There is real danger, in the words of Thoreau, of “improved means toward unimproved ends.”

A second important factor in any movement that keeps it solid and avoids fadism is that of research. Charles F. Hoban, Jr., has reported almost fifty research studies in this field, and these do give us basis for certain of our claims about the value of these instruments. However, there is only meager research concerning their value in developing the kind of education in which we are interested. We must help to increase it sharply.

A third necessity, if we take the long view of our work, is that of trained leadership. About one-half of the people giving courses in visual instruction this summer do not belong to our Department. We are missing an opportunity to utilize their leadership in helping build a sound educational program. We must learn how to pool our resources—to work together.

Fourth, we must work more closely with curriculum revision programs. We must make known the contributions of visual materials in curriculum revision. We must work increasingly with teacher-training institutions and cooperate with other educational associations working in the field.

Also, we must do some serious thinking on this problem of the advertising film. If the use of the advertising film means that reputable manufacturers of educational films cannot stay in business, then the use of the advertising film is a dangerous activity for schools to engage in. Frequently, too, the use of these films indicates a bias on the part of the user. We are not presenting the facts from all points of view when we use advertising films.

The Department of Visual Instruction faces a number of problems as an association. If, as we hope, our membership increases to one thousand within a year or two, we must think seriously about a permanent secretary and treasurer. We must, thru increased services to our members, make membership more attractive. A welcome publication would be a yearbook which attempted to pull together many of the data concerning ventures in our field thruout the country.

It might be possible for us, too, to have an annual meeting, perhaps during the summer time, when we could spend a leisurely week together in viewing new materials of instruction, in exchanging experiences, in planning our work more intelligently. The proceeds from a three dollar registration fee would go far in developing a fine national program.

During the past year your Executive Committee has tried to do things democratically. One suggestion for further democratizing our organization has been that of electing regional or state vicepresidents. Perhaps we might carry forward such a scheme. Finally, may I say that I have enjoyed this year's work. The cooperation from the membership has been splendid. I have deeply appreciated the opportunity that you gave me during this year.

SECRETARY'S MINUTES

Business Meetings, June 28-29, 1938

A proposal that branch organizations of the Department of Visual Instruction apply for affiliation with the National Education Association in order that they may be entitled to a delegate to the Representative Assembly of the N. E. A., where policies and resolutions are passed upon, was turned over to the Executive Committee for consideration.

Proposals regarding representation from member organizations on the Executive Committee of the National Department of Visual Instruction are to be put into writing by members and submitted to the in-coming Executive Committee, who are to be instructed to prepare a constitutional amendment on the matter, this amendment to be acted upon at once.

The following resolutions were passed:

That the Executive Committee be directed to take such steps as appear appropriate to accomplish a survey of the status of heads of visual education departments in the school systems of this country. This survey should determine the facts which answer the following questions: (a) professional standing as indicated by title; (b) professional standing as indicated by extent of authority or responsibility to carry on certain designated functions; (c) professional recognition as indicated by financial responsibility; (d) professional recognition as indicated by salaries; (e) professional recognition as indicated by assistance provided on school payrolls.

That the Executive Committee be directed to take appropriate steps with the American Association of Museums, or with individual museums, to urge that the museums cooperate with workers in visual education in the public schools of the country, by photographing museum exhibits and making them available to the public and to schools under suitable restrictions, and that information of such facilities made available be filed with the Executive Committee of this Department, to be announced in the *Educational Screen* and otherwise.

That the work of the Division of Motion Pictures of the Department of Agriculture be commended, and that they be urged to extend the scope of their film activities to include films for showing before the general public as well as those for showing to agricultural workers and educators, and that there be more liberalization in making prints available promptly.

That a telegram be sent to President Roosevelt voicing our approval of the establishment of a permanent agency in the federal government to act as the unit of production and distribution of films for the various agencies of the government.

That each branch organization send a representative to the Executive Committee, and that a smaller committee be appointed to study, revise, amend, and submit for action to the membership, a constitution. This was urged to be achieved in early fall.

That the Department of Visual Instruction hold a meeting independent of the N. E. A. convention, to extend over three days, in which time intensive deliberation would be given to a predetermined theme.

That the Metropolitan Branch, under the leadership of Miss Hochheimer, be commended for the excellent work of planning for demonstrations and field trips for members of the Department.

That a telegram be sent to Walter Wanger approving his efforts to produce socially desirable films.

Report of the Clearing House Committee

Wilber Emmert, *Chairman*

Recommendations:

1. That the Clearing House Committee be continued, with the authority to make further investigations into its functions and possible services.
2. That some discussion of "Clearing House Functions" be a part (in some way) of the June 1938 visual education meeting in New York City.
3. That the *Educational Screen* be asked to continue as the official organ of the D. V. I., and commended for its splendid services already rendered.
4. That members of the Department be urged to submit suggestions to the Clearing House Committee.
5. That this committee delay action on "Film Clearance" until the various committees operating under grants of money from "Funds" and "Boards" have had the opportunity to develop their programs of service.
6. That the committee find out from these organizations (American Council, Payne Fund, and the like) how far they intend to go in these matters. Then the committee can better plan its work.
7. That the Department of Visual Instruction more fully instruct the committee as to the areas it should investigate.
8. That some sort of editing committee be appointed, and that members be encouraged to submit articles, investigation reports, etc., for more critical review, in an effort to secure more serviceable articles in magazines.
9. That the Department of Visual Instruction give some thought as to the manner in which clearing functions might be financed.

Report of the Editorial Committee

Etta Schneider, *Chairman*

A review of the magazine articles published between February and June 1938 revealed a total of about 125 articles, which were distributed rather widely, most of them appearing in the *Educational Screen*. A few periodicals contain news items or reviews rather regularly; others publish an occasional article. Among the articles were several excellent ones hidden in a magazine with a limited circulation.

Recommendations for improving the literature in visual instruction:

1. That the *Educational Screen* continue to be supported as the chief publication in the field. It would be desirable, however, to revise the periodical somewhat.
If the editor of the *Educational Screen* approves, the Committee recommends that a subcommittee be appointed to cooperate with the publishers of that journal.
2. That the Department of Visual Instruction undertake an extensive publicity program, involving publication.
3. That every single member of the Department of Visual Instruction be urged to write out for publication some of his or her own experiences in using visual aids.
4. That authors of articles in visual instruction who have not yet been identified with the visual instruction movement be invited to join.
5. That the members of the Department cooperate as far as possible in bringing the value and importance of visual instruction to professional groups thruout the country.
6. That the Department of Visual Instruction offer to other professional groups its cooperation in the publication of pamphlets dealing with materials for the various areas of learning, sources, technics, research problems, and the like.
7. That the Department undertake the publication of a yearbook, for purposes of orientation for ourselves and for others. This should be built around an educationally significant problem.

The Committee recommends that a vote be taken to determine the topic for the yearbook, and that a subcommittee for developing the yearbook be appointed.

Immediate steps:

The Committee has already received the enthusiastic approval from various professional journals for initiating a regular motion picture reviewing service of educational films, reviewed by classroom teachers. *Scholastic Magazine* has already published about ten such reviews. Other journals will start the service in the fall. The wholehearted support from educators with respect to this suggestion indicates that we should have little difficulty in getting worthwhile articles published.

Report of the Teacher Training Committee

Paul Reed, *Chairman*

The problem:

Three kinds of problems are met in attaining most effective instruction thru the intelligent use of the best visual aids available—production, distribution, and utilization. A lag in any one seriously retards development.

The major function of the Teacher Training Committee is conceived to be the prevention of retardation in the visual instruction field caused by the unintelligent use of visual materials.

Suggested program:

1. A survey should be conducted within the next three months to obtain additional data concerning the enrolment, the methods, and the results achieved in the summer courses in visual instruction during the summer of 1938. It is suggested that in the spring of 1939 the Department should cooperate with the *Educational Screen* in publicizing the courses to be offered and perhaps publish a folder listing offerings, to be sent to school superintendents emphasizing the needs for teacher training and the opportunities available for their teachers.

2. An effort should be made during the coming year to obtain data on the visual instruction courses offered during the winter in teacher-training institutions primarily for undergraduates and in extension divisions for teachers in service.

3. Consideration should be given to what efforts should be made to increase further visual instruction training opportunities.

4. A survey should be made of city school systems to determine what procedures are being followed in the in-service training of teachers in the use of visual aids.

5. Data should be obtained on the materials of instruction actually used in courses on the use of visual aids and the methods and procedures in their use. Both printed and visual materials would be considered. Needed materials should be determined and stimulation given to those who can provide them. It may be that additional motion pictures and lantern slides can be created primarily for the instruction of teachers in the use of visual aids.

6. There is need for an exchange of experience in actually using visual aids in the classroom.

Assistance needed:

The assistance that is most needed in carrying on a worthwhile program in teacher training by the Department of Visual Instruction is the active cooperation of all the members of the Department. The members are advantageously located geographically and in position. They are the serious workers in the field of visual instruction who desire to attain most effective instruction thru the intelligent use of the best visual aids available.

1. The first part of the paper is devoted to a general discussion of the problem of the existence of solutions of the system of equations

*DEPARTMENT OF
VOCATIONAL EDUCATION*

HISTORICAL NOTE

THE DEPARTMENT OF VOCATIONAL EDUCATION was organized as the industrial section at Minneapolis, Minnesota, 1875. See PROCEEDINGS, 1875:100. The name was changed in 1890 to the Department of Industrial and Manual Training. See PROCEEDINGS, 1890:758. In 1899 the name was changed to the Department of Manual Training. See PROCEEDINGS, 1899:556. In 1914 the name was changed to the Department of Vocational Training and Practical Arts. Since 1919 it has been known as the Department of Vocational Education. This Department cooperates with the National Vocational Guidance Association and with the National Society for Vocational Education.

The officers of the Department for the year 1938-39 are: PRESIDENT, Charles Sylvester, Director, Vocational Education, Public Schools, Baltimore, Md.; SECRETARY, Irene Hickey, Director, Home Economics, Detroit City Gas Company, Detroit, Mich.

Facts relating to the establishment of this Department and the record of meetings are to be found in earlier volumes of PROCEEDINGS as follows:

1875:100	1889:615-636	1901:646-682	1914:565-624	1926:965-996
1876:237-291	1890:757-808	1902:549-579	1915:815-846	1927:971-1006
1877:218-252	1891:741-758	1903:595-664	1916:461-516	1928:971-1004
1879:203-223	1892:435-474	1904:593-630	1917:431-472	1929:945-972
1880:222-234	1893:588-614	1905:557-590	1918:249-270	1930:931-954
1881:239-251	1894:871-892	1907:759-820	1919:271-280	1931:965-994
1882:129-172	1895:718-764	1908:739-798	1920:269-270	1932:801-816
1883:xiv-xvi	1896:754-790	1909:597-644	1921:851-858	1933:797-806
1884:293-333	1897:736-754	1910:595-788	1922:1465-1480	1934:789-798
1885:248-274	1898:757-786	1911:709-786	1923:1025-1050	1935:727-734
1886:479-498	1899:904-931	1912:897-1000	1924:987-1014	1936:621-628
1887:539-550	1900:491-504	1913:553-600	1925:872-912	1937:669-676
1888:545-590				

MEETING THE VOCATIONAL NEEDS OF THE FORGOTTEN PUPIL IN THE JUNIOR AND SENIOR HIGH SCHOOL

—*Abstract*

LOUIS V. NEWKIRK, DIRECTOR, INDUSTRIAL ARTS AND ELEMENTARY SCIENCE,
CHICAGO, ILL.

THERE IS no longer a valid reason to foster a type of education in America which does not meet the educational needs of 100 percent of our young people. American schools must present a complete educational program with more emphasis on vocational education. Secondary-school enrolment has increased 2855 percent since 1890. The secondary school today must prepare 15 percent of its pupils for college and 85 percent for life. This is a complete reversal of the situation that existed in 1890. There is no longer a justification for requiring all high-school pupils to take the college preparatory or pre-professional course.

America's schoolhouses are empty too much of the year. America's schools are only beginning to meet the challenge that has been placed on them by the needs of our 128,000,000 people for a functional education that is truly democratic. The forgotten pupil in the junior and senior high-school is the result of a school system attempting to meet the needs of the 85 percent with a staff and equipment primarily designed to take care of the 15 percent.

EDUCATE OUR YOUTH TO LIVE AND ALSO TO EARN A LIVING—*Abstract*

R. O. SMALL, DIRECTOR, DIVISION OF VOCATIONAL EDUCATION, STATE DEPARTMENT OF EDUCATION, BOSTON, MASS.

Our people place great faith in education as evidenced by increasing appropriations therefor, and by mounting totals of pupils at schools of elementary, secondary, college, and university levels. This faith arises from a conviction that money spent for education is money profitably invested.

Faith in established educational offerings is well founded when you test its validity by an educated individual's potential ability to live a useful life at high levels of culture. But it is somewhat shaken when you test its validity by the traditionally educated individual's equipment to earn a livelihood requisite to meet economic demands at the cultural level for which his education bids.

Society which depends for its economic prosperity upon technology and for its social development upon democratic procedures, requires a broad education for all; an education which teaches us *to live* but also teaches us *how to make a living*.

We vocational school people, in common with the traditional educators, have many new responsibilities imposed by unemployment. We both have

school systems ill-planned to meet the responsibility of properly serving the horde of youth upset and stranded by its problems. Almost a generation of them have as yet had no employment, and many are without the educational opportunity which could help them to enter remunerative employment.

This is society's responsibility. We school people are at present the agency provided to discharge it. If the schools fail, some other agency will have to be created to meet the need. Society will not escape the consequences when it dodges the issue on the score of cost. We cannot solve the problem by educating attitudes and leaving out marketable skills. It sounds good, but alone it will not turn in the pay envelope. A worker needs something else. He needs skill which industry is not organized to give. I propose that society prepare those young people who are in school to adjust themselves from the life of a pupil to that of a wage-earner. It should help those young people who are out of school to find employment.

Youth is the seed corn of democracy. It must be saved and used if democracy itself is to continue. The vocational teachers of the nation stand at the crossroads where youth go out into society and meet the increased economic demands of society. There never was a time when we had more to contribute or when it was more important for us to adjust to changing demands and to demonstrate our versatility and resourcefulness. Two different vocational programs are needed: (a) the present unit-trade school organization for the smaller group; and (b) a new type of vocational program organized along more general lines and for shorter periods of training for the larger group. Let me summarize reasons for this new type of vocational opportunity:

1. The need for protection of our long-term unit-trade opportunities for those who can be best served thru them.
2. The need for an organization of more general vocational courses for those who need vocational guidance and help but who are unable to take the time or cannot profitably pursue a long-term course of training.
3. The need for helping to minimize the uncertainty of securing employment in narrowing fields of specialized unit trades.
4. The need for a program for beginners who may go no further than is offered in the general department, or may move to unit trades if desirous of so doing and if able to meet certain established prerequisites.
5. The need for training on odd job levels where certain minors enter employment.

The objectives of the general vocational type of education should be:

1. To develop in each pupil interest, confidence, and pride, and to show each one that he or she can do good work in some socially worthwhile occupation.
2. To develop in each pupil dexterity in doing a variety of semiskilled industrial processes and odd jobs, simple domestic and personal service jobs.
3. To develop in each student the skills and knowledges which will assist him to get a job, and to advance to jobs most likely to open to him after a few years of experience.
4. To develop good work attitudes and habits.
5. To develop good social attitudes and habits.
6. To bridge the gap between the academic school and industry by providing work and an environment somewhat like that of industry, by providing instructors who understand both industry and adolescents, and to secure a cooperative understanding of their work by the employers.
7. To continue essential forms of general education.

General education should aim to broaden, advise, try out, and orient those pursuing its courses. General education should cover as long a period as the individual can devote to it. But when for sufficient reasons the individual turns for an opportunity to train specifically for a calling, he should be able to turn to real vocational courses, and vocational money should be used only for the courses which accomplish this end for him. This is honest treatment.

Under legal provisions, vocational schools were established for a dominant purpose: to train or retrain for profitable employment. This is our charter, this is our purpose—the reason for which these schools were established and the financial support of the state and nation granted. We in charge of public vocational programs must accept this limit to our responsibility and not be cajoled or rationalized into diluting and dissipating our contribution.

DEVELOPING THE TRAINING PROGRAM FOR THE DISTRIBUTIVE TRADES—*Abstract*

JACK MILLIGAN, SUPERVISOR, DISTRIBUTIVE EDUCATION, LANSING, MICH.

The program of education for the distributive trades acts as a bridge over the gap between the two present vocational programs—those for producers and those for consumers.

Scientific principles have been applied to our producing industries to such an extent that we find production far outstripping present possibilities of distribution. Therefore, it is absolutely necessary that we develop more scientific distribution methods.

Approximately 280,000 of our youth between the ages of eighteen and twenty-four annually enter the distribution field. Here alone we have justification enough to carry on an extensive training program. Once having convinced the school people of the necessity for this type of work in their educational program, the next step is to contact the various trades involved.

Cooperation of trade and merchants' associations is absolutely necessary for the efficient operation of this type of program. Advisory committees, composed of employers and employees and a representative of the schools, should be organized to advise on training program and the selection of instructors.

Three types of programs are possible under the federal act, namely, the part-time cooperative, part-time extension, and the evening school. This last may be conducted at any time, day or night, during the non-working hours of the worker, and is the most valuable aspect of the entire distributive education program. The small business man is the backbone of our American business institution. As we aid him in carrying on his economic function on a more scientific basis, so we give strength to the very roots of our economic sufficiency.

In a small community where segregation of trades is an impossibility, conference programs of training among the merchants may be instituted. In the larger cities, however, it is well to segregate the classes. Groups should be

organized from among the hardware, grocery, dry goods, shoe, department store people, and others, and should take up the discussion of the functions of merchandising as they relate to the specific needs of the members of the group.

There are four types of people to be trained in the distributive field: (a) the youth who anticipates entering this type of occupation, (b) the learner, (c) the experienced worker, and (d) the owner and manager.

When training is being considered for a specific trade it should be borne in mind that the program to be carried out should be one that is based on an adequate trade and job analysis. An adequate program of training for this type of work should include full-time work in the eleventh grade, cooperative work in the twelfth grade, comprehensive training programs for the young worker, and conference groups for the older workers and for owners and managers.

It is the trained youth who gets the job and the efficient worker who succeeds.

THE SCOPE OF A VOCATIONAL PROGRAM—*Abstract*

L. H. DENNIS, EXECUTIVE SECRETARY, AMERICAN VOCATIONAL ASSOCIATION, INC., WASHINGTON, D. C.

When the secondary-school program for the ninth and tenth years becomes better adapted to the majority of youth in our secondary schools, the vocational program for many occupations will then undoubtedly begin with the eleventh or twelfth year. There will be a steady increase in the enrolment of high-school graduates in the various trade schools.

One is appalled when he comes face to face with the restlessness and frustration of youth. It is not surprising that our institutions for juvenile criminals are overcrowded, and that the number in these institutions increases as CCC camps are closed and the NYA activities are curtailed.

The vocational education program is not solely the product of our educational leadership. Rather is it the process of occupational adjustment developed by many of the various groups working cooperatively in the interest of youth in its effort to adjust itself to life's work and opportunities. To avoid expensive duplications and limitations in the variety of occupational training offered, it undoubtedly will be necessary to create larger units of organization and administration for vocational education. Except in the larger cities, a trade school should serve several school units instead of having its services limited to the unit area in which it is operated. County, district, and state vocational schools must undoubtedly be developed if we are ever to create an adequate system of occupational training.

Our occupational adjustment scheme will not function effectively until we provide adequately for the complete plan involving genuine job guidance, vocational training, a working placement system, and assistance in occupational readjustment and retraining. We have left the matter of job guidance too much in the hands of those who are not in touch with occupational needs

and opportunities. As far as an effective placement service is concerned, we have not yet even started to plan for such a service.

There are many who are familiar with vocational education conditions who believe there is a real opportunity for an unbiased committee familiar with actual conditions, limitations, and possibilities to make a reevaluation of the whole scope and program of vocational education in this country.

An adequate and sound program of vocational education must, and will, be developed in this country. The serious plight of our youth will in itself compel this. The program will be produced by the educators of this country if they are equal to the serious challenge. But they must be prompt in meeting the issue. Otherwise they will find themselves on the curb watching the procession going by. It is our hope that we may find that our educational leadership is equal to the challenge.

THE DULL NORMAL CHILD

ARTHUR F. HOPPER, DIRECTOR, INDUSTRIAL ARTS EDUCATION, PUBLIC SCHOOLS, PLAINFIELD, N. J.

Who are the dull normal children of today? There was a time when we thought that the man who taught in the vocational schools was the dull normal, and that boys and girls who did not react very well to traditional work belonged to the dull normal group. The situation has changed today. We have coming into our high schools now a number of young people who before this present economic situation would have found work. A few would have gone to vocational schools but the majority found their saturation point beyond the eighth or ninth year of education. Some eight or ten years ago they began to seek admission to high schools. They were failed term after term in the regular academic courses and eventually dropped out. They were not wanted by high-school principals and teachers. But as more and more came into our high schools, we could not keep on failing 25 to 50 percent of the high-school enrolment so we had to find some way to help these young people.

We have been experimenting with a group of one hundred boys and have found a number of things about them that might be interesting. Among the things we have discovered is that the dull normal is not the fool he is often considered to be. The dull normal can do certain things, but not along traditional lines. We cannot put him into an ordinary English class and expect him to learn the classics. Twenty-five in our special class were put into a special English class where the teacher expressed the desire to really help them provided he was given free rein. He really liked boys and found that if they are given the things they can work with and see and understand, the results will be surprising. In our experiment we graduated eighteen out of twenty-five at the end of four years—boys who otherwise would have been considered failures and who would have dropped out much sooner.

Social adjustment is of much more importance for the dull normal child than it is for the normal child. Most of our trouble is likely to come from the dull normal who goes out into the world and must compete with those who

have the traditional education and are better able to cope with situations. A sympathetic attitude and better understanding on the part of the teacher will help to solve the problem. The dull normal needs more a specific and special type of training. The problem is one we should tackle.

INDUSTRIAL EDUCATION

JOHN A. MC CARTHY, ASSISTANT COMMISSIONER OF EDUCATION, STATE DEPARTMENT OF EDUCATION, TRENTON, N. J.

If we look back over our programs for several years we find that our new programs of today are just as different as last year's style in automobiles. But as we moved ahead we left behind those who needed training most. We left behind many of those who could have profited by vocational education. Our schools became high-hat and began to deal with the more highly skilled phases of vocational education, thus depriving the ones among us who needed it most. It is necessary to have a special type of training for these people. It cannot be a technical type of training because some have not the interest and others are not apt along those lines. We have extended our activities in the field of trade and industrial education in the East and in the West. We are doing a great many things on the industrial level, on the skilled trade level, and on the technical level. We are supplementing our work for the dull normal—those who cannot work on the technical level.

In New Jersey we have the Trenton School of Industrial Arts, the Bordentown School of Manual Training, an Industrial School for Colored Youths, and then we have an institution in Hoboken, and the Newark Technical School. The movement started with the idea of preparing people for the industrial occupations in this country, and as the narrowing influence was there we had the outgrowth of the industrial arts program. We are making a big mistake if we attempt to confuse industrial arts and vocational training. The industrial arts program has not sufficient time and facilities and personnel for the trade preparatory work. The trade industrial groups will have just as many deficiencies if they attempt to work in the field of industrial arts. A true industrial arts program should be developed as an exploratory program, as a guidance program, as an appreciation of leisure time. The presentday industrial arts program is a worthwhile program for carrying on industrial skills for consumer education. Our schools should be organized for the purpose of developing vocational skills. Part of our industrial arts program should be for consumer education. We must train youth to have an understanding in buying things—for instance, in buying household equipment. They should understand what constitutes a good piece of equipment—not necessarily how to build it.

Our schools should also develop adequate guidance programs. We need more definite knowledge of these occupations and what is happening in them. We are in the same stage of guidance today as we were in vocational education twenty years ago. We need an understanding on the part of school people. What effect will pieces of legislation have on our young people? How will the social security program affect our young people and our teaching of

the youth of tomorrow? In the guidance program we should concentrate on other things as well. Many of the young people have sufficient skills to get jobs, but the reason they do not get them is because of personality defects. We must train them in personality and adjustment. We are neglecting the most valuable asset in the community if we fail to consider the final product of our schools as the manufacturer considers his product. If something happens to the physical organization of the community, we can rebuild it, but if something happens to the youth of the community, the community is bound to suffer. In any guidance scheme we should have a guidance program. Graduates of our schools are finding that they need someone to consult in their individual problems, and they are not given these opportunities.

DISTRIBUTIVE EDUCATION

B. FRANK KYKER, SPECIAL AGENT FOR RESEARCH IN COMMERCIAL EDUCATION, U. S. OFFICE OF EDUCATION, WASHINGTON, D. C.

We are now reaching a point in connection with the business education service of the Office of Education where we can render some service to the states in the development of the program of distributive education. Until recently I was the only staff member concerned with this program, and had but one secretary. At the present time we have three professional workers, one interested in the broad value of business education, of which distributive education is an important phase. One of our members is in the research phase of distributive education, and a third is an agent in distributive education. In a short time, just as soon as the Civil Service Commission completes the grading of papers, we expect to add to that staff three additional agents in the field of distributive education. We invite representatives of state departments, or any other group interested in our assistance, to call on the Commercial Educational Service, and we will be glad to make available our personnel to cooperate with them in their programs in any way possible.

It has been our hope in the Office of Education, and I am sure it is your hope, that this somewhat new program in the field of distributive education would get started without being subjected to criticism. Already our friends are beginning to bring to your attention some apparent mistakes which are being made. In connection with the development of the program so far forty-five of the forty-eight states and four territories have submitted state plans which have been approved on a temporary basis in order to get the program started; in twenty of the forty-five states, state supervisors and either full-time or assistant supervisors or combination state supervisors have been appointed. Twenty states have some sort of supervision for distributive education. The success of the program in the field of trade and industrial education has been due to the fact that you have cooperated with employer groups. The mistakes that have been made and some of the mistakes that will probably continue to be made, have been due to the fact that the people in the states, and in the Office of Education, who are responsible for the initiation of the program in distributive education, have not consulted with

those groups which are in a position to give help and advice. Two important groups with whom we must work are: (a) recognized leaders of trade associations—retail grocers, dry-goods dealers, etc.; and (b) people engaged in various phases of business education on the secondary level, teacher-training groups, and groups on the college level. Out of the experience of these groups, leaders in the field of business education and trade associations are in a position to make a worthwhile contribution to help in developing this program.

I should like to give a picture of the typical state supervisor of distributive education who, either wisely or unwisely, is setting up these state plans with the qualifications of state supervisors in distributive education. Most of them follow a state industrial pattern. Many states are accepting trade and industrial experience in lieu of experience in distributive occupations. States are not requiring very much work in merchandizing, retailing, salesmanship, advertising, business management, etc. The tendency is to make a set of qualifications, which if carried out will not enable the state to get a well-qualified teacher-training group and will prevent the state from securing successfully trained teachers and supervisors of distributive occupations.

I hope that you people who are interested in the program, having had a successful start, will work with these groups that represent the trade associations in the field of distribution and the other groups representing the field of business education. Distributive education is a more important phase of business education because these two groups are anxious and willing and are in a position to make a significant contribution to the proper initiation and successful promotion of this program.

SECRETARY'S MINUTES

New York City

Business Meeting, Tuesday, June 28, 1938

The meeting of the Department of Vocational Education was called to order by President Earl L. Bedell. He called for nominations for chairman and secretary for the Department of Vocational Education of the N. E. A. but due to the fact that only a few members were present at this session because of a conflicting meeting, it was moved by John F. Locke of Cincinnati, Ohio, that the business of election of officers be deferred until the dinner meeting the same evening.

This motion was amended to read that a Nominating Committee be appointed to present a slate of officers for the coming year to the members assembled at the dinner meeting that evening. This motion was seconded and passed.

Mr. Bedell appointed the following Nominating Committee: Charles Sylvester, Baltimore, Md.; J. Lovett, New York, N. Y.; and Joseph Jeffries, Newark, N. J.

It was suggested by O. L. Lefever of Los Angeles that there should be a greater degree of integration between the National Education Association and the Department of Vocational Education, especially in the publication of papers read at the meeting. It was suggested that copies be made available for distribution to all who were interested in receiving them.

Since there was no further business for discussion and the group was anxious to discuss the papers that had been presented, the meeting was adjourned.

*NATIONAL ASSOCIATION OF
DEANS OF WOMEN*

HISTORICAL NOTE

THE NATIONAL ASSOCIATION OF DEANS OF WOMEN *associated itself with the National Education Association in 1918.*

The officers of the Department for the year 1938-39 are: PRESIDENT, Harriett M. Allyn, Academic Dean, Mount Holyoke College, South Hadley, Mass.; VICEPRESIDENT, M. Eunice Hilton, Dean of Women, Syracuse University, Syracuse, N. Y.; TREASURER, Gladys C. Bell, Dean of Women, University of Denver, Denver, Colo.; SECRETARY, Esther A. Dayman, Dean of Undergraduate Students, Mills College, Mills College, Calif.; EXECUTIVE SECRETARY, Kathryn G. Heath, 1201 Sixteenth Street, N. W., Washington, D. C.

The publications of the Department consist of a quarterly Journal and miscellaneous monographs. The annual dues, \$5, are payable to the executive secretary. Facts relating to the establishment of this Department and records of its meetings will be found in earlier volumes of PROCEEDINGS, as follows:

1918:391-418	1923:621-636	1928:353-374	1933:357-376
1919:393-426	1924:500-536	1929:369-390	1934:345-360
1920:357-364	1925:403-449	1930:309-330	1935:311-326
1921:407-420	1926:425-458	1931:393-414	1936:219-230
1922:693-794	1927:391-418	1932:337-356	1937:245-256

RAISING PROFESSIONAL STANDARDS

HARRIETT M. ALLYN, ACADEMIC DEAN, MT. HOLYOKE COLLEGE, SOUTH
HADLEY, MASS., PRESIDENT OF THE DEPARTMENT

ALL WORDS have a definition and a connotation. The definition is the dictionary meaning—the accurate, scientifically correct meaning. The connotation forms the aura around the words—the acquired meaning, the flavor, so to speak, of the word, its taste as one rolls it “as a sweet morsel under the tongue.” The phrase “raising professional standards” has its bed-rock signification, and of that we shall speak presently, but it has also its connotation. When I hear the words I see a delightful picture of a procession of deans, marching bravely along, each with a banner held triumphantly above her head, each raising her standard valiantly, each in dead earnest fighting for a Cause with a capital “C.” I suppose that picture comes out of the era of the feminist movement, the votes-for-women parades, and the Mrs. Pankhurst campaigns.

Today we do things differently. Today we think we are calm and strong in our campaigns. We fondly believe that we are waving invisible banners which are more effective than the material ones our predecessors released to the breezes. We still have our standards and they are perhaps even more important to the success of our work than before. It is those standards that we are to consider at this meeting.

The dictionary definition of the words is quite different from the connotation. The New Oxford Dictionary says that the word “profession” indicates the practice of a vocation, and the word “standard” a required degree of some quality. These definitions raise three questions: First, is the work of a dean or counselor a profession? Second, if so, what standards are those whose degree we must raise? Third, why raise these standards?

That the work of a dean or adviser is a profession is axiomatic. There is no doubt about it. The only real question is that of the extent to which we ourselves and the public in general recognize that fact. You may have heard the description of the work of a dean which has been given by the Reverend Rockwell Harmon Potter, dean of the Hartford Foundation. He is very much of a wag, and also much of a Greek scholar. He decided to do a bit of research on the subject, and after poring thru many tomes he traced the word “dean” back to an ancient Greek dictionary wherein he discovered that it meant “covered with dust,” and signified a runner powdered with the dust of hard service. Therefore he concludes that a dean is the person who “does the dirty work.” Perhaps that is not exactly a description of a profession, but there are times, I know, when we all feel it is a pretty clear and accurate picture!

The history of the dean’s position is not sufficiently known. The first woman to have the title of dean of women is said to have been Mrs. Alice Field Johnston at Oberlin. Oberlin was the first coeducational college to

grant degrees to women, and under those odd and rather doubtful circumstances it seemed necessary to have a woman especially to look after the welfare and needs of the daring and progressive women students. Since that time it has been an increasingly common and an increasingly important position not only in the colleges but in the secondary schools as well.

There are many beliefs current about the position; their variety and range is great, and there is both truth and misunderstanding in the popular ideas. For example, a dean is a mother, or a big sister in the minds of many, a kindly soul, halfway between a hen with ducks and a social case worker. Others consider her "the campus G-Woman," to use the title of an article published a year or so ago. She is, they think, the disciplinarian of the school, the snooper, the spy, the judge, the jury, and the hangman all in one.

At the opposite extreme is the idea that she is a lofty sort of vice-principal concerned only with policies and plans, records and teaching, a sort of impersonal A. O.—which stands for Administrative Officer.

Somewhere in between these extremes lies the truth about the dean and counselor, the concept grasped by a few bright souls among the educational administrators and perhaps even more clearly by the students themselves. To quote from a brochure, *The Dean of Women in the Institution of Higher Learning*, published by the Research Committee of the National Association of Deans of Women: "The central task of the dean of women is to study the individual and 'to do what that study shows to be desirable and necessary.' " This is as broad a description as possible and thus can include the work of the various kinds of deans and counselors.

The number of women who hold the position or do the work, whether with or without the title, reaches into four figures. It is impossible to take a census because the titles vary so markedly and so large a group bear no title at all. There are deans of women, deans of personnel, deans of residence, academic deans, deans of girls, advisers, counselors, vocational guidance officers, etc. That the deanship as the practice of a vocation is a profession is, then, evident. It is so recognized and it has its standards of excellence.

What are these standards? They are concerned with ability to perform the central task of studying the individual and doing those things which are shown thereby to be desirable.

In the first place, it is necessary for us to raise the standard of our understanding of the individual. It is all very well to pride ourselves on an intuitive knowledge of people and it certainly is a fine asset to have that sensitive and keenly imaginative grasp of a situation and of a person which is the great gift of a few favored deans. But for most of us understanding must be helped out by more definite and laborious methods. There are many books and articles on this subject. There are ways and means devised to assist us in the task of knowing our students. Guesswork is dangerous and inefficient unless it be so soundly based on information that it really becomes inference and conclusion rather than guessing and snap judgment. We must study technics.

You may ask to what technics I refer. There are many, but one of the most helpful is the use of diagnostic tests. There is a whole battery of these

and some of you will need certain ones and others a different kind. If you are doing educational advising you may need vocabulary and reading and comprehension tests, or the Scholastic Aptitude Test of the College Board, or any number of other guides to the understanding of the intellectual abilities or disabilities of your girls and boys. If you are a vocational adviser there are many vocational interest or aptitude tests. If you are working for character development, you can find sets of questions designed to show you the moral fiber of your advisee.

To be sure, there is a great difference of opinion as to the value of all these tests and questionnaires. Perhaps the chief reason is that some advisers tend to rely upon them too much or to use them too mechanically. Just as a physician makes much use of laboratory tests in diagnosis, but never relies upon them solely or without the patient's history and observational data as well, so we cannot draw conclusions from them without taking into account the total sum of information obtainable about the student in question. Common sense is the greatest aid in interpreting the results of these tests. To these results should be added what may be called case histories—all the pertinent data you can gather about the girl and her history. Illustrations of the type of history and suggestions of ways of obtaining it are available in many books. It should certainly include the girl's own ideas about the matter in question as well as the objective material.

To bring together all your information into usable form you will need the best possible system of records and files. By that I do not mean the most complex or voluminous ones. The simplest and most concise may be the best. Certainly the system has to be one suited to your own particular needs and mental makeup before all else.

Some of these technics are essential, but not all. Selectivity and discrimination must be used. To ignore them completely is foolish and to fail to make use of some of them is distinctly old-fashioned—which is anathema to a modern dean, of course. (And a word in your ear. Some of the gentlemen who are becoming so intensely interested in personnel work just now think you *are* old-fashioned just because you do not know the latest on these tests and methods. You cannot afford that!)

The other part of the definition of the test—to do what the study indicates as desirable and necessary—is far more difficult. This, however, is the reason for all the study and the real reason for being a dean. In order to raise the standards of effectiveness in this very important part of our work we need to secure much information and we need to practice and develop much skill. The information needed is concerned largely with methods of bringing about results, for results are what we want. By reading, by conferences, by correspondence, and by experimentation we can gradually acquire thru the years a wide and pertinent fund of information about our job. The National Association of Deans of Women is just beginning the publication of a *Journal* and in that quarterly will be articles by experienced persons, lists of books of professional value, and a question box whose queries will be answered by "those who know all the answers."

There is the magazine *Occupations* and the one called *Higher Education*, the *Journal of the National Education Association*, and *School and Society*. There are many others which there is not time to mention.

Attendance at conferences is valuable not only because of an occasional address which meets some need but also for the opportunity of comparing notes and of gaining the stimulus and esprit de corps that comes from association with colleagues engaged in the same work, facing the same problems, and striving for the same goals.

Self-development is an absolute necessity. The dean's own personality cannot run to seed. ". . . how wilt thou say to thy brother, Let me pull out the mote out of thine eye; and, behold, a beam is in thine own eye?" If we ourselves are not logical thinkers, how can we call for clear judgment on the part of our pupils? If we have neither initiative nor resource how can we expect to develop it in others? Most of all we need an interest in the girls themselves, or rather in their problems and their needs. Without that, as without charity, we are "become as sounding brass or a tinkling cymbal." To my mind that is exactly the trouble with some of the so-called personnel work which collects data, assembles and records them, but never makes any real contact with the "cases" concerned, cares nothing for them really, and never tries to make the facts lead onward to a more satisfactory adjustment or a greater good. "What you are speaks so loudly I cannot hear what you say," said Emerson. Our own breadth and depth, our own kindness and sympathy, our own ambition and character make more difference to our students than any amount of counsel or advice.

All these standards can be raised by study of books, by conferences, by practice. But for those of us who are still young there is another and quicker way—the way of definite professional training in a school designed for the purpose. There is an increasing number of such courses of study in various universities. They are still in the experimental stage as much as the idea that our work is a profession for which one may actually study and prepare is a comparatively new one. But these courses are doing an excellent piece of work and the number of young women who enter them is rapidly increasing.

There is one final standard of which I wish to speak and it is an important and much neglected one. It partakes more of the character of the flying of banners, for it concerns the disseminating of information regarding our work. As we have said, the position of dean or counselor is little understood. For the sake of the profession it is necessary that we make it better known. We have the duty of educating the public. If we believe in the value of the work we must improve the possibilities of its success. In papers and magazines and books, by addresses and the radio, in conversation and in correspondence we must make it known to schoolmen, to parents, to teachers, and to the students themselves.

This leads us then to the last question, Why raise these standards? For several reasons. First is a personal reason of the dean, that she may herself be a success, because the deanship is a profession and everyone who succeeds in it is bound to keep up with the times, bound to improve in order to do an outstanding piece of work. The second is to enhance the profession in the

eyes of the world because the profession itself demands it lest misunderstanding of the work arises. Indeed misunderstanding has already arisen. Hence the profession is in some places in bad repute and the post of dean or counselor has been eliminated. There is a growing tendency to stress the mechanical, the research part of the work, under the name of personnel work. This term should be more carefully and accurately used. It should include not only study, but also practical application of the facts discovered, application to the task of betterment of the situation in question. There should be no distinction between the terms "personnel" and "guidance," for personnel work should include guidance. A part of our task is to keep these two things together—study and guidance—and to make a complete whole of personnel work.

The reason which is paramount, however, is of course that of benefit to the students. The aim of our entire work is to benefit them, to help them to make themselves clear thinkers and strong characters, to show them the joy of right and of common sense, and to lead them to a keen appreciation of life.

IS GUIDANCE A RACKET?

MRS. ANNA Y. REED, PROFESSOR OF PERSONNEL ADMINISTRATION, NEW YORK
UNIVERSITY, NEW YORK, N. Y.

The time is ripe, the walrus said
To speak of certain things
Of tests and clinics and interviews
Of guidance queens and kings.
How guidance rackets each in turn
Clip other rackets' wings.

A variety of reasons has influenced me to speak to the interrogation, "Is guidance a racket?"

First, "guidance as a racket" seems to be the only possible definition of guidance not preempted by others and I feel that a rather important point of view on guidance has been overlooked. Squatter rights were possible on just one claim. It looked promising and I ventured to register my claim.

Second, when the times are "out of joint" rackets of all types spread their tentacles thruout a socially-minded democracy. The power of each control group rises and falls with the times and with the ability of its special "brain trust" to expand its own wings and to clip the wings of other pressure groups.

Third, of the ultimate painful results of such procedures the G-men of education appear to be either blissfully ignorant or totally neglectful.

Fourth, my own historical perspective has been greatly enriched by the capers of the various competing guidance groups which have sprung up like mushrooms and, like mushrooms, have often been hard to distinguish from toadstools. As the panorama of rackets, each in charge of its reigning queen or king, has passed across the stage I have been able to record for posterity much of the sediment, sentiment, resentment, or improvement which each has left in its wake.

Fifth, verily, the time is ripe to speak of certain things. Since I have grown old in observation and thought, and since I am still young in spoken words, a mere infant in publication, and stillborn as far as organizational prominence is concerned, perhaps I can speak of these *certain things* with a better degree of impunity than can some others. Undoubtedly the task should be undertaken by someone.

A considerable number of guidance rackets might be called to the bar of judgment before a tribunal of this composition. Three or four, and the suggestion that others are awaiting your attention, are sufficient for the purpose and the occasion.

I shall speak to you in the language of the day. I shall offer you little definite factual evidence in support of my thesis—that part is best left to inference. Those who have served long in the field will infer quite accurately; I trust those who are new to the field will not infer that I have seen visions and am advocating guidance predicated on dreams.

First, then, let us give our attention to the Monopoly racket. Alphabetical guidance agencies owe their origin to private initiative extending backward many years. The N. V. G. A.¹ was a sort of family-operated business until after the World War. So was the N. A. D. W. and some others. Recently guidance agencies have multiplied manifold, competition has become very keen, mergers have been instituted, and holding companies have increased in popularity. Progress has reached the point where it is not wholly popular to be popular. The very bigness of these pyramided groups is raising questions as to the effect of massing so many undistributed “prophets” within a single group. Investigations looking toward redistribution of prophets or dissolution of certain organizations are suggested. There are backstage rumors of a Fair Guidance Standards Board empowered to visit states and cities and see that guidance procedures conform to the provisions of the act. Or, if that does not work out, a Guidance Regulatory Authority might be established. Either scheme would make guidance interstate commerce and hence amenable to the dictates of a N. G. R. B. But either would afford an opportunity to abolish certain “cockeyed” groups regarded by other “cock-eyed” groups as undesirable cogs in the guidance assembly line.

Forestalling action in harmony with his New Deal philosophy, one alphabetical holding company is about to be self-liquidating and to fold up its wings under the benign and scholarly auspices of one of our most astute corporations.

Thumbing its nose at dissolution threats and disagreeable prophecies, a budding would-be monopoly goes merrily on its way under the immediate direction of an alphabetical agency born and bred in the right wing of the National Alphabetical Foundling Hospital. Another benign and scholarly agency acts as its holding company.

The production capacity of this agency is high; its undiminished prophets are accumulating. Two of its subsidiaries, as a result of exceptional research

¹ Abbreviations used in this article stand for the following: N. V. G. A.—National Vocational Guidance Association; N. A. D. W.—National Association of Deans of Women; N. G. R. B.—National Guidance Relations Board; A. C. G. P. A.—American Council of Guidance and Personnel Associations; N. E. A.—National Education Association; and WPA—Works Progress Administration.

ability, have put sufficient indispensable guidance material on the market to encourage one of its master salesman to make the unproved but brave announcement, "Guidance is now possible." One wonders, when the noise and shouting is loudest, what the scholarly researchers think!

Credit for monopolistic practices is due to the method of selecting queens and kings who are to sit on this Guidance Olympus and presume to say "thumbs up or thumbs down" on guidance thoughts and procedures. Who are welcome on the Council? Presidents of alphabetical agencies who can line up applause; college officials who have *persona grata* claims, endorsement ability, or fund-raising claims; personnel officers whose names appear often in the press, those who talk much and talk themselves forward easily and rather well; and those who firmly believe that God loves a cheerful giver of opinions—these are welcome. The *modus operandi* of this agency is "pronouncements," a method readily absorbed from the local atmosphere.

A third alphabetical agency not quite a merger or yet bold enough to usurp the functions of a holding company but coming along rather well in the total picture, is the A. C. G. P. A. Perhaps this agency should be considered a coordinator of alphabetical agencies. May its success be greater than that of its federal counterpart!

Outsiders looking in are coming to regard this multiplicity of alphabetical agencies as the problem children of the guidance movement. One net result of their activities is that the guidance field is broken up into conflicting camps, each sticking its tongue out at the other and while, like sensible nations, they do not declare war, one suspects that were any one of them sure of the outcome, it would like to give its competitors a realistic taste of Armageddon.

The Publicity racket is probably entitled to second place in a limited selection group. There is always more or less yearning among educators for the fleshpots of publicity. They have not been slow to grasp the publicity value of guidance or have they overlooked the wide variety of ways in which educators in no way identified with the guidance movement might write themselves forward without the camouflage being detected.

A strictly up-to-the-hour example of publicity is known as the Fan Tour whereby certain unsophisticated superintendents of schools, for certain considerations, are to "whoop it up" at home and abroad for vocational guidance or vocational education or something else with a vocational prefix. As an advertising stunt this particular piece of publicity is almost perfect. But those who have long memories will turn back the pages of history to the 1931 meeting of the National Education Association where, in a symposium on "How a Guidance Department Aids the Superintendent in Performing the Functions of School Administration," seven school officials agreed that the vocational guidance program was the mainstay in their community publicity program. Those who have even longer memories will turn back to the war period and recall that several of these same school systems had operating vocational guidance programs without any "whoopee" and now they are to wipe out history, start over, tour, establish, report, tour again after a year of successful establishing, confer with and inspire their less progressive con-

frères. Truly a guidance merry-go-round. Some of these superintendents whose memories are good must board the touring car with their tongues in their cheeks. Just what it will contribute, other than a good loud racket, not even an undistributed "prophet" would venture to predict.

Turning from this example of streamlined publicity to more personal types, one discovers many funny little horse-and-buggy-day rackets engaged in as extracurriculum activities by those who must keep their names continuously before the public. Guidance has proved to be a good avenue both for publicity and for royalties and so the ink flows faster and faster in guidance pens. Magazine articles are a good medium for publicity, one complete article being good for four appearances—one each from start to finish and from finish back to start, and one each from the middle back to start and from the middle back to finish. It is a great game, often very skilfully played. Definitions of guidance have been fruitful themes for this sort of publicity. With my own claim to squatter rights today, it seems as tho the last of the fifty-seven varieties must have been preempted. Guidance is now available for personal adequacy, for how to make friends and influence people, for how to live alone and like it, for orchids on your budget, for stock buyers, for men who cannot tell whether or not their head fits a hat, etc. We seem to have approached the ultimate of confusion in this respect. Guidance has become a meaningless term—a commercialized racket. It promises, as the late Dr. Robinson remarked relative to another terminology racket, "to burst its skin and disappear from the language."

If the publication racket keeps on, both periodical and book, the queens and kings of the Guidance Olympus may need to call upon the WPA to dispose of our surplus product.

Professional Preparation for Guidance is the third racket to which I would invite your attention. As part and parcel of the nationwide recruitment orgy, this racket has been universally condemned as a disgrace to higher education, and recently has been dealt some sledge hammer blows by leaders in that field.

On the institutional side one finds publicity, recruitment, bigger registrations, bigger budgets, more instructors, and more classes. On the student side one finds accumulation of courses and credit points, alphabetical paraphernalia trailing their names, course requirements to meet certification, and preferential recommendations for positions. If service to youth be a major objective of guidance, then, one of the biggest and wickedest of all guidance rackets is the competition on one hand, and the collusion on the other between agencies which attempt to monopolize the selection of those who shall be counselors.

Certain pronouncements on the subject of professional courses come to us direct from the Guidance Olympus: "One institution advertises over one hundred courses for the training of personnel workers." Of course everybody knows, personnel workers best of all, that anything over ten to fifteen courses must be credited to the course duplication racket, if would-be counselors are supposed to have any basic education to begin with. A second pronouncement states that "organized classes may deal with both educational and vocational guidance in one course." What a concession in this day of

articulation, synthesis, and total situation! Finally, "organized courses in psychology, sociology, statistics, mental hygiene" and principles of this, that, or the other are "indispensable." Indispensable to what? University budgets or effective counseling?

Certainly such pronouncements represent progressive education with a vengeance. Perusal of the Bible indicates that St. Paul was familiar with most of the principles and practices of good counseling *without* the benefit of organized courses. He sensed problems, found points of contact, secured interest, captured attention, framed and called forth questions, drew conclusions, and shaped appeals. His counseling methods recognized individual differences and distinguished between different temperaments and dispositions. What more does one need? Nothing. Certain victims of these modern training programs have found a minimum return on their investment by deducting on their income tax blanks, as contributions to philanthropy, the cost of the courses.

Further investigation shows that one alphabetical agency which is a right-hand supporter of the training racket has a Committee on Professional Standards with eight specific proposals which "if given proper research attention might lead to adequate and valid norms." Norms for what? Explanation of the program implies a hookup with the testing racket accompanied by a still hunt for a Guidance Quotient as a prerequisite to admission to the brotherhood. Another group is worried about standardizing the interview. The right side of the mouth of this group preaches individualization of education, while the left preaches standardization of the only unstandardized method of attaining such individualization. Surely a Professor of Logic is needed to help out here! A third group pins its faith to I. Q.'s and other ingredients of *psyclones*. It buries its head in batteries, profiles, clinics, case histories, and the like to such an extent that it is unable to see the guidance forest because of the psychological trees. When this particular group has a little time off for extracurriculum activities, it engages in hurling dead cats into the vocational information camp altho no one has as yet seen any cats making the return journey.

May I commend to you the annual production, "Vocational Guidance Follies," which is an exposé of these stereotyped training programs, written, directed, and produced by one of the few creative artists of the guidance movement. A feature of the 1938 edition was the commitment of the guidance racketeers to "The Hottest Spot in Hades."

Truly guidance is a very hazardous occupation both for those who give and those who receive.

Because I belong to that discredited group of educators who still place some value on the lessons of the past, I have tried to say what I had to offer you today in the language of the day and to base it upon presentday happenings.

To some it may seem rank heresy to express even the slightest suspicion that guidance has been overexploited, and that the movement itself has become an exploiting agency; to imply that some of its most ardent advocates are exploiting both youth and age; to suggest that participation in rackets of

any type is totally incompatible with service to individuals on the basis of individual needs. Organizations of the right type should be supported and encouraged, so should publicity, training programs, and counseling service. But as rackets they are exploiters of humanity.

When one fad follows another in rapid succession, when leading minds flit from one objective and one method to another with alarming rapidity, it is not easy for us to distinguish the ground swells of thought from the cross currents and surface waves. Guidance is under a cloud. One scans the horizon in vain for a single indication that the racket era of guidance has reached its peak. It has been too loudly preached by the Babbitts of the movement; it is carrying too much excess advertising baggage; its brain trust is too large, too inexperienced, too self-conscious, and too well publicized.

What a panorama of effort to hew first to one line of thought and then to another; to extricate the leaders first from one dilemma and then from another! What a Tower of Babel situation on terminologies! With the vocational guiders operating on the right and the educational guiders on the left; with the psychometrists and psychologists operating on every available guinea pig, the sociologists hot on the trail of "case material," and the political economists messing up the "total situation," where do homeless youth and submerged adults come in? They still wander along the highways and byways, in spite of the fact that there is a popular belief that the taxpayers of the country are furnishing an effective guidance service.

The times demand alertness on the part of all personnel workers lest another noble experiment end in a second-class racket.

My answer to the question of the hour—"Is Guidance a Racket?"—is in the affirmative:

And so I say the time has come
To challenge certain things;
Testing, training, publishing,
Even guidance queens and kings
Who seek youth's time and confidence
And give him doughnut rings.

*NATIONAL COUNCIL OF
ADMINISTRATIVE WOMEN IN
EDUCATION*

HISTORICAL NOTE

THE NATIONAL COUNCIL OF ADMINISTRATIVE WOMEN IN EDUCATION was organized in Oakland, California, in 1915 by a group of women in attendance at the annual meeting of the National Education Association. One of its purposes set forth in its constitution at that time was to strengthen the friendly and professional relations of administrative women in educational work and to maintain high professional standards among them.

Since its organization the Council has held two meetings a year, one in February and one during the annual meeting of the Association in the summer. At the Atlantic City meeting of the National Education Association, application was made to the Board of Directors for the admission of the Council as a Department and favorable action on the application was taken by the Representative Assembly on Friday morning, July 1, 1932.

The officers of the Department for the year 1938-39 are : PRESIDENT, Mrs. Inez Johnson Lewis, State Superintendent of Public Instruction, Denver, Colo.; VICEPRESIDENT, Mrs. Edith B. Joynes, Principal, Washington-Gatewood Schools, Norfolk, Va.; SECRETARY, Mrs. Margaret Mendenhall Smith, Principal, Ebert School, Denver, Colo.; TREASURER, Margaret C. Mackintosh, Principal, Public School 140, Brooklyn, N. Y.; AUDITOR, Ruth West, Head, History Department, Lewis and Clark High School, Spokane, Wash.; DIRECTORS, Elizabeth Wells Robertson, Director, Art Education, Public Schools, Chicago, Ill.; Sue M. Powers, Superintendent, Shelby County Schools, Memphis, Tenn.; Agnes Samuelson, State Superintendent of Public Instruction, Des Moines, Iowa; Mary Elizabeth O'Connor, 158 Highland Street, Taunton, Mass.; Caroline S. Woodruff, Principal, State Normal School, Castleton, Vt.

Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1932:261-262	1934:265-272	1936:157-160
1933:269-274	1935:251-254	1937:173-176

CURRENT LITERATURE

BLANCHE COLTON WILLIAMS, HEAD, DEPARTMENT OF ENGLISH, HUNTER COLLEGE, NEW YORK, N. Y.

AMERICANS, who make more books and buy more books than any other nation on earth, are reading more and more of the many that fall with increasing rapidity from latest model presses. The list of published volumes for the latest year tabulates around ten thousand; and if we make allowance for duds, a sizable number keeps alive established publishers, many flourishing with not infrequent hundreds of employees, and entices into existence new firms.

No worthy script is lost—I might say no script is lost—for if one publisher refuses, another buys it. The general level of literature this first half of 1938, one surmises, is higher than any past level; but this is not to say that individual peaks are higher. Perhaps we have reached also a new low level. Landmarks of the past tower above us and will continue to stand, serene and lofty; no publication this year has approached anything like immortality.

What kinds of literature are in vogue just now? How far do authors continue past vogues? Are there signs of new directions? Who are the readers and why do they read?

It is brainless to state that fiction and fact continue to mark the two great divisions, but not perhaps to observe that they encroach upon each other, or that countless young versifiers are springing up, undergrowth beneath taller neighbors; neither is it footless to notice that the two chief divisions meet in the apparently consciously cosmic purpose of categorizing and describing and narrating about every spot under these glimpses of the moon, and, as it should be, about men and women and their activities. Every day the earth visibly contracts: it must have been just about 1000 times as large in the days of Queen Victoria and Grover Cleveland as it is today. Thru wireless photography, radio, and television what is happening in Palestine or Tibet flashes before us even while it happens, and the question that determines the perpetuation in printer's ink of any happening beyond today is, "Will it be too much out of date, out of mind, before publication in book form?" Incidentally, journalism increases daily in value and importance; newspaper men and women are among our best writers. We find in any reputable news sheet this morning much material as "literary" as that we shall find if we go to the bookshop and select at will from past and present authors. As a matter of fact, all literature is journalism, or was. That which has survived was journalistic but escaped by the law of survival and floated down the stream of time to please us, descendants of those who read what was written for them.

Shrinkage of the earth means that we are informed to the minute about what used to be far-off nations. We read with eagerness this year of Poland, and as heretofore of Hitler and Mussolini, and with renewed interest of

China, Japan, and Spain. *The National Faith of Japan*, by D. C. Holtom, we shall be reading in July, as in May we were reading *Guns and Castanets* by a quartet including E. Hemingway and Elliot Paul, and *Towns and People of Modern Poland*, by R. M. McBride.

This literature of knowledge, and occasionally of power, further expresses itself in history, biography, autobiography, and with what appears to be a new underlying cosmic impetus, to clear up everything that ever happened as well as to suggest the unified plan of some divine power, the meaning of the universe. Informative works are every day available, interpreting anew dominant figures of past years for an age that welcomes the interpretation, apprehending the truth about past figures as they did not even themselves apprehend. I refer only to the recent lives of Darwin, to Margaret Armstrong's revivification of Fanny Kemble, to the *Western Years of Mark Twain*, by Ivan Benson, or to the intimate biography of A. E. Housman, by his brother Laurence; but I could fill my allotted fifteen minutes by merely listing titles of books that this year have recreated the past and made it live again. A not dissimilar principle of interpretation, except for lack of the perspective afforded by time, illumines the present. For example, every day many persons wish to know more about President Roosevelt. Emil Ludwig's errorful but readable volume which appeared in June, with its flaws illustrating the mad haste of today, is right in representing the President's desire and purpose to obviate revolution and to rescue capital. *We, Too, Are the People*, by Louise V. Armstrong, is about the private lives of Americans on relief; and as R. L. Duffus, the reviewer in the *New York Times*, said, it is a book we should all read before we hazard an opinion about the problem of relief. What national benevolence, at the cost of billions, may mean to posterity only the future can tell. Our national fiber may improve; it may deteriorate; probably a balance will be maintained with, let us hope, a higher level of living—ours now being the highest on earth—a better thinking, a stronger will to be self-maintaining, less of the spirit "the world owes me a living," and more of "what I can do for the human race."

Of England there is *Britain and the Dictators*, by Seton-Watson, analyzing the present with respect to the future of civilization. So, reviewed in today's *New York Times*, *Breathe Freely*, by James Kendall, looks to the gas attack of the next war, only one example of the urge to bring the future under the sway of the present. Of larger panoramas, becoming more stylish in fact as in fiction, Kenneth Scott Latourette's *History of the Expansion of Christianity*, now in Volumes I and II with four to follow, is a monument to the worldwide advance of man since the beginning of the Christian era. Changing theories of time and space are reflected, as theories always are reflected, in literature.

As never before, the lay reader who keeps abreast of progress in science must read the most recent authors. Science today is no more the science of yesterday than our latest hats are those of last season. Truth may lie at the bottom of a well but science plumbs ever more deeply the depths. We watch the growth of the chicken heart which Dr. Carrel has kept alive and flourishing since 1912, or the pumps manufactured by the same doctor and Lind-

bergh; and we are filled, some of us, with the current parallel of old-time religious ecstasy while we divine what hope of immortality and its fulfilment men of science have conceived; or, if not that, at least the reduction and expansion of all things under the sun, even about other suns, to a great central unifying principle. Current scientific literature would reinterpret God. *The Evolution of Physics*, by Albert Einstein and Leopold Infeld, is marvel of marvels, on the best selling list of non-fiction for the period from April 18 to May 16. And here I should like to call attention to Eve Curie's admirable biography of her mother, Madame Curie, the co-discoverer of radium. Probably most of us know it thru the translation by Vincent Sheean. Published November 26, 1937, it is read by a daily increasing number of those interested in science and the lives of the Polish woman and her French husband. Besides being a testimony to the most famous of modern women scientists, it pays due attention to an American, Marie Brown Meloney, thru whose efforts women of the United States presented to Madame Curie perhaps the largest single gift women ever gave to a woman: only a single gram of radium, but worth and costing \$100,000. As biography and science unite in this book, science and sociology combine in Mark Graubard's *Man the Slave and Master*. It endears itself to me by its challenge of Freudianism as mere gossip and folly.

Theories change quickly today. Before leaving this brief index to what appear to be publications hinting toward the way we are headed, I may mention that Marquis James's *Andrew Jackson* received the Pulitzer prize this year and that William E. Dodd's book on the Old South was awarded the prize by the Southern Women's Democratic Association of New York. Both are significant of continued and newly awakened interest in stories of our country.

Inasmuch as my own interest is in belles lettres, to use an old-fashioned university catalog term, I have enjoyed most of recent autobiographies, also a best seller in the two months just ending, *The Summing Up*, by W. Somerset Maugham. It is the final stone to the not unimpressive structure of the author's creations. He says, in effect, that in it his work is finished; he could not have died happy without writing the book, and tho he may add a sun parlor or a pergola, the house itself is now complete. It will live a long time for those who care about makers and making of literature. And on this book as a springboard, I pass over to fiction.

In fiction we find nothing that ranks in popular approval with last year's *Gone with the Wind*. The Pulitzer Prize went this year to the fictive history of a Bostonian, *The Late George Apley*, by J. P. Marquand, long a professional writer of power and clean style. Fictive history—biography—probably will dominate, as a type, our fiction for some time to come, and it grows in magnitude. *The Pasquier Chronicles*, by Georges Duhamel, translated into English by Beatrice De Holthoir, illustrates as well as the work of any author the professed intention of writing millions of words, if necessary, to represent the pageant of a family or families thronging their easy or troubled progress over the fifty years or so given them for marching thru this life. Do we know, these days, whether we read fiction or fact? Particularly, if on

the title page we are told that no actual man or woman is included in the pages ahead?

If readers wish to be informed about the earth they also wish stories about every square mile of its surface, and intimate knowledge of inhabitants within miles of the setting. I have just read Marjorie Kinnan Rawlings *The Yearling*, a tender tale of a backwoods family in Florida, emphasizing young Jody Baxter, who is the yearling; and using native dialect without disturbance to the reader's pleasure. *Brighton Rock*, by Graham Greene, R. L. Stevenson's cousin, is a capital tale involving psychiatry and yet leaving a definite impression of the English Atlantic City, particularly those parts not always revealed to the tourist. Louis Bromfield, in *The Rains Came*, has told a tale of the English in India; he is second on Womrath's list for the month just ended, as Mrs. Rawlings is first. I might add that Mr. Bromfield was one of the first to begin the "panel" effect; in *Possession* and *The Green Bay Tree* and other works, he carried his men and women from one book into another.

Rose Wilder Lane, in *Free Land*, which is reputedly selling at the rate of a thousand copies a week, tells a tale of cyclones and blizzards and triumph and disaster in the Dakota lands of a generation ago. A story that will sell perhaps as well, if following her tradition, will be *Song of Years*, by Bess Streeter Aldrich, just about due from the press, picturing Iowa in the years 1854 to 1865, with something of the Civil War for good measure.

And what of the folk writers such as Jesse Stuart? *Beyond Dark Hills* is, again, autobiographical; his short stories, the ones I have read, told in a way dissociated from usual technic, about the people of the southern mountains, live thru their vitality. I only trust they will not tempt writers who have better technic to imitate him, imitating what with him is the best he can do.

And do we get thru fiction of foreign countries, always excepting England and France, what we get of America thru fiction? Mrs. Buck's China (of another season) comes to mind, of course, but of Germany and of Russia and of Spain there are reasons why we do not meet a thoroly representative body of literature. *The Elephant Never Forgets* (1938), by Ethel Lina White, is a tale of espionage and intrigue and death in OGPU Russia; other works will come to your minds, but fiction of conditions in new governments today will ripen later.

The short story, with which my name was humbly associated for so many years, is in a state of change. Here and there you come across a story that amazes you by its power or subtlety of characterization; but most of the tales of this year are dull and dreary, lacking in freshness as Central Park before Mr. Moses made it bloom again. Two, however, have been on the mouths and in the minds of many readers: "Mr. Sycamore," by Robert Ayre, first published in *Story*, and "The Flying Yorkshireman," in the volume of the title, a book of novellas. "Mr. Sycamore" is about a gentleman who wished to become a tree, and did. It seems to be pure fantasy and whether the author had a serious as well as a whimsical purpose I cannot say. Whoever has read about Ferdinand, the bull, still among best sellers, tho published two years ago, will be puzzled to know whether in this tale apparently for children,

Munro Leaf means to argue for pacificism. Read it if you have not read it. You can do so in ten minutes, with time for the necessary illustrations.

The detective story, always popular as literature of escape, the sort of reading one can absorb when too weary for any other kind, occupies a growing page of its own in our best review sheets. I believe the English are yet ahead of Americans in style and depth, Agatha Christie and Dorothy Sayres and H. C. Baily, for example; but Americans win in swift action and cleverness.

I have reserved to the end the most beautiful work of current fiction that has reached, advantageously or otherwise, the list of best sellers. It is by Mary Ellen Chase (who to her glory and credit insists upon retaining a composition course in Smith College), and is called *Dawn in Lyonesse*. Ageless as the sempiternal legend of Tristram and Iseult, current as the romance of the living servant girl who has lost her lover to another woman, who in turn has lost him to death, the novella reflects in the flow and rhythm of the lines the flow and rhythm of the waves against the Cornish coast. It is filled with wings, like the wings of the gulls that wheel and soar above the crumbling towers of Tintagel. This hauntingly lovely tale reaches a height that is a not inconsiderable peak in this first half of 1938.

WOMEN'S NEW OPPORTUNITIES AND RESPONSIBILITIES IN PUBLIC LIFE—*Abstract*

MRS. ELINORE M. HERRICK, REGIONAL DIRECTOR, NATIONAL LABOR RELATIONS BOARD, SECOND REGION, STATE OF NEW YORK

The frequency with which some such headline as the following appeared this June has no doubt caught the attention of many people: "Middle-Aged Women Win College Degree" and "Mothers of Grown Families Renew Enthusiasm for Striking Out in New Fields of Useful Achievement." The particular women whose graduation from colleges last week evoked these headlines were asked what use they intended to make of their new knowledge. All three replies seemed to indicate that the new graduates felt the need to lead revolts. Revolts against what? Revolts against men!

I give you their own words as reported in the newspapers. "Marital relations are what I am interested in," says the first, "that and jolting women into knowing how to get around the men so they won't keep us down any more." And the second says: "I am aflame against the injustices that women have endured." At that point I became interested. Did she mean the injustices with which I deal in my work—injustices against those women in factories who can at best after long hours of toil earn only \$3 or \$4 a week? But no, for she goes on: "I have a theory of my own on why men have accomplished so much more of the world's work than women. . . . I think it is because they realize that women have the most important job, the real task of carrying on the race. And because they feel inferior they have tried to overcompensate themselves by grabbing all the power and all the learning, too, for centuries. But we have turned the tide and we must keep it going

strong." And the third says: "I have a violent urge to work and an increasing curiosity for learning. This A.B. is just a beginning. I shall go on for my master's degree in the fall."

Now I think education and learning are grand things—but it depends on whether one regards them as synonymous and whether one regards them as objectives. And I think that "jolting women into knowing how to get around men" is hardly to be classified as an objective. Education seems to me to be a tool with which one performs one's work in society, while learning, I am sure you all agree, is not confined to the classroom.

If my views on this subject are unorthodox, they can be attributed to my own experience. I flunked ingloriously out of college back in 1914 or 1915—I cannot remember which. It was not until I found myself confronted with the necessity of supporting two children that I realized I lacked the tool of education. I went to work in a factory, which was the only opening for an untrained woman at that time, except household service—"domestic service" as it is more commonly called—which I first tried for a year. Seven years after I entered the factory and had been promoted to one of the top positions, I decided to complete my work for a college degree, but most especially I wanted to study economic theory which people kept telling me would explain many of the mysteries of the industrial world in which I had been involved for so long. I wanted to know why there was seasonal unemployment and what could be done to protect people from the miseries it caused which obviously were not within the power of the victims to control. I wanted to know how economists explained the money market, how wealth becomes concentrated in the hands of a few and can be withheld at will from economic enterprise, why people starve in a land of plenty. I found that the economists gave us lots of theories—supply and demand, the law of diminishing returns, marginal utility, the wage fund theory of Ricardo—but tho many of these theories are decades and centuries old we live in a world where hard work, frugality, budgeted family economy, standards of character, and neighborliness appear to be no safeguard against the hazards of loss of job, helpless sickness, and old age. We live in a world where opportunities are unequal, where even the freedom of association and thought is not safeguarded.

And so it seems rather silly to me that the result of a college degree should leave one merely with the desire for more degrees or with the determination to "jolt women into knowing how to get around men." I would use an even stronger word than silly—I think it is tragic.

There is so much useful work to be done, There is so much need for practical dealing with the realities of life. It seems to me that the best contributions of the day in which we are living have been those efforts to create a palliative against the misery of unemployment, to insure the bank deposits of frugal workmen against misuse by unscrupulous or unwise business men, to improve standards of work thru minimum wage and maximum hour legislation, the effort to secure real liberty of expression and association to the workers of the country thru the National Labor Relations Act. So far as all these efforts by government make our people free, bulwark the foundations of a democratic society, as I am convinced they do, we shall be more

likely to work out our salvation in terms of a kindlier, more economically just society, where the trite maxims "honesty is the best policy" and "virtue is its own reward" may ultimately have more significance than to give rise to cynical laughter.

What are the opportunities for service to society for trained women today? The research laboratories where remedies for human illness are being worked out, the geological fields for discovery of new metals for use in industrial expansion, the realm of chemistry both for improved food habits and for industrial expansion—the list of all opportunities would be too long. Nor am I unmindful of the challenge to women who are not breadwinners—indeed, perhaps theirs is the greatest opportunity, for they can give their children standards of service to society, which may make the whole difference as to the form of society which we maintain on this continent. The homemaker has a chance to inculcate larger and more generous views of social life and the social adjustments necessary to it than has any group except the teaching profession. For you have the largest opportunity to develop in children and young people generally an approach to life that measures its rewards in terms of usefulness to the people—that concept of subordinating self to the "good of the greatest number."

The defeatist attitude of the mature women graduates I have cited at the beginning is to me deplorable. It is an attitude by which they enslave themselves. The injustices about which they should "flame" are the social inequalities, not personal issues.

Women, of course, do meet discrimination in the matter of pay. For years when I was the production manager of a rayon mill I handed out pay checks to my subordinates which were larger than mine, because they were men and I was a woman. But what is the use of arguing about that or feeling abused? More and more women who make themselves preeminent in competency are getting recognition on the basis of their efficiency. One of the handicaps of women in public or business life today is that they continue to think of themselves as women. Yet the old shibboleths that women lack objectivity, are sensitive, get their feelings hurt, and are unable to take criticism are pretty well discredited in my observation. Women have increasingly shown that—to use a slang expression—they "can take it."

It is clear to me, however, that if there are two candidates for a job and the man rates at 100, the woman candidate must rate at least 110 on qualifications. More is expected of a woman holding down a responsible job. She cannot afford to make mistakes and she must do a better job than a man in a comparable position. But women should accept this as a challenge to do their best and should not resent it as a symptom of any injustice. It simply means that we must continue to win our spurs. The middle-aged woman graduate of this June who regards it as her mission in life, now that she has her precious sheepskin, to show other women "how to get around men" is dead wrong. Let us put this business of woman's place in the world of today on a self-respecting basis, where we train ourselves for service to humanity in this perplexed world in which we live. Pettiness and "woman's rights" have no place in the scheme of affairs. Women have enormous responsibilities

as to the kind of world we make and the kind of citizens those of the future will be. That is our challenge and our opportunity.

SECRETARY'S MINUTES

New York City

Wednesday, June 29, 1938

The meeting was called to order at 12:30 P.M. by Mrs. Inez Johnson Lewis, president of the Department, at the Astor Hotel. Because the speakers were broadcasting at 1:30 P.M., the order of business was changed and the speakers were introduced immediately after the luncheon.

Mrs. Blanche Colton Williams, professor of English at Hunter College, spoke on "Current Literature"—the development of a taste for good reading and the need of greater activity in the field of literature and English on the part of our schools and colleges. She illustrated her talk by giving to the group a glimpse into that field in which she was vitally interested.

Mrs. Elinore M. Herrick, regional director, National Labor Relations Board, Second District, New York, a woman who has made good in a type of service to other women in business and industry, made a strong plea for cooperation and better understanding on the part of all women in education—especially administrative women in education.

Following the formal addresses given by the guest speakers, Mrs. Lewis presented John W. Withers, dean, School of Education, New York University, who extended cordial greetings from New York, and Elizabeth O'Connor, who responded to the welcome.

Dr. Withers struck the keynote of the convention when he called for more tolerance—a better understanding of the other fellow's point of view—and a study of the whole problem before passing judgment on other people's activities.

Mrs. Lewis introduced the officers of the Department, placing emphasis upon the work of the treasurer who, besides being a good treasurer, had proved herself an excellent local chairman.

It was to Margaret Mackintosh, Mrs. Lewis stated, that we were indebted for the beautiful luncheon appointments and thoroly efficient organization of the program at the meeting of the Administrative Women in Education in New York City.

Caroline S. Woodruff, president of the National Education Association, and guest of honor at the luncheon, brought greetings from the N. E. A. She spoke with great appreciation of the hospitality extended by New York people, of the beautiful music furnished by the schools, of the courtesy of the press, and of the type of program furnished by the committees on arrangements, noting that during the general meetings, the audience was privileged to hear the President of the United States, the governor of New York state, and the mayor of New York City. Dr. Woodruff briefly explained the origin and growth of the Department, and expressed confidence in further growth in size and service.

Supplementing Dr. Woodruff's remarks, Mrs. Lewis called for a representative attendance at the brief business meeting which followed immediately.

Elizabeth O'Connor, supervisor of elementary schools, Taunton, Massachusetts, speaking for the Board of Directors, proposed a revision of the bylaws, extending the term of office for all elected officers to two years and making such changes in other bylaws that would be needed to adjust to the change in length of term.

The committee will call for the vote on this change in February 1939.

The meeting was adjourned.

*NATIONAL COUNCIL FOR
THE SOCIAL STUDIES*

HISTORICAL NOTE

THE NATIONAL COUNCIL FOR THE SOCIAL STUDIES *was created as a Department of the National Education Association by the Board of Directors at the Indianapolis meeting of the Association in 1925.*

The officers of the Department for the year 1938-39 are: PRESIDENT, Elmer Ellis, Department of History, University of Missouri, Columbus, Mo.; FIRST VICEPRESIDENT, C. C. Barnes, Head, Social Science Department, Detroit Public Schools, Detroit, Mich.; SECOND VICEPRESIDENT, Ruth West, Lewis and Clark High School, Spokane, Wash.; SECRETARY-TREASURER, Howard E. Wilson, Graduate School of Education, Harvard University, Cambridge, Mass.; EXECUTIVE COMMITTEE, Fremont P. Wirth, George Peabody College for Teachers, Nashville, Tenn.; Nelle E. Bowman, Central High School, Tulsa, Okla.; ex-presidents and officers.

The publications of the Department consist of SOCIAL STUDIES and a yearbook. The annual dues, \$3, are payable to the secretary-treasurer. Facts relating to the establishment of this Department and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1925:1055-56	1929:633-642	1932:525-532	1935:471-482
1926:653-664	1930:597-606	1933:531-536	1936:373-382
1927:679-696	1931:621-632	1934:513-520	1937:425-434
1928:651-654			

THE TEACHING OF THE HISTORY OF EDUCATION IN SECONDARY SCHOOLS—*Abstract*

RICHARD E. THURSFIELD, ADVANCED SCHOOL OF EDUCATION, TEACHERS
COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, N. Y.

THE VALUES of teaching more concerning the history of American education in secondary schools appear to be extremely obvious and worthy of considerable attention from those interested in American secondary education. Educators have given too little emphasis to this phase of American social and cultural history. Let us consider what some of the aims and values of such a study of American educational history might be.

1. A sense of appreciation might be created among American secondary-school students for the extraordinary educational advantages enjoyed by them today with the clearly evident corollary that they might make better use of such opportunities.
2. The development of one of America's greatest contributions to civilization might be made clear.
3. The importance of education in a democracy could be made evident.
4. A more intelligent understanding of the place of the American school system in society might lead to more intelligent public action in educational matters.

What has been done up to the present time in teaching the history of American education in secondary schools? Let us take American secondary-school texts as a criterion. The space devoted to the history of American education varied from about seven full pages to about thirty-five in fourteen history texts investigated.

Altho sufficient space is necessary for a well-balanced story of the development of the American educational system, this investigation clearly demonstrated that the quality of presentation should take precedence over the number of pages and lines. As a matter of fact, the high-school textbook which set apart the largest amount of space to the subject commented upon the educational implications of Mickey Mouse films but said not a word concerning the work of either Horace Mann or Henry Barnard. Two widely used secondary-school texts, one of which is a recently rearranged version of the other, hardly consider the growth of educational opportunities in the United States.

All of these findings and observations indicate that altho widely varying attempts have been made in our secondary-school history textbooks to tell the story of American educational development as part of our social history, such endeavors are most uneven, and as such, are unsatisfactory.

The history of American education might even be made a separate one-semester course in a high-school civic curriculum or a curriculum planned for students whose programs were not filled with college entrance subjects. It might provide a convenient elective subject for the trade school or commercial pupil and as such should receive attention from social studies supervisors. To the more capable students, however, there is no reason why the history of American education could not receive a careful consideration in the study of American social and cultural history.

A CHALLENGE TO DEMOCRACY—*Abstract*

JAMES MARSHALL, PRESIDENT, BOARD OF EDUCATION, NEW YORK, N. Y.

The fate of democracy lies in balance in the unsure hands of politicians, the press, and teachers. Each group has its special tasks in the battle for democracy. The politician is often poisoned by lust for power. By the very nature of his position he must be an opportunist. The press in the struggle for influence, circulation, and advertising must also be opportunist at times, and it must at times distort emphasis. But, teachers—particularly when they have tenure—are removed from the hurly-burly. They can have a long-range view. They need not be opportunist; they need not misplace emphasis. Teachers can study the past; they can apply scholarship and an experimental attitude to living problems. Teachers are at once trustees of the treasure of the past, assayers of the present, and the holders of the keys to the gates of the future.

In the battle for democracy, teachers of the social sciences are in a favored position to assume leadership. Their stock in trade consists of political and economic experience, principles, and hypotheses.

As social scientists, we cannot afford to read phrases in their original settings and ignore the frame of their present application. What about the parasites of secondary meanings? Take the word "communism." In classical socialist literature, communism is a state of society where individuals and natural groupings of individuals manage their own affairs without economic distinction, without class division, and without the intervention of the state. Today, communism means to the average man bloody tyranny. It means to the reactionary a tar brush with which to foul all liberalism. It means to the communist not free spirit but blind acceptance of erratic doctrinal pronouncement.

Let us turn to the term "democracy," the central theme in American history. No sane man in this country today would oppose democracy. Even our most arbitrary and dictatorial politicians claim to act in the name of democracy. But what does democracy mean? How has it been perverted? The term "democracy" itself is a symbol. It is not merely a form of government. Democracy need not be republican; England is an example of this. Democracy need not be representative government; as an example of this study the history of the early New England towns.

You can have popular suffrage without democracy, as where the hungry are bought, intimidated, and terrorized—as was dramatically shown in the recent Austrian plebiscite.

Democracy is a symbol for a way of life and for an attitude toward life. It requires belief in the essential goodness of man and the essential competence of man. With such a belief, we can trust men to say and print what they think; to say and print what they think tho it be unpopular. No one ever sought or needed free speech for the popular cause.

Democracy demands the right and the power of a people to canvass and question all acts of power exerted over them, and the right and power to

act after such canvassing and questioning. A democratic people must have the right and the power to get information and to learn what is happening; and then the right and the power to express their opinions, to express their preferences, and to act. Intermediate between information and action is the formation of judgment. It is here that education steps in, giving the tools and facilities for the formation of judgment.

As I see it, there are two great dangers to democracy today. One lies in the failure to find the means to distribute potential industrial and agricultural production. The other great danger to democracy lies in war.

We fought a war to "make the world safe for democracy." We fought a war in the slogan of democracy, and we know what the last war did. We know what it did to democracy in Europe. We know what it did for the concentration of power in our government and for the abridgment of liberties of speech, of the press, and of teaching. This is nothing new. Lincoln abolished the right of habeas corpus during the Civil War and it took the Supreme Court to restore it.

In a new war to make ourselves more safe, we will inevitably make ourselves less free. For the brutalizing effects of war under any slogan, of war garnished by any symbols and the intensification of fears that war brings about, must close the mind to reason and destroy that security which is the aim and the climate of democracy.

So, in conclusion, let me say that as teachers you have a great responsibility in the battle for democracy. You cannot meet this responsibility without courage. You cannot meet it without remembering that skepticism is necessary to analysis; that analysis is necessary to understanding; and that understanding is essential to a fighting faith in democracy.

SOCIAL STUDIES MATERIAL IN THE ELEMENTARY READING PROGRAM—*Abstract*

MARY F. CANTY, TEACHER, HUTCHINSON SCHOOL, PELHAM, N. Y.

There is and should be a wide range of reading ability in any class of children. Most educators realize this, but too often they fail to consider it in the teaching of other subjects and in the purchasing of books for use in the classroom.

A child usually needs a good foundation in the mechanics of reading before he can make use of it. Lack of formal instruction leads to careless performance and necessitates remedial work. In addition to mechanical foundation, reading needs purposeful practice upon the child's own level. Social studies can supply the purpose and material for such reading practice.

A textbook used in social studies classes economizes on time and effort but it must be supplemented with related reading material on many levels so that each child may find information in books which are within his reach. Bright children need this extra work to let them live up to their capacities. Dull children need it to encourage them and to give their reading the practice it needs in an interesting situation.

By the use of social studies material, a teacher of reading can develop skills such as skimming, outlining, summarizing, and remembering material read which will be of help in work-type reading. She can also build a better vocabulary for these children.

Reading and social studies should go hand in hand, work in one supplementing the work in the other. Teachers are the general practitioners of education. They must put into practice the discoveries of research workers so that all children may benefit by those discoveries. By using social studies material, a teacher may develop not only efficient readers but intelligent and thoughtful ones. This is one of the most important jobs facing education today.

*WORLD FEDERATION OF EDUCATION
ASSOCIATIONS*

HISTORICAL NOTE

THE WORLD FEDERATION OF EDUCATION ASSOCIATIONS *was the outgrowth of a World Conference on Education which was called by the Committee on Foreign Relations of the National Education Association to meet at San Francisco in July 1923. The first biennial meeting of the World Federation of Education Associations was held in Edinburgh, Scotland, in July 1925. The second biennial conference was held in Toronto, Canada, in August 1927. The third conference was held in Geneva, Switzerland, August 1929; the fourth conference took place in August 1931, in Denver, Colorado; the fifth conference took place in August 1933, in Dublin, Ireland; the sixth conference took place in August 1935, in Oxford, England; and the seventh conference took place in August 1937, in Tokyo, Japan.*

The officers for the years 1938-39 are: PRESIDENT, Paul Monroe, Teachers College, Columbia University, New York, N. Y.; SECRETARY-GENERAL, Uel W. Lamkin, President, Northwest Missouri State Teachers College, Maryville, Mo.

Facts relating to the establishment of the World Federation of Education Associations and the record of meetings are found in earlier volumes of PROCEEDINGS as follows:

1921:176-182	1926: 997-1004	1933:807-814
1922:312-317	1927:1007-1016	1934:799-800
1923:106, 402-424	1928:1005-1012	1935:735-742
1924:272-274	1929: 975- 988	1936:629-630
1925:913-927	1931: 985- 994	1937:677-678

TOKYO CONFERENCE OF THE WORLD FEDERATION OF EDUCATION ASSOCIATIONS

PAUL MONROE, TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK,
N. Y., PRESIDENT OF THE WORLD FEDERATION

THE SEVENTH BIENNIAL CONFERENCE of the World Federation of Education Associations was held in Japan, August 2-7, 1937. Some three thousand teachers were registered; one-half of these were Japanese teachers, the other half were teachers from foreign lands. The number registered had been limited by the capacity of the largest auditorium available, that of the university, so that there was no overcrowding tho there was a good general attendance at every meeting. Of the foreigners in attendance, more than one thousand were from the United States and Canada while the remainder were small groups from various European and Oriental countries.

The major purpose of these conferences is to provide for the extension of acquaintance among the teachers of various countries and the exchange of information about those countries, especially about their educational activities. The various sectional conferences of the Federation provided for the dissemination of educational information: the travel of the various visiting teachers thruout the country of the hosts provided for a general acquaintance with the social system. This was particularly well done in the case of the Japanese; they displayed to the fullest advantage their well-known hospitality to foreign guests.

Elaborate arrangements for transportation facilities, hotel accommodations, visitations to important shrines, resorts, and places of interest, and the necessary arrangements of the score or more of sectional meetings were all fully cared for. The distribution of a thousand or more visitors among the score or more hotels and their redistribution at as many sectional meetings with a further distribution to the places of amusement and receptions each afternoon were provided for by a fleet of buses placed at the disposal of the guests by the local committees. As all of these had to be routed for each entertainment by special police permits which are necessary to prevent congestion in the narrow streets of an oriental city, even one so recently built as Tokyo, the amount of attention necessary to these details was very great.

Too much cannot be said for the care given by the Japanese; neither can too much be said in appreciation of the very elaborate program for the entertainment of the guests. Every afternoon and most evenings were occupied with entertainments. The national historical theater, the very modern theater, the characteristic No theater, and the cinemas provided free entertainment of a very superior character. Tea ceremonies; doll ceremonies; flower arrangements; traditional marriage customs; visits to gardens, parks, and shrines—all gave introduction to a cultural life that was quite novel to the Western visitors and was of great interest as well as of educational value.

Never before had there been such provision or such entertainment offered to the members of the W.F.E.A. as never before had the Federation visited a region of such different cultural background.

Particularly, the programs offered in the various sections were elaborate, related to every major educational subject of unique suggestiveness because such a variety of national experience was brought out in comparative studies.

For illustration, those of the members who participated in the various broadcasts to the West necessarily had to visit the broadcasting studios very early in the morning. Such observers found that from five to six o'clock in the morning, literally tens of thousands of children and adults of the Japanese capital were using the grounds of the public schools for morning physical exercises as a part of the adult and popular educational program put on by the educational authorities for the physical improvement of the nation. One of the most valuable of the educational experiences for the visitors was this contact with a social system where every aspect of life is organized with educational and cultural results in view and where these cultural standards are so different from those of the West.

Altogether the summer offered one of the most profitable and enjoyable times that was ever had by the visitors from the West. Particularly do the officers and the directors of the World Federation feel grateful to the Japanese Imperial Education Association for its courteous hospitality, its efficient organizations, its generous entertainment and care of the visiting delegates, and for its lavish hospitality for all.

The proceedings of the conference are to be issued in five separate volumes, one of which is to be devoted to the Japanese papers presented in the various sections. This volume will give in English the most recent and elaborate account of the entire Japanese educational system. These proceedings are to be distributed gratis thru the generosity of the Japanese Committee to all of the teachers from the West who were registered at the conference.

ASSOCIATIONAL RECORDS
AND
INFORMATION



CHARTER

1857—1870

THE NATIONAL TEACHERS ASSOCIATION

Organized August 26, 1857, at Philadelphia, Pennsylvania.

PURPOSE—*To elevate the character and advance the interests of the profession of teaching and to promote the cause of popular education in the United States.*

The name of the Association was changed at Cleveland, Ohio, on August 15, 1870, to the "National Educational Association."

1870—1907

NATIONAL EDUCATIONAL ASSOCIATION

Incorporated under the laws of the District of Columbia, February 24, 1886, under the name, "National Education Association," which was changed to "National Educational Association," by certificate filed November 6, 1886.

1907—

NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

Incorporated under a special act of Congress, approved June 30, 1906, to succeed the "National Educational Association." The charter was accepted and bylaws were adopted at the Fiftieth Anniversary Convention held July 10, 1907, at Los Angeles, California.

ACT OF INCORPORATION

AN ACT TO INCORPORATE THE NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled:

SECTION 1. That the following-named persons, who are now officers and directors and trustees of the National Educational Association, a corporation organized in the year eighteen hundred and eighty-six, under the Act of General Incorporation of the Revised Statutes of the District of Columbia, viz.:

Nathan C. Schaeffer, Eliphalet Oram Lyte, John W. Lansinger, of Pennsylvania; Isaac W. Hill, of Alabama; Arthur J. Matthews, of Arizona; John H. Hinemon, George B. Cook, of Arkansas; Joseph O'Connor, Josiah L. Pickard, Arthur H. Chamberlain, of California; Aaron Gove, Ezekiel H. Cook, Lewis C. Greenlee, of Colorado; Charles H. Keyes, of Connecticut; George W. Twitmyer, of Delaware; J. Ormond Wilson, William T. Harris, Alexander T. Stuart, of the District of Columbia; Clem Hampton, of Florida; William M. Slaton, of Georgia; Frances Mann, of Idaho; J. Stanley Brown, Albert G. Lane, Charles I. Parker, John W. Cook, Joshua Pike, Albert R. Taylor, Joseph A. Mercer, of Illinois; Nebraska Cropsey, Thomas A. Mott, of Indiana; John D. Benedict, of Indian Territory; John F. Riggs, Ashley V. Storm, of Iowa; John W. Spindler, Jasper N. Wilkinson, A. V. Jewett, Luther D. Whittemore, of Kansas; William Henry Bartholomew, of Kentucky; Warren Easton, of	List of Incorporators
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Louisiana; John S. Locke, of Maine; M. Bates Stephens, of Maryland; Charles W. Eliot, Mary H. Hunt, Henry T. Bailey, of Massachusetts; Hugh A. Graham, Charles G. White, William H. Elson, of Michigan; William F. Phelps, Irwin Shepard, John A. Cranston, of Minnesota; Robert B. Fulton, of Mississippi; F. Louis Soldan, James M. Greenwood, William J. Hawkins, of Missouri; Oscar J. Craig, of Montana; George L. Towne, of Nebraska; Joseph E. Stubbs, of Nevada; James E. Klock, of New Hampshire; James M. Green, John Enright, of New Jersey; Charles M. Light, of New Mexico; James H. Canfield, Nicholas Murray Butler, William H. Maxwell, Charles R. Skinner, Albert P. Marble, James C. Byrnes, of New York; James Y. Joyner, Julius Isaac Foust, of North Carolina; Pitt Gordon Knowlton, of North Dakota; Oscar T. Corson, Jacob A. Shawan, Wells L. Griswold, of Ohio; Edgar S. Vaught, Andrew R. Hickham, of Oklahoma; Charles Carroll Stratton, Edwin D. Ressler, of Oregon; Thomas W. Bicknell, Walter Ballou Jacobs, of Rhode Island; David B. Johnson, Robert P. Pell, of South Carolina; Moritz Adelbert Langer, of South Dakota; Eugene F. Turner, of Tennessee; Lloyd E. Wolf, of Texas; David H. Christensen, of Utah; Henry O. Wheeler, Isaac Thomas, of Vermont; Joseph L. Jarman, of Virginia; Edward T. Mathes, of Washington; T. Marcellus Marshall, Lucy Robinson, of West Virginia; Lorenzo D. Harvey, of Wisconsin; Thomas T. Tynan, of Wyoming; Cassia Patton, of Alaska; Frank H. Ball, of Porto Rico; Arthur F. Griffiths, of Hawaii; C. H. Maxson, of the Philippine Islands; and such other persons as now are or may hereafter be associated with them as officers or members of said Association, are hereby incorporated and declared to be a body corporate of the District of Columbia by the name of the "National Education Association of the United States," and by that name shall be known and have a perpetual succession with the powers, limitations, and restrictions herein contained.

SEC. 2. That the purpose and objects of the said corporation shall be to elevate the character and advance the interests of the profession of teaching and to promote the cause of education in the United States. This corporation shall include

**Purpose and
Departments**

the National Council of Education and the following departments, and such others as may hereafter be created by organization or consolidation, to wit: The Departments, first, of Superintendence; second, of Normal Schools; third, of Elementary Education; fourth, of Higher Education; fifth, of Manual Training; sixth, of Art Education; seventh, of Kindergarten Education; eighth, of Music Education; ninth, of Secondary Education; tenth, of Business Education; eleventh, of Child Study; twelfth, of Physical Education; thirteenth, of Natural Science Instruction; fourteenth, of School Administration; fifteenth, the Library Department; sixteenth, of Special Education; seventeenth, of Indian Education; the powers and duties and the numbers and names of these departments and of the National Council of Education may be changed or abolished at the pleasure of the corporation, as provided in its bylaws.

SEC. 3. That the said corporation shall further have power to have and to use a common seal, and to alter and change the same at its pleasure; to sue or to be sued in any court of the United States, or other court of competent jurisdiction;

**Powers of
Corporation**

to make bylaws not inconsistent with the provisions of this act or of the Constitution of the United States; to take or receive, whether by gift, grant, devise, bequest, or purchase, any real or personal estate, and to hold, grant, convey, hire, or lease the same for the purpose of its incorporation; and to accept and administer any trust of real or personal estate for any educational purpose within the objects of the corporation.

SEC. 4. That all real property of the corporation within the District of Columbia which shall be used by the corporation for the educational or other purposes of the corporation as aforesaid other than the purposes of producing income and all per-

sonal property and funds of the corporation held, used, or invested for educational purposes aforesaid, or to produce income to be used for such purposes, shall be exempt from taxation; *provided*, However, that this exemption shall not apply to any property of the corporation which shall not be used for, or the income of which shall not be applied to, the educational purposes of the corporation; and, *provided further*, That the corporation shall annually file, with the Commissioner of Education of the United States, a report in writing, stating in detail the property, real and personal, held by the corporation, and the expenditure or other use or disposition of the same, or the income thereof, during the preceding year.

Property to be
Tax-Exempt

SEC. 5. The qualifications, classifications, rights, and obligations of members of said corporation shall be prescribed in the bylaws of the corporation.

Members

SEC. 6. (a) The officers of the corporation shall be a President, one or more Vicepresidents, a Secretary, a Treasurer, a Board of Directors, an Executive Committee, a Board of Trustees and such boards, councils, committees, and other officers as shall be prescribed in the bylaws.

Officers

(b) Except as limited by this Act, as amended, the bylaws of the corporation shall prescribe the powers, duties, terms of office, and the manner of election or appointment of the said officers, boards, councils, and committees; and the said corporation may by its bylaws make other and different provisions as to the numbers and names of the officers, boards, councils, and committees.

Additional
Boards, Coun-
cils, Commit-
tees, and
Officers

SEC. 7. (a) The Board of Trustees shall consist of four members elected by the Board of Directors for the term of four years, and the President of the Association, who shall be a member *ex officio* during his term of office. At the first meeting of the Board of Directors, held during the annual meeting of the Association at which they were elected, they shall elect one trustee for the term of four years. All vacancies occurring in said Board of Trustees, whether by resignation or otherwise, shall be filled by the Board of Directors for the unexpired term; and the absence of a trustee from two successive annual meetings of the board shall forfeit his membership.

Board of
Trustees

(b) The invested fund now known as the "Permanent Fund of the National Education Association," when transferred to the corporation hereby created shall be held in such corporation as a Permanent Fund and shall be in charge of the Board of Trustees, who shall provide for the safekeeping and investment of such fund, and of all other funds which the corporation may receive by donation, bequest, or devise. No part of the principal of such Permanent Fund or its accretions shall be expended, except by a two-thirds vote of the Representative Assembly, after the proposed expenditure has been approved by the Board of Trustees and the Board of Directors, and after printed notice of the proposed expenditure has been printed in the *Journal of the National Education Association* at least two months prior to the meeting of the Representative Assembly.

Permanent
Fund

(c) The income of the Permanent Fund shall be used only to meet the cost of maintaining the organization of the Association and of publishing its annual volume of *Proceedings*, unless the terms of the donation, bequest, or devise shall otherwise specify, or the bylaws of the corporation shall otherwise provide.

(d) The Board of Trustees shall elect the Secretary of the Association, who shall be Secretary of the Executive Committee, and shall fix the compensation and the term of his office for a period not to exceed four years.

Election of Secretary

SEC. 8. That the principal office of the said corporation shall be in the city of Washington, D. C.; *provided*, That the meetings of the corporation, its officers, committees, and departments, may be held, and that its business may be transacted, and an office or offices may be maintained, elsewhere, within the United States, as may be determined in accordance with the bylaws.

Office of Corporation

SEC. 9. That the charter, constitution, and bylaws of the National Educational Association shall continue in full force and effect until the charter granted by this act shall be accepted by such Association at the next annual meeting of the Association, and until new bylaws shall be adopted; and that the present officers, directors, and trustees of said Association shall continue to hold office and perform their respective duties as such until the expiration of terms for which they were severally elected or appointed, and until their successors are elected. That at such annual meeting the active members of the National Educational Association, then present, may organize and proceed to accept the charter granted by this act and adopt bylaws, to elect officers to succeed those whose terms have expired or are about to expire, and generally to organize the "National Education Association of the United States"; and that the Board of Trustees of the corporation hereby incorporated shall thereupon, if the charter granted by this act be accepted, receive, take over, and enter into possession, custody, and management of all property, real and personal, of the corporation heretofore known as the National Educational Association incorporated as aforesaid, under the Revised Statutes of the District of Columbia, and all its rights, contracts, claims, and property of every kind and nature whatsoever, and the several officers, directors, and trustees of such last-named Association, or any other person having charge of any of the securities, funds, books, or property thereof, real or personal, shall on demand deliver the same to the proper officers, directors, or trustees of the corporation hereby created. *Provided*, That a verified certificate executed by the presiding officer and secretary of such annual meeting, showing the acceptance of the charter granted by this act by the National Educational Association, shall be legal evidence of the fact, when filed with the Recorder of Deeds of the District of Columbia; and, *provided further*, That in the event of the failure of the Association to accept the charter granted by this act at said annual meeting then the charter of the National Educational Association and its incorporate existence shall be and are hereby extended until the thirty-first day of July, nineteen hundred and eight, and at any time before said date its charter may be extended in the manner and form provided by the general corporation of the District of Columbia.

Acceptance of This Charter

Rights of Creditors

SEC. 10. That the rights of creditors of the said existing corporation, known as the National Educational Association, shall not in any manner be impaired by the passage of this act, or the transfer of the property heretofore mentioned, nor shall any liability or obligation, or payment of any sum due or to become due, or any claim or demand, in any manner, or for any cause existing against the said existing corporation, be released or impaired; and the corporation hereby incorporated is declared to succeed to the obligations and liabilities, and to be held liable to pay and discharge all of its debts, liabilities, and contracts of the said corporation so existing, to the same effect as if such new corporation had itself incurred the obligation or liability to pay such debts or damages, and no action or proceeding before any court or tribunal shall be deemed to have abated or been discontinued by reason of this act.

SEC. 11. That Congress may from time to time alter, repeal, or modify this act of incorporation, but no contract or individual right made or acquired shall thereby be divested or impaired.

Amendments
to Charter

SEC. 12. That said corporation may provide, by amendment to its bylaws, that the powers of the active members exercised at the annual meeting in the election of officers and the transaction of business shall be vested in and exercised by a representative assembly composed of delegates apportioned, elected, and governed in accordance with the provisions of the bylaws adopted by said corporation.

Creation of
Representative
Assembly

Sections 1-11 were passed by Congress and approved by the President, June 30, 1906. They were accepted and adopted as the constitution of the National Education Association of the United States by the active members of the National Education Association in annual session at Los Angeles, California, July 10, 1907.

Section 12 was passed by Congress and approved by the President of the United States, May 13, 1920, as an amendment to the original act of incorporation. It was accepted and adopted as an amendment to the constitution of the National Education Association of the United States by the active members thereof in annual session at Salt Lake City, Utah, July 9, 1920.

Sections 5-8 were amended by Congress and approved by the President of the United States, June 14, 1937. These amendments were accepted as amendments to the charter and adopted as amendments to the constitution by the Representative Assembly of the National Education Association of the United States at Detroit, Michigan, June 29, 1937.

BYLAWS

*As Amended at the Annual Business Meeting of the Representative Assembly,
New York City, June 1938*

ARTICLE I—MEMBERSHIP

Membership Defined SECTION 1. The membership of the National Education Association shall consist of four classes: Active, Associate, Corresponding, and Institutional, whose qualifications, rights, and obligations shall be as hereinafter prescribed.

SEC. 2. Active members of the Association shall be those actively engaged in the profession of teaching or other educational work.

SEC. 3. The dues of an active member shall be \$2 or \$5 annually or \$100 for a Life Membership. Active members shall be entitled to attend all meetings of the Association and its several Departments, to vote for delegates to the Representative Assembly, and to hold office. Those who pay annual dues of \$2 shall be entitled to receive the *Journal*. Those who pay annual dues of \$5 shall be entitled to receive, in addition to the *Journal*, the *Research Bulletins* and the volume of *Proceedings*. Those who pay \$100 become members for life without payment of additional dues and are entitled to receive the *Journal*, the *Research Bulletins*, and the volume of *Proceedings*.

Obligations and Privileges

SEC. 4. All Life Directors shall have all the rights and privileges of active members without the payment of annual dues, and shall receive free without application or condition the publications of the Association.

Life Directors

SEC. 5. Associate members of the Association shall be persons who are not actively engaged in the profession of teaching or other educational work, but who are otherwise interested in the promotion of education. The annual dues of an associate member shall be the same as the dues of an active member and he shall have the same rights and privileges, except the right to vote, to serve as a delegate in the Representative Assembly, and to hold office.

Associate Members

SEC. 6. Eminent educators not residing in America may be elected by the Board of Directors as corresponding members. The number of corresponding members shall not at any time exceed fifty. They shall pay no dues and may receive free the publications of the Association.

Corresponding Members

SEC. 7. Institutional Membership in the Association may be held only by libraries in normal schools, teachers colleges, liberal arts colleges, and universities, and by public libraries. The annual dues for the regular Institutional Membership shall be \$5, which shall entitle the institution to receive the *Journal*, the *Research Bulletins*, and the volume of *Proceedings*. A special Institutional Membership shall be available to the above-named institutions for a fee of \$2. This shall entitle the institution to receive the *Journal* only. Institutional Membership shall have no rights other than to receive the publications named.

Institutional Members

SEC. 8. The right to vote, to serve as a delegate in the Representative Assembly, and to hold office in the Association or in any Department thereof, shall be limited to active members whose dues are paid. The right to vote and to hold office in the Council shall be limited to members of the Council whose dues are paid.

Right To Vote

SEC. 9. The Representative Assembly shall be composed of the President, twelve Vicepresidents, the Executive Secretary, and Treasurer of the National Education Association, the United States Commissioner of Education, and the delegates elected from the various Affiliated State and Local Associations as provided in the bylaws. **Representative Assembly**

ARTICLE II—OFFICERS, REPRESENTATIVE ASSEMBLY, AND AFFILIATED ASSOCIATIONS

SECTION 1. (a) The officers of said corporation shall be a President, twelve Vicepresidents, an Executive Secretary, a Treasurer, a Board of Directors, an Executive Committee, a Board of Trustees, and such boards, councils, committees, and other officers as shall be prescribed in the bylaws. (See Act of Incorporation, section 6, first paragraph.)

(b) The Board of Directors shall consist of the President, the First Vicepresident, the Treasurer, the Chairman of the Board of Trustees, and one additional member from each state, territory, or district to be elected by the Representative Assembly for the term of three years or until their successors are chosen, and of all Life Directors of the National Educational Association. **Officers, Directors, Trustees, and Committees**

(c) The terms of the members of the Board of Directors elected from the states, the District of Columbia, and the territorial possessions shall be for three years, the terms of one-third of the members expiring each year. All members of the Board of Directors representing the states, the District of Columbia, and the territorial possessions shall be nominated by the said states, the District of Columbia, and the territorial possessions to the Representative Assembly for election by that body. All members so elected to take office at the close of the annual meeting in 1937 shall draw lots to determine who shall serve one, two, or three years. Thereafter all terms of office for such members shall be for a three-year period.

(d) The Executive Committee shall consist of nine members as follows: The President of the Association, the First Vicepresident, the Treasurer, the Chairman of the Board of Trustees, two members elected by the Board of Directors for the term of one year, and three members elected by the Representative Assembly for the term of one year. A director elected to the Executive Committee shall continue as a member of the Board of Directors. The election of the members of the Executive Committee by the Representative Assembly shall be by the Hare System of Proportional Representation. The provisions of this Section shall become effective in the selection of the Executive Committee for the Association year beginning with the close of the convention in 1937.

(e) The Board of Trustees shall consist of four members elected by the Board of Directors for a term of four years and the President of the Association who shall be a member ex officio during his term of office. (See Act of Incorporation, section 7, first paragraph, first sentence.)

(f) The election of officers and transaction of business at the annual business meeting shall be by a Representative Assembly composed of delegates apportioned, elected, and governed as hereinafter provided.

SEC. 2. The State Teachers Association or Educational Association of a state, territory, or district, may become affiliated with the National Education Association and shall be designated an Affiliated State Association. Each Affiliated State Association shall be a state unit in the organization of the National Education Association and as such shall be entitled to representation in the Representative Assembly as hereinafter provided. The annual dues of an Affiliated State Association shall be **Affiliated State Associations**

ciation shall be \$10. Said Association shall receive without application, or other condition, all regular publications of the National Education Association, including the volume of *Proceedings*, reports of committees, and all special bulletins and announcements when issued.

SEC. 3. A Local Educational Association or Teachers Organization within a state, territory, or district, may affiliate with the National Education Association and shall be designated an Affiliated Local Association. Each Affiliated Local Association shall be a local unit in the organization of the National Education Association and as such shall be entitled to representation in the Representative Assembly as hereinafter provided. The annual dues of an Affiliated Local Association shall be \$5, which shall entitle said Association to receive without application, or other condition, all regular publications of the National Education Association, including the volume of *Proceedings*, reports of committees, and all bulletins and announcements when issued.

SEC. 4. Each Affiliated Association, both state and local, shall be furnished a certificate of membership.

SEC. 5. Each Affiliated State Association shall be entitled to elect one delegate and one alternate to the Representative Assembly for each one hundred of its members, or major fraction thereof, who are active members of the National Education Association, up to five hundred such active members, and thereafter one delegate and one alternate for each five hundred of its members, or major fraction thereof, who are active members of the National Education Association. Such delegates shall be designated State Delegates.

SEC. 6. Each Affiliated Local Association shall be entitled to elect one delegate and one alternate to the Representative Assembly for each one hundred of its members, or major fraction thereof, who are active members of the National Education Association. Such delegates shall be designated Local Delegates.

SEC. 7. Only active members of the National Education Association shall be eligible to be delegates to the Representative Assembly, and to vote in the election of delegates in a State or Local Affiliated Association. An active member shall be permitted to vote for the election of delegates in but one Affiliated Local Association. For determining the apportionment of delegates, an active member may be counted in two Affiliated Associations, and no more; and that one of these shall be the State Association.

SEC. 8. The President, the Twelve Vicepresidents, the Executive Secretary, and Treasurer of the National Education Association, and the United States Commissioner of Education, shall be ex-officio delegates to the Representative Assembly.

SEC. 9. Delegates shall file their credentials with the Executive Secretary of the Association on blanks furnished by him for that purpose not later than ten days before the beginning of the annual meeting. The Executive Secretary shall turn over

such credentials to the Credentials Committee, when appointed, with such information thereon as may be obtained from the records of the Association. The Representative Assembly shall be the final judge of the qualifications of delegates. The delegates shall have equal rights and each shall have one vote. Meetings of the Representative Assembly shall be open to the active members of the Association who shall be privileged to address the Assembly on subjects pertaining to the Association. The Representative Assembly shall adopt rules of procedure which shall not conflict with the charter and bylaws of the Association. It shall recommend an equitable plan for paying the expenses of delegates to the annual business meeting of the Association.

Delegates;
Credentials;
Voting;
Freedom of
Floor

ARTICLE III—DUTIES OF OFFICERS

SECTION 1. The President shall preside at all meetings of the Association and shall perform the duties prescribed by the Act of Incorporation, these bylaws, and standing rules, and in addition such duties as usually devolve upon the Chief Executive of such an Association. In the absence of the President, the ranking Vicepresident who is present shall preside and in the absence of the President and all Vicepresidents a Chairman pro tempore shall be elected under the direction of the Executive Secretary of the Association. The President shall prepare the program for the general sessions of the annual meeting of the Association and shall have power to confer with the President of the Council and the heads of the several Departments and to make such recommendations in regard to the program of the Council and the several Departments as will, in his opinion, promote the interest of the annual meeting. The President shall be a member ex officio of the Board of Trustees and Chairman of the Board of Directors and of the Executive Committee. He shall sign all bills approved for payment by the Board of Directors and all bills approved or authorized by the Executive Committee acting for and under the instruction of the Board of Directors. On the expiration of his term of office as President, he shall become First Vicepresident for the ensuing year.

Duties of the
President

SEC. 2. The Executive Secretary shall keep a full and accurate record of the proceedings of the general meetings of the Association and all meetings of the Board of Directors and of the Executive Committee, shall conduct the business of the Association as provided in the Act of Incorporation and these bylaws and, in all matters not definitely prescribed therein, shall be under the direction of the Board of Directors or of the Executive Committee acting for the Board of Directors, and, in the absence of instructions from the Board of Directors or the Executive Committee, shall be under the direction of the President.

Duties of the
Executive
Secretary

SEC. 3. The Treasurer shall perform the duties prescribed by the Act of Incorporation and these bylaws. He shall receive from the Executive Secretary and, under the direction of the Board of Trustees, shall hold in safekeeping all moneys paid to the Association; and shall pay the same only upon the order of the Board of Trustees.

Duties of the
Treasurer

SEC. 4. (a) The Board of Directors when in session shall have power to fill all vacancies in their own body and shall have in charge the general interests of the corporation, excepting those entrusted to the Board of Trustees. (See paragraph (e) of this section.)

(b) At the first meeting of the Board of Directors, held during the annual meeting of the Association at which they were elected, they shall elect one Trustee for the term of four years. All vacancies occurring in said Board of Trustees.

whether by resignation or otherwise, shall be filled by the Board of Directors for the unexpired term; and the absence of a Trustee from two successive annual meetings of the Board shall forfeit his membership. Only members who have the qualifications required of Directors shall be elected Trustees. (See Act of Incorporation, section 7, first paragraph, last two sentences.)

(c) The Board of Directors shall take such action with respect to the Permanent Fund of the Association, its accretions and income, as is authorized by the Act of Incorporation or these bylaws and standing rules. (See Act of Incorporation, section 7, second paragraph, part of second sentence.)

(d) The Board of Directors may determine what office or offices of the Association may be maintained in the United States other than its principal place of business in Washington, D. C., and where the meetings of the corporation, its officers, committees, and departments may be held, and what business other than provided by the Act of Incorporation, these bylaws, and standing rules may be transacted at such office or offices and meetings. (See Act of Incorporation, section 8.)

(e) The Board of Directors shall have such powers and perform such duties as are prescribed by the Act of Incorporation and by these bylaws; shall elect corresponding members as prescribed in Section 6 of Article I of these bylaws. The Board of

**Duties of the
Board of
Directors**

Directors shall approve all bills incurred by itself or by the Executive Committee, or the President or the Executive Secretary acting under the authority of the Board of Directors; shall appropriate from the current funds of the year the amounts of money ordered by the Representative Assembly at the annual business meeting of the same for the work of all special committees of research and investigation authorized and provided for at the annual business meeting, and for all other needs of the Association; shall make a full report of the financial condition of the Association including the reports of the Executive Secretary, the Treasurer, and the Board of Trustees to the Representative Assembly at its annual business meeting, and shall do all in its power to make the Association a useful and honorable institution.

(f) The Board of Directors shall meet in connection with the annual meeting of the Representative Assembly, and may meet in connection with the annual meeting of the American Association of School Administrators and at such other times and places as may be determined by the President or requested in writing by a majority of the elective members of the Board of Directors and the Committee on Bylaws and Rules.

SEC. 5. (a) The Executive Committee shall have authority to represent and to act for the Board of Directors in the intervals between the meetings of that body, to the extent of carrying out the legislation adopted by the Board of Directors under general directions as may be given by said Board.

(b) The Executive Committee may recommend to the Representative Assembly at the annual business meeting the appointment of special committees for investigation or research, the subjects for which may have been suggested by the National

**Duties of
Executive
Committee**

Council or by the active members of the National Education Association or by any of its Departments; it shall recommend the amount of money to be appropriated for such investigations. When such special committees are provided for and duly authorized by the Representative Assembly and appropriations for them have been authorized by the Board of Directors, the Executive Committee shall, under the instructions of the Board of Directors, have general supervision of them. The Executive Committee shall receive and consider all reports made by the special committees and shall print these reports and present them, together with the reports of the Executive Secretary, the Treasurer, and the Board of Trustees, and the recommendations of the Executive Committee thereon, to the Board of Direc-

tors, which shall transmit the same with recommendations to the Representative Assembly at its annual business meeting. All such special committees shall be appointed by the President of the Association.

(c) The Executive Committee shall fill all vacancies occurring in the body of officers of the Association, except as otherwise provided for in the Act of Incorporation or in these bylaws.

SEC. 6. (a) The Board of Trustees shall have such powers and perform such duties as are prescribed by the Act of Incorporation; shall require of the Executive Secretary and Treasurer bonds in such amounts as may be determined by said Board for the faithful performance of their duties; shall make a full report of the finances of the Association to the Executive Committee not later than ten days prior to the annual meeting of the Association, which report shall be transmitted by the Executive Committee to the Board of Directors at the first regular meeting of the Board held in connection with the annual meeting of the Association. It shall annually choose its own chairman and secretary.

Further Duties of Trustees

(b) The Board of Trustees shall have charge of the Permanent Fund and shall provide for the safekeeping and investing of such Fund and of all other funds which the corporation may receive by donation, bequest, or devise. It shall also be the duty of the Board of Trustees to issue orders on the Treasurer for the payment of all bills approved by the Board of Directors, or by the President and Executive Secretary of the Association acting under the authority of the Board of Directors. When practicable, the Board of Trustees shall invest, as part of the Permanent Fund, all surplus funds exceeding \$500 that shall remain in the hands of the Treasurer after paying the expenses of the Association for the previous year, and providing for the fixed expenses and for all appropriations made by the Board of Directors for the ensuing year. (See Act of Incorporation, section 7.)

(c) The Board of Trustees shall elect the Executive Secretary of the Association, who shall be Secretary of the Executive Committee, and shall fix the compensation and the term of his office for a period not to exceed four years. (See Act of Incorporation, section 7.)

ARTICLE IV—THE NATIONAL COUNCIL OF EDUCATION

SECTION 1. The National Council of Education shall discuss educational questions of public and professional interest; propose to the Executive Committee, from time to time, suitable subjects for investigation and research; have a report made at its annual meeting on "Educational Progress during the Past Year"; and in other ways use its best efforts to further the objects of the Association and to promote the cause of education in general.

Function of National Council

SEC. 2. The National Council of Education shall consist of not less than 120, nor more than 200, members to be selected as provided by its bylaws.

Membership

SEC. 3. The annual meeting of the Council shall be held during the week of the annual meeting of the Association.

Time of Meeting

SEC. 4. The absence of a regular member from two successive annual meetings of the Council shall be considered equivalent to his resignation of membership. Persons whose regular membership in the Council has expired shall be denominated honorary members of the Council during the time of their active membership in the Association with the privilege of attending the regular sessions of the Council and participating in its discussions. A member who discontinues or forfeits his active membership in the Association forfeits his membership in the Council.

Loss of Membership

SEC. 5. The officers of the Council shall consist of a President, a Vicepresident, a Secretary, and such standing committees as may be prescribed by its bylaws, all of whom shall be regular members of the Council. The Secretary of the Council shall, in addition to performing the duties pertaining to his office, furnish the Executive Secretary of the Association a copy of the proceedings of the Council for publication.

**Council
Officers**

SEC. 6. The National Council of Education is hereby authorized to adopt bylaws for its government not inconsistent with the act of incorporation or the bylaws of the Association; *provided*, That such bylaws be submitted to, and approved by the Board of Directors of the Association before they shall become operative.

**Bylaws and
Powers of
Council**

SEC. 7. The powers and duties of the Council may be changed or the Council abolished upon a two-thirds vote of the Representative Assembly taken at the annual meeting of the Association; *provided*, That notice of the proposed action has been given at the preceding annual business meeting of the Association.

ARTICLE V—DEPARTMENTS

SECTION 1. The following Departments are now (1938) in existence, to wit: The Departments, first, of American Association of School Administrators; second, of Vocational Education; third, of Kindergarten-Primary Education; fourth, of Music Education; fifth, of Secondary Education; sixth, of Business Education; seventh, of American Association for Health, Physical Education, and Recreation; eighth, of Science Instruction; ninth, of Rural Education; tenth, of Classroom Teachers; eleventh, of Deans of Women; twelfth, of Adult Education; thirteenth, of Elementary School Principals; fourteenth, of Visual Instruction; fifteenth, of Social Studies; sixteenth, of Teachers Colleges; seventeenth, of Lip Reading; eighteenth, of Secondary School Principals; nineteenth, of Supervisors and Directors of Instruction; twentieth, of Educational Research; twenty-first, of Special Education; twenty-second, of Home Economics; twenty-third, of Administrative Women in Education; twenty-fourth, of Art Education. There is also the National Council of Education.

SEC. 2. Each Department shall have the right to fix the qualifications of its members for the purpose of electing officers and transacting the other business of the Department; *provided*, Active members of the Association, and no others shall be eligible to such Department membership; and *provided also*, That all active members of the Association shall be permitted to attend the professional programs and discussions of any Department.

**Members of
Departments**

SEC. 3. Each Department shall hold an annual meeting at the time and place of the meeting of the Association except as otherwise provided in these bylaws and standing rules or as directed by the Board of Directors, or by the Executive Committee acting under the general instructions of the Board of Directors.

**Department
Meetings**

SEC. 4. The object of the meetings of the Departments shall be the discussion of questions pertaining to their respective fields of educational work. The programs of these meetings shall be prepared by the respective presidents under the general direction of the President of the Association. Each Department shall be limited to two sessions, with formal programs, unless otherwise ordered by the President of the Association, except that a third session of business or informal round table conference may be held at the discretion of the Department officers.

**Object of
Department
Meetings**

SEC. 5. The officers of each Department shall consist of a President, a Vice-president, a Secretary, and such other officers as may be deemed necessary by the Department, who shall be elected at the last formal session of the Department to serve for the term of office specified in the regulations of the Department and until their successors are duly elected; and who shall at the time of their election, be active members of the Association. Each Department shall provide for the creation of an Executive Committee, and assign to it any duties consistent with the purposes of the Department and the Act of Incorporation and bylaws of the Association. In case there is a vacancy in the office of President of any Department, it shall be filled by appointment made by the Executive Committee of the Department. Any other Departmental vacancy shall be filled by appointment made by the President of the Department.

Officers of Departments

SEC. 6. The Secretary of each Department shall, in addition to performing the duties usually pertaining to his office, furnish to the Executive Secretary of the Association a copy of the proceedings of the meetings of the Department for publication. No Department shall establish an office outside of the general headquarters of the Association without the consent of the Board of Directors.

Department Headquarters

SEC. 7. All Departments shall have equal rights and privileges, with the exception stated in section 3 of this Article. They shall be named in section 1 of this Article in the order of their establishment and shall be dropped from the list when discontinued.

Rights of Departments

SEC. 8. Upon the recommendation of the Board of Directors a new Department may be established by vote of two-thirds of the delegates to the Representative Assembly present at any annual meeting; *provided*, That a written application for said Department with title and purpose of the same shall have been made at the regular meeting of the Assembly next preceding the one at which action is taken by at least 250 members engaged or interested in the field in the interest of which the Department is proposed to be established; *provided*, That no group shall be admitted to Departmental status until it shall have held constructive meetings for at least three successive years.

How Established

A Department already established may be discontinued upon a two-thirds vote of the Representative Assembly, at any business meeting; *provided*, That announcement of the purpose to discontinue has been made at the preceding annual business meeting. The Board of Directors may recommend to the Representative Assembly the discontinuance of any Department. Upon the recommendation of the Board of Directors a Department which has failed to hold a regular meeting for two successive years may be discontinued by a vote of two-thirds of the delegates to the Representative Assembly present at any annual meeting.

SEC. 9. Any Department, by a two-thirds vote of those voting at any regular business meeting, may levy a membership fee to supplement its allowance from the Association. Such membership fees shall be paid to the Secretary of the Department who shall transmit them monthly to the Executive Secretary of the Association. Such funds shall be added to the Department's allowance from the Association and shall be used for the work of said Department only, and shall be disbursed upon the recommendation of the executive officers of the Department in the same manner as other funds of the Association are disbursed.

Fees for Department Members

SEC. 10. Each Department is hereby authorized to adopt bylaws for its government not inconsistent with the Act of Incorporation or the bylaws of the Association; *provided*, That such bylaws be submitted to, and approved by, the Board of Directors of the Association before they shall become operative.

ARTICLE VI—COMMITTEES

SECTION 1. There shall be a Committee on Bylaws and Rules which shall serve as an advisory and interpreting committee. The Committee shall consist of five members appointed by the President as follows: In July 1935, the retiring president shall appoint two members, one to serve for three years and one to serve for four years. The incoming president shall appoint three members of this Committee: one to serve for one year; one to serve for two years; and one to serve for five years. In July 1936, and in each July thereafter, the President shall appoint one member to serve for five years. All proposed amendments to the charter and to the bylaws shall be referred to this Committee for comment. This Committee shall be responsible for recommending and presenting rules of procedure to the Representative Assembly from year to year. This Committee may render decisions on any points referred to it by the Executive Committee, the Executive Secretary, or the President of the Association.

Bylaws and Rules

SEC. 2. In all committees, boards, or councils in which the entire personnel is named that year by the President, the President shall appoint the chairmen. In all other cases, the committee, board, or council shall elect its own chairman.

SEC. 3. There shall be a Publishing Committee consisting of five members elected by the Representative Assembly by the method known as the Hare System of Proportional Representation. Nominations shall be made by petitions signed by ten delegates and presented to the Executive Secretary on the second day of the annual meeting. The election in 1936 shall be held on Thursday, by printed ballot. Provision shall be made by the Rules Committee for the nomination and election in 1937 to be held on the first day upon which the Representative Assembly meets. This Committee shall be responsible for editing and preparing that portion of the minutes of the Representative Assembly which shall be published in the printed *Proceedings*.

Publishing Committee

ARTICLE VII—MEETINGS

Meetings To Be Held Annually

SECTION 1. Stated meeting of the Association, of the National Council of Education, and of all Departments, except as otherwise provided, shall be held at such time and place as shall be determined by the Board of Directors or by the Executive Committee acting under the instructions of the Board of Directors.

ARTICLE VIII—PROCEEDINGS

SECTION 1. The *Proceedings* of the Association, of the Council, of the Departments, and of all commissions and committees, shall be published at the discretion of and under the direction of the Executive Committee; *provided*, That such publication has been approved and the money therefor appropriated by the Board of Directors.

Publication of Proceedings

SEC. 2. No paper, lecture, or address shall be read before the Association or any of the Departments in the absence of the author, without the approval of the President of the Association, or of the President of the Department interested; nor shall any such paper, lecture, or address be published in the *Proceedings* without the approval of the Executive Committee.

Absence of
Author

ARTICLE IX—QUORUM AND RULES OF ORDER

SECTION 1. Elected directors from twenty-five states shall constitute a quorum of the Board of Directors. A majority of all the accredited delegates, representatives of not less than twenty-five states, shall constitute a quorum of the Representative Assembly.

Formation of
Quorum

SEC. 2. *Robert's Rules of Order Revised* shall be the authority governing all matters of procedure not otherwise covered in the Act of Incorporation and in these bylaws, standing rules, and in the rules of procedure adopted by the Representative Assembly.

ARTICLE X—PERMANENT FUND

SECTION 1. The invested fund now known as the "Permanent Fund of the National Educational Association," when transferred to the corporation hereby created, shall be held by such corporation as a Permanent Fund.

SEC. 2. The Permanent Fund shall be in charge of the Board of Trustees, who shall provide for the safekeeping and investment of such fund, and of all other funds which the corporation may receive by donation, bequest, or devise. (Article III, section 6, second paragraph, first sentence.)

SEC. 3. No part of the principal of such Permanent Fund or its accretions shall be expended, except by a two-thirds vote of the Representative Assembly upon the recommendation of the Board of Trustees, after such recommendation has been approved by vote of the Board of Directors and after printed notice of the proposed expenditure has been mailed to all active members of the Association, and after all other requirements of the bylaws and the Act of Incorporation have been fulfilled.

SEC. 4. The income of the Permanent Fund shall be used only to meet the cost of maintaining the organization of the Association and of publishing its annual volume of *Proceedings*, unless the terms of the donation, bequest, or devise shall otherwise specify, or the board of Directors shall otherwise order.

ARTICLE XI—AMENDMENTS

SECTION 1. These bylaws may be altered or amended at the annual meeting of the Representative Assembly by unanimous vote, or by a two-thirds vote of the Representative Assembly if the alteration or amendment shall have been proposed in writing at the annual business meeting next preceding the one at which action is taken, and due announcement of the proposed action shall have been made in the official publication of the Association; *provided*, that these bylaws may be amended at the annual meeting of the Representative Assembly in 1937 and 1938 by a two-thirds vote if such amendment has been printed in the *May Journal* of the National Education Association.

SEC. 2. In all voting on proposed amendments to the charter, bylaws, and standing rules, written ballots shall be used whenever 200 members of the Representative Assembly by petition or by standing vote shall indicate that ballot voting is desired. In case a petition for secret ballot is signed by at least 200 members of the Repre-

sentative Assembly and filed with the Executive Secretary he shall arrange for written ballots in accordance with the petition. State delegations may vote by ballot. The results shall be announced by the chairman of each delegation as the roll of states is called; such vote to be determined by the actual number of delegates present at such meeting and voting. Upon the request of three delegates any state delegation must vote by ballot.

SEC. 3. The standing rules may be amended at the annual meeting of the Representative Assembly without notice by two-thirds vote of the Representative Assembly and by a majority vote of the Representative Assembly if the amendment shall have been proposed in writing at the annual business meeting next preceding the one at which action is taken.

STANDING RULES

MEMBERSHIP

Rule 1. The membership year shall be from September 1 to August 31. All membership dues shall be credited to the current membership year unless otherwise requested.

Membership
Year

Rule 2. The annual dues of members shall be sent to the Executive Secretary on or before December 31. An active member failing to pay dues as herein provided shall forfeit the privileges of membership and be dropped from the list of members.

Time and
Place of
Payment of
Dues

Rule 3. The Executive Secretary of the Association shall furnish each member of the Association a membership card, declaring him to be a member of the National Education Association for the year for which his dues are paid, and as such entitled to all the rights and privileges granted by the charter and bylaws of the Association. Arrangements may be made with Local and State Affiliated Associations for the issuance of a coinclusive membership card, or insignia, or both on a voluntary basis.

Membership
Card

OFFICERS, REPRESENTATIVE ASSEMBLY, AND AFFILIATED ASSOCIATIONS

Rule 4. At the first business meeting of the Representative Assembly on the second day of the annual meeting of the Association, nominations for the following offices shall be made: President, Vicepresidents, Treasurer, and the three members of the Executive Committee to be elected by the delegates. Candidates for said offices shall be nominated from the floor upon roll call of the states. On the first day of the annual meeting of the Association the delegates of each state, territory, and district of the United States in which the term of office expires shall nominate one person for member of the Board of Directors and the name of such person shall be reported to the Representative Assembly at the first business meeting upon roll call of the states. Any person to qualify to serve as Director shall have been an active member with dues paid in the National Education Association and in a State, or District, or Territory, and a Local Association, if organized, for a three-year period immediately preceding the election. Only delegates who are active members of the N.E.A. and whose dues have been paid in a State, or District, or Territory, or a Local Association, if organized, respectively, shall have the right to vote for such directors. On the fourth day of the annual meeting, officers shall be elected from the candidates by the delegates to the Representative Assembly by ballot, *provided*, However, that in 1938 this election shall be on the third day. Said ballots shall be printed and shall contain the names of all nominees as provided above. Polls for voting shall be open from 8 a. m. to 6 p. m., at such place or places as the President of the Association shall designate. The candidates for President, Treasurer, member of Board of Directors from each state, territory, or district, respectively, in which the term of office expires and the eleven candidates for the office of Vicepresident receiving the highest number of votes shall be declared elected. The President of the Association shall appoint tellers and complete all arrangements for carrying out the election. The results of the election herein provided shall be announced at the final business session of the Representative Assembly. The officers thus chosen shall continue in office until the close of the annual meeting subsequent to their election, and until their successors are chosen, except as herein provided. The Executive Secretary and the Treasurer shall enter upon their duties at a date which shall be determined by the Board of Trustees and which shall not be later than the first of October and shall continue in office during the term for which they are separately chosen and until their successors are duly elected.

Election of
Officers and
Qualifications
of Directors

Rule 5. Each Affiliated Association shall be entitled to the active assistance and support of the National Education Association in promoting the interest of such Affiliated Association and its members insofar as such interest comes within the purpose and object of the National Education Association as set forth in its charter. The Executive Secretary of the National Education Association shall, with the advice and approval of the Executive Committee, make such arrangements for mutual cooperation between the National Education Association and the State and Local Affiliated Associations as will promote the welfare of all and advance the interests of the teaching profession.

OTHER DUTIES OF EXECUTIVE SECRETARY

Rule 6. The Executive Secretary shall receive or collect all moneys due the Association and pay the same each month to the Treasurer. He shall countersign all bills approved for payment by the Board of Directors, or by the Executive Committee acting under the authority of the Board of Directors or by the President acting under authority of the Board of Directors or of the Executive Committee. He shall countersign checks drawn by the Treasurer in payment of bills and shall deposit in an authorized depository in the name of the Association and disburse therefrom any funds authorized by the Board of Trustees advanced to him by the Treasurer for the payment of expenses set forth in the budget adopted by the Representative Assembly. The Executive Secretary shall have his records present at all meetings of the Association, of the Board of Directors, and of the Executive Committee. He shall keep a list of members and shall revise said list annually. He shall be Secretary of the Board of Directors. He shall be the custodian of all the property of the Association not in charge of the Treasurer and the Board of Trustees. He shall give such bond for the faithful performance of his duties as may be required by the Board of Trustees. He shall submit his annual report to the Executive Committee not later than fifteen days before the annual meeting of the Association, which report shall be transmitted to the Board of Directors at its annual meeting. At the expiration of his term of office, he shall transfer to his successor all moneys, books, and other property in his possession belonging to the Association. The Executive Secretary shall not print, publish, or distribute any official report or other document without the approval of the Board of Directors or of the Executive Committee acting under the general instruction of the Board of Directors.

OTHER DUTIES OF TREASURER

Rule 7. The Treasurer shall notify the President of the Association and the Chairman of the Board of Trustees whenever the surplus funds in his possession exceed \$500; shall keep an exact account of his receipts and expenditures with vouchers for the latter, and said accounts, ending on the thirty-first day of May each year, he shall render to the Executive Committee not later than ten days before the annual meeting of the Association, and when approved by said Committee, these accounts shall be transmitted by this Committee to the Board of Directors at its meeting held in connection with the annual meeting of the Association and a copy of the report shall be transmitted to the Representative Assembly for its information. The Treasurer shall give such bond for the faithful performance of his duties as may be required by the Board of Trustees. At the expiration of his term of office, he shall transfer to his successor all moneys, books, and other property in his possession belonging to the Association.

COMMITTEES

Rule 8. The Board of Directors shall appoint at its annual meeting a Budget Committee for the ensuing year, whose duty it shall be to prepare and present a

budget to the Board of Directors at its next meeting. The Budget Committee shall have authority to secure the support of the Auditing Committee in preparing this budget.

**Budget
Committee**

Rule 9. Not later than five months before the end of the fiscal year, the President shall appoint an Auditing Committee, consisting of three active members of the Association, no one of whom shall be either a Trustee or a Director; to this Committee shall be referred the report and audit of the expert accountant or accountants, together with the communication of the President transmitting the same as provided in Rule 14; and the Committee shall report its findings to the Board of Directors.

**Auditing
Committee**

Rule 10. On the first day of the annual meeting of the Association, at such time and place as shall be designated on the annual program by the President of the Association, the accredited delegates to the Representative Assembly from each state shall elect one member and one alternate who are active members of the Association for each of the following committees, to serve for the ensuing year: Credentials, Resolutions, and Necrology.

**Delegates Meet
by States**

Rule 11. The Committee on Credentials shall receive the official list of delegates from the Executive Secretary and report thereon to the Representative Assembly.

Credentials

Rule 12. The Committee on Resolutions shall report at the annual business meeting of the Representative Assembly, and except by unanimous consent or by a two-thirds vote, all resolutions shall be referred to said Committee without discussion. This Committee shall receive and consider all resolutions proposed by active members, or referred to it by the President. Some time during the second day of the annual meeting of the Association the Committee shall hold a meeting, at a place and time to be announced in the printed program, for the purpose of receiving proposed resolutions and hearing those who may wish to advocate them.

Resolutions

Rule 13. The Committee on Necrology may prepare for the published *Proceedings* brief memorial tributes to members who have died during the year.

Necrology

Rule 14. Within thirty (30) days prior to the time of the annual meeting of the Association, the President shall appoint a competent person, firm, or corporation, licensed to do business as expert accountants; the accountant or accountants so appointed shall examine the accounts, papers, and vouchers of the Executive Secretary, the Treasurer, and the Board of Trustees, and compare the same; shall also examine the securities of the Permanent Fund held by the Board of Trustees. The report of said accountant or accountants shall be filed with the President not less than ten days before the opening day of the annual meeting of the Association, and shall be by him submitted to the Auditing Committee with such comments as he may think proper.

**Examination
of Accounts**

Rule 15. The Representative Assembly may provide such additional committees as it may deem wise.

ANNUAL AND BUSINESS MEETINGS

Rule 16. The first day of the annual meeting shall be Monday; the first day of the business meeting shall be Tuesday.

Rule 17. (a) The annual business meeting of the Representative Assembly shall begin at 9 a. m., on the second day of the annual meeting of the Association. A reg-

**Meetings of
Assembly,
Directors, and
Trustees**

ular meeting of the Board of Directors shall be held in connection with the annual meeting of the Association. The time and place of such meeting shall be designated in the program. The Executive Secretary shall notify the members of the Board of Directors of the time and place of meeting, not less than thirty (30) days before the meeting.

MEETING OF NEW BOARD OF DIRECTORS

(b) The first regular meeting of the new Board of Directors shall be held as soon as practicable and within twenty-four hours after the close of the last session of the annual meeting. The place and time of this meeting shall be announced in the printed program.

MEETING OF BOARD OF TRUSTEES

(c) The Board of Trustees shall hold its annual meeting at some convenient time and immediately following the meeting of the new Board of Directors. Special meetings of the Trustees may be called by the Chairman and shall be called on request of a majority of the Board of Trustees. Due notice of all meetings of the Board of Trustees shall be given to every member of the Board by the Secretary thereof.

NATIONAL EDUCATIONAL ASSOCIATION

NOW KNOWN AS THE

NATIONAL EDUCATION ASSOCIATION OF THE
UNITED STATES

CERTIFICATE

of Acceptance of Charter and Adoption of Bylaws under the Act of Congress approved June 30, 1906.

We, the undersigned, Nathan C. Schaeffer, the presiding officer, and Irwin Shepard, the Secretary of the meeting of the National Educational Association held at Los Angeles, California, on the 10th day of July, 1907, said meeting being the annual meeting of the Association held next after the passage of an act of Congress entitled "An Act To Incorporate the National Education Association of the United States,"

Do hereby certify, that at said meeting held pursuant to due notice, a quorum being present, the said Association adopted resolutions of which true copies are hereto attached, and accepted the charter of the National Education Association of the United States, granted by said act of Congress, and adopted bylaws as provided in said act and selected officers; and the undersigned pursuant to said resolutions,

Do hereby certify that the National Education Association of the United States has duly accepted said charter granted by said act of Congress, and adopted bylaws, and is the lawful successor to the National Educational Association.

In witness whereof, we have hereunto signed our names this 20th day of August, 1907.

NATHAN C. SCHAEFFER, *Presiding Officer*

IRWIN SHEPARD, *Secretary*

VERIFICATION

RESOLUTIONS ADOPTED BY THE ACTIVE MEMBERS, JULY 10, 1907

1. *Resolved*, That the National Educational Association hereby accepts the charter granted by an act of Congress entitled "An Act To Incorporate the National Education Association of the United States," passed June 30, 1906, and that the President and Secretary of this meeting be authorized and directed to execute and file with the Recorder of Deeds of the District of Columbia a verified certificate showing the acceptance by the Association of the charter granted by said act.

2. *Resolved*, That the proposed bylaws of which notice was given at the annual meeting of the Association held on July 6, 1905, which are printed in full in the Journal of said meeting, be and the same are hereby adopted to take effect immediately.

3. *Resolved*, That the Association adopt as its corporate seal a circle containing the title "National Education Association of the United States," and the dates "1857-1907."

4. *Resolved*, That the Association do now proceed to elect officers, and to organize under the charter granted by the act of Congress.

Filed in the office of the Recorder of Deeds of the District of Columbia, September 4, 1907.

CALENDAR OF MEETINGS

NATIONAL TEACHERS ASSOCIATION, 1857-1870

1857—PHILADELPHIA, PA. (Organized)

JAMES L. ENOS, Chairman
W. E. SHELDON, Secretary

1858—CINCINNATI, OHIO

Z. RICHARDS, President
J. W. BUCKLEY, Secretary
A. J. RICKOFF, Treasurer

1859—WASHINGTON, D. C.

A. J. RICKOFF, President
J. W. BUCKLEY, Secretary
C. S. PENNELL, Treasurer

1860—BUFFALO, N. Y.

J. W. BUCKLEY, President
Z. RICHARDS, Secretary
O. C. WIGHT, Treasurer

1861, 1862—No session

1863—CHICAGO, ILL.

JOHN D. PHILBRICK, President
JAMES CRUICKSHANK, Secretary
O. C. WIGHT, Treasurer

1864—OGDENSBURG, N. Y.

W. H. WELLS, President
DAVID N. CAMP, Secretary
Z. RICHARDS, Treasurer

1865—HARRISBURG, PA.

S. S. GREENE, President
W. E. SHELDON, Secretary
Z. RICHARDS, Treasurer

1866—INDIANAPOLIS, IND.

J. P. WICKERSHAM, President
S. H. WHITE, Secretary
S. P. BATES, Treasurer

1867—No session

1868—NASHVILLE, TENN.

J. M. GREGORY, President
L. VAN BOKKELEN, Secretary
JAMES CRUICKSHANK, Treasurer

1869—TRENTON, N. J.

L. VAN BOKKELEN, President
W. E. CROSBY, Secretary
A. L. BARBER, Treasurer

1870—CLEVELAND, OHIO

DANIEL B. HAGAR, President
A. P. MARBLE, Secretary
W. E. CROSBY, Treasurer

NATIONAL EDUCATIONAL ASSOCIATION, 1871-1907

1871—ST. LOUIS, MO.

J. L. PICKARD, President
W. E. CROSBY, Secretary
JOHN HANCOCK, Treasurer

1872—BOSTON, MASS.

E. E. WHITE, President
S. H. WHITE, Secretary
JOHN HANCOCK, Treasurer

1873—ELMIRA, N. Y.

B. G. NORTHRUP, President
S. H. WHITE, Secretary
JOHN HANCOCK, Treasurer

1874—DETROIT, MICH.

S. H. WHITE, President
A. P. MARBLE, Secretary
JOHN HANCOCK, Treasurer

1875—MINNEAPOLIS, MINN.

W. T. HARRIS, President
M. R. ABBOTT, Secretary
A. P. MARBLE, Treasurer

1876—BALTIMORE, MD.

W. F. PHELPS, President
W. D. HENKLE, Secretary
A. P. MARBLE, Treasurer

1877—LOUISVILLE, KY.

M. A. NEWALL, President
W. D. HENKLE, Secretary
J. ORMOND WILSON, Treasurer

1878—No session

1879—PHILADELPHIA, PA.

JOHN HANCOCK, President
W. D. HENKLE, Secretary
J. ORMOND WILSON, Treasurer

1880—CHAUTAUQUA, N. Y.

J. ORMOND WILSON, President
W. D. HENKLE, Secretary
E. T. TAPPAN, Treasurer

1881—ATLANTA, GA.

JAMES H. SMART, President
W. D. HENKLE, Secretary
E. T. TAPPAN, Treasurer

1882—SARATOGA SPRINGS, N. Y.

G. J. ORR, President
W. E. SHELDON, Secretary
H. S. TARBELL, Treasurer

1883—SARATOGA SPRINGS, N. Y.

E. T. TAPPAN, President
W. E. SHELDON, Secretary
N. A. CALKINS, Treasurer

1884—MADISON, WIS.

THOMAS W. BICKNELL, President
H. S. TARBELL, Secretary
N. A. CALKINS, Treasurer

1885—SARATOGA SPRINGS, N. Y.

F. LOUIS SOLDAN, President
W. E. SHELDON, Secretary
N. A. CALKINS, Treasurer

1886—TOPEKA, KANS.

N. A. CALKINS, President
W. E. SHELDON, Secretary
E. C. HEWETT, Treasurer

1887—CHICAGO, ILL.

W. E. SHELDON, President
J. H. CANFIELD, Secretary
E. C. HEWETT, Treasurer

1888—SAN FRANCISCO, CALIF.

AARON GOVE, President
J. H. CANFIELD, Secretary
E. C. HEWETT, Treasurer

1889—NASHVILLE, TENN.

ALBERT P. MARBLE, President
J. H. CANFIELD, Secretary
E. C. HEWETT, Treasurer

1890—ST. PAUL, MINN.

J. H. CANFIELD, President
W. R. GARRETT, Secretary
E. C. HEWETT, Treasurer

1891—TORONTO, ONT.

W. R. GARRETT, President
E. H. COOK, Secretary
J. M. GREENWOOD, Treasurer

1892—SARATOGA SPRINGS, N. Y.

E. H. COOK, President
R. W. STEVENSON, Secretary
J. M. GREENWOOD, Treasurer

1893—CHICAGO, ILL.

(International Congress of
Education)ALBERT G. LANE, President
IRWIN SHEPARD, Secretary
J. M. GREENWOOD, Treasurer

1894—ASBURY PARK, N. J.

ALBERT G. LANE, President
IRWIN SHEPARD, Secretary
J. M. GREENWOOD, Treasurer

1895—DENVER, COLO.

NICHOLAS MURRAY BUTLER, President
IRWIN SHEPARD, Secretary
I. C. McNEILL, Treasurer

- 1896—BUFFALO, N. Y.
 NEWTON C. DOUGHERTY, President
 IRWIN SHEPARD, Secretary
 I. C. McNEILL, Treasurer
- 1897—MILWAUKEE, WIS.
 CHARLES R. SKINNER, President
 IRWIN SHEPARD, Secretary
 I. C. McNEILL, Treasurer
- 1898—WASHINGTON, D. C.
 J. M. GREENWOOD, President
 IRWIN SHEPARD, Secretary
 I. C. McNEILL, Treasurer
- 1899—LOS ANGELES, CALIF.
 E. ORAM LYTE, President
 IRWIN SHEPARD, Secretary
 I. C. McNEILL, Treasurer
- 1900—CHARLESTON, S. C.
 OSCAR T. CORSON, President
 IRWIN SHEPARD, Secretary
 CARROLL G. PEARSE, Treasurer
- 1901—DETROIT, MICH.
 JAMES M. GREEN, President
 IRWIN SHEPARD, Secretary
 L. C. GREENLEE, Treasurer
- 1902—MINNEAPOLIS, MINN.
 WILLIAM M. BEARDSHEAR, President
 IRWIN SHEPARD, Secretary
 CHARLES H. KEYES, Treasurer
- 1903—BOSTON, MASS.
 CHARLES W. ELIOT, President
 IRWIN SHEPARD, Secretary
 W. M. DAVIDSON, Treasurer
- 1904—ST. LOUIS, MO.
 JOHN W. COOK, President
 IRWIN SHEPARD, Secretary
 McHENRY RHODES, Treasurer
- 1905—ASBURY PARK AND OCEAN GROVE, N. J.
 WILLIAM H. MAXWELL, President
 IRWIN SHEPARD, Secretary
 JAMES W. CRABTREE, Treasurer
- 1906—No session
- 1907—LOS ANGELES, CALIF.
 NATHAN C. SCHAEFFER, President
 IRWIN SHEPARD, Secretary
 J. N. WILKINSON, Treasurer

NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES, 1908—

- 1908—CLEVELAND, OHIO
 EDWIN G. COOLEY, President
 IRWIN SHEPARD, Secretary
 ARTHUR H. CHAMBERLAIN, Treas.
- 1909—DENVER, COLO.
 LORENZO D. HARVEY, President
 IRWIN SHEPARD, Secretary
 ARTHUR H. CHAMBERLAIN, Treas.
- 1910—BOSTON, MASS.
 JAMES Y. JOYNER, President
 IRWIN SHEPARD, Secretary
 ARTHUR H. CHAMBERLAIN, Treas.
- 1911—SAN FRANCISCO, CALIF.
 ELLA FLAGG YOUNG, President
 IRWIN SHEPARD, Secretary
 DURAND W. SPRINGER, Treasurer
- 1912—CHICAGO, ILL.
 CARROLL G. PEARSE, President
 IRWIN SHEPARD, Secretary
 KATHERINE D. BLAKE, Treasurer
- 1913—SALT LAKE CITY, UTAH
 EDWARD T. FAIRCHILD, President
 DURAND W. SPRINGER, Secretary
 GRACE M. SHEPHERD, Treasurer
- 1914—ST. PAUL, MINN.
 JOSEPH SWAIN, President
 DURAND W. SPRINGER, Secretary
 GRACE M. SHEPHERD, Treasurer
- 1915—OAKLAND, CALIF.
 DAVID STARR JORDAN, President
 DURAND W. SPRINGER, Secretary
 GRACE M. SHEPHERD, Treasurer
- 1916—NEW YORK, N. Y.
 DAVID B. JOHNSON, President
 DURAND W. SPRINGER, Secretary
 GRACE M. SHEPHERD, Treasurer
- 1917—PORTLAND, ORE.
 ROBERT J. ALEY, President
 DURAND W. SPRINGER, Secretary
 THOMAS E. FINEGAN, Treasurer
- 1918—PITTSBURGH, PA.
 MARY C. C. BRADFORD, President
 J. W. CRABTREE, Secretary
 A. J. MATTHEWS, Treasurer
- 1919—MILWAUKEE, WIS.
 GEORGE D. STRAYER, President
 J. W. CRABTREE, Secretary
 A. J. MATTHEWS, Treasurer
- 1920—SALT LAKE CITY, UTAH
 JOSEPHINE CORLISS PRESTON, Pres.
 J. W. CRABTREE, Secretary
 A. J. MATTHEWS, Treasurer
- 1921—DES MOINES, IOWA
 FRED M. HUNTER, President
 J. W. CRABTREE, Secretary
 CORNELIA S. ADAIR, Treasurer
- 1922—BOSTON, MASS.
 CHARL ORMOND WILLIAMS, Pres.
 J. W. CRABTREE, Secretary
 CORNELIA S. ADAIR, Treasurer
- 1923—OAKLAND-SAN FRANCISCO
 WILLIAM B. OWEN, President
 J. W. CRABTREE, Secretary
 CORNELIA S. ADAIR, Treasurer
- 1924—WASHINGTON, D. C.
 OLIVE M. JONES, President
 J. W. CRABTREE, Secretary
 CORNELIA S. ADAIR, Treasurer
- 1925—INDIANAPOLIS, IND.
 JESSE H. NEWLON, President
 J. W. CRABTREE, Secretary
 CORNELIA S. ADAIR, Treasurer
- 1926—PHILADELPHIA, PA.
 MARY McSKIMMON, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1927—SEATTLE, WASH.
 FRANCIS G. BLAIR, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1928—MINNEAPOLIS, MINN.
 CORNELIA S. ADAIR, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1929—ATLANTA, GA.
 UEL W. LAMKIN, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1930—COLUMBUS, OHIO
 E. RUTH PYRTLE, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1931—LOS ANGELES, CALIF.
 WILLIS A. SUTTON, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1932—ATLANTIC CITY, N. J.
 FLORENCE HALE, President
 J. W. CRABTREE, Secretary
 HENRY LESTER SMITH, Treasurer
- 1933—CHICAGO, ILL.
 JOSEPH ROSIER, President
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1934—WASHINGTON, D. C.	J. W. CRABTREE, Secretary Emeritus
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HENRY LESTER SMITH, Treasurer	ORVILLE C. PRATT, President
1935—DENVER, COLO.	WILLARD E. GIVENS, Secretary
HENRY LESTER SMITH, President	J. W. CRABTREE, Secretary Emeritus
WILLARD E. GIVENS, Secretary	R. E. OFFENHAUER, Treasurer
J. W. CRABTREE, Secretary Emeritus	1938—NEW YORK, N. Y.
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1936—PORTLAND, ORE.	WILLARD E. GIVENS, Secretary
AGNES SAMUELSON, President	J. W. CRABTREE, Secretary Emeritus
WILLARD E. GIVENS, Secretary	R. E. OFFENHAUER, Treasurer

NATIONAL EDUCATION ASSOCIATION OF THE UNITED STATES

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FLORENCE HALE		Editor, <i>The Grade Teacher</i> , Darien, Conn.

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ANDREW AVERY	Superintendent, Decatur County Schools, Bainbridge, Ga.	
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J. J. GUENTHER.....	Teacher, Technical High School, Omaha, Nebr.	
H. CLAUDE HARDY.....	Superintendent of Schools, White Plains, N. Y.	
HARLEY W. HOLMES.....	Superintendent of Schools, Marshall, Mich.	
R. L. HUNT.....	Superintendent of Schools, Madison, S. Dak.	
FRANK A. JENSEN.....	Superintendent, LaSalle-Peru Twp., High School and Oglesby Junior College, LaSalle, Ill.	
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N. ELIOT WILLIS.....	Principal, Junior High School, Winthrop, Mass.	

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ORVILLE C. PRATT.....	Vicepresident.....	Spokane, Wash.
R. E. OFFENHAUER.....	Treasurer.....	Bowling Green, Ohio
JOSEPH H. SAUNDERS.....	Chairman, Board of Trustees.....	Newport News, Va.

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ILLINOIS STATE TEACHERS ASSOCIATION	Springfield, Ill.
TEACHERS INSTITUTE	Philadelphia, Pa.

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Alaska	EVERETT R. ERICKSON, University of Alaska.....	College
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Arkansas	W. E. PHIPPS, Park Hill.....	North Little Rock
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Connecticut	HELEN T. COLLINS, Principal, Lovell School.....	New Haven
Delaware	H. V. HOLLOWAY, State Superintendent of Public Instruction	Dover
District of Columbia.....	HUGH SMITH, Principal, Jefferson Junior High School.....	Washington
Florida	JAMES S. RICKARDS, Executive Secretary, Florida Education Association.....	Tallahassee
Georgia	M. D. COLLINS, State Superintendent of Schools.....	Atlanta
Hawaii	EARL L. McTAGGART, Executive Secretary, Hawaii Education Association.....	Honolulu
Idaho	W. D. VINCENT, Superintendent of Schools.....	Boise
Illinois	JOHN W. THALMAN, Superintendent, Waukegan Township Secondary Schools.....	Waukegan
Indiana	CHARLES O. WILLIAMS, Secretary, Indiana State Teachers Association	Indianapolis
Iowa	FRED D. CRAM, Iowa State Teachers College.....	Cedar Falls
Kansas	F. L. SCHLAGLE, Superintendent of Schools.....	Kansas City
Kentucky	D. Y. DUNN, Superintendent, Fayette County Schools.....	Lexington
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Maine	WILLIAM B. JACK, Superintendent of Schools.....	Portland
Maryland	EUGENE W. PRUITT, Superintendent, Frederick County Schools	Frederick
Massachusetts	ANNIE C. WOODWARD, High-School Teacher.....	Somerville
Michigan	GROVER STOUT, Principal, Wingert School.....	Detroit
Minnesota	DAISY BROWN, Teacher, 407 South Sixth St.....	Stillwater
Mississippi	H. V. COOPER, Superintendent of Schools.....	Vicksburg
Missouri	THOMAS J. WALKER, Associate Secretary, Missouri State Teachers Association	Columbia
Montana	M. P. MOE, Executive Secretary, Montana Education Association	Helena
Nebraska	ALICE ROBINSON, Dean of Women, Nebraska State Teachers College	Kearney
Nevada	C. LAYTON GALBRAITH, Superintendent of Schools.....	McGill
New Hampshire	LYLE WILSON EWING, Head, English Department.....	Claremont
New Jersey	LESTER A. RODES, Supervising Principal of Schools.....	South River
New Mexico	D. N. POPE, 711 West Fifth.....	Roswell
New York	FREDERICK H. LAW, Chairman, Department of English, Stuyvesant High School.....	New York
North Carolina	ELMER H. GARINGER, Principal, Central High School.....	Charlotte
North Dakota	L. A. WHITE, Superintendent of Schools.....	Minot
Ohio	B. F. STANTON, Superintendent of Schools.....	Alliance
Oklahoma	KATE FRANK, Teacher, Central High School.....	Muskogee
Oregon	C. R. BOWMAN, Superintendent, Jackson County Schools.....	Medford
Pennsylvania	J. HERBERT KELLEY, Executive Secretary, Pennsylvania State Education Association	Harrisburg
Rhode Island	JAMES F. ROCKETT, State Director of Education.....	Providence
South Carolina	A. C. FLORA, Superintendent of Schools.....	Columbia
South Dakota	S. B. NISSEN, Editor, <i>S.D.E.A. Journal</i>	Sioux Falls
Tennessee	S. L. RAGSDALE, Principal, Humes High School.....	Memphis
Texas	RUSH M. CALDWELL, Teacher, Woodrow Wilson High School....	Dallas
Utah	N. HOWARD JENSEN, Principal, Central School.....	Tooele
Vermont	JOSEPH A. WIGGIN, Principal, High School.....	Brattleboro
Virginia	MRS. EDITH B. JOYNES, Principal, Washington-Gatewood Schools	Norfolk
Washington	CORA OLESON, Teacher, Ridpath Hotel.....	Spokane
West Virginia	W. W. TRENT, State Superintendent of Free Schools.....	Charleston
Wisconsin	AMANDA H. SCHUETTE, Director of Commercial Education, Public Schools.....	Green Bay
Wyoming	H. H. MOYER, Principal, High School.....	Rawlins

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1201 Sixteenth Street, Northwest, Washington, D. C.

Willard E. Givens, Executive Secretary

J. W. Crabtree, Secretary Emeritus

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MARY J. WINFREE.....	Accounts and Records
HAROLD A. ALLAN.....	Business
AGNES WINN.....	Classroom Service
CHARL ORMOND WILLIAMS.....	Field Service
T. D. MARTIN.....	Membership
JOY ELMER MORGAN.....	Publications
WILLIAM G. CARR.....	Research
FRANK W. HUBBARD.....	Associate Director, Research
HOWARD A. DAWSON.....	Rural Service
HARRIETT M. CHASE.....	Secretary's Office

Secretaries of Departments at Headquarters

S. D. SHANKLAND.....	American Association of School Administrators and Administrative Service
KATHRYN G. HEATH.....	National Association of Deans of Women
EVA G. PINKSTON.....	Elementary School Principals
WALTER E. MYER.....	Director of Discussion Group Project, Secondary School Principals
MARY F. HAZELL.....	Supervisors and Directors of Instruction

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<i>President</i> —L. A. PECHSTEIN, Professor of Education, University of Cincinnati, Cincinnati, Ohio (Term expires 1940).
<i>Vicepresident</i> —EDGAR G. DOUDNA, Secretary, Board of Normal School Regents, Madison, Wis. (Term expires 1938).
<i>Secretary</i> —MARGARET KIELY, Dean of Women, Queens College, Flushing, N. Y. (Term expires 1939).

OFFICERS OF DEPARTMENTS

American Association for Health, Physical Education, and Recreation

(A Department of the N. E. A.)

<i>President</i> —C. H. McCLOY, Research Professor of Anthropometry and Physical Education, University of Iowa, Iowa City, Iowa
<i>President-Elect</i> —N. P. NEILSON, Associate Professor of Physical Education and Hygiene, Stanford University, Stanford University, Calif.
<i>Vicepresident</i> —MARGARET BELL, Director, Department of Physical Education, University of Michigan, Ann Arbor, Mich.
<i>Past-President</i> —W. G. MOORHEAD, New York University, New York, N. Y.
<i>Secretary-Editor</i> —E. D. MITCHELL, Associate Professor of Physical Education, University of Michigan, Ann Arbor, Mich.

American Association of School Administrators

(A Department of the N. E. A.)

<i>President</i> —CHARLES B. GLENN, Superintendent of Schools, Birmingham, Ala.
<i>First Vicepresident</i> —A. L. THRELKELD, Superintendent of Schools, Montclair, N. J.
<i>Second Vicepresident</i> —J. W. RAMSEY, Superintendent of Schools, Fort Smith, Ark.
<i>Executive Secretary</i> —SHERWOOD D. SHANKLAND, 1201 Sixteenth St., N. W., Washington, D. C.

American Association of Teachers Colleges

(A Department of the N. E. A.)

President—L. A. PITTENGER, President, Ball State Teachers College, Muncie, Ind.
Vicepresident—F. E. ENGLEMAN, Principal, State Normal School, New Haven, Conn.
Secretary-Treasurer—CHARLES W. HUNT, Principal, State Normal School, Oneonta, N. Y.

American Educational Research Association

(A Department of the N. E. A.)

President—DAVID H. SUTTON, Director, Division of School Finance, State Department of Education, Columbus, Ohio
Vicepresident—W. A. BROWNELL, Professor of Educational Psychology, Duke University, Durham, N. C.
Secretary-Treasurer—WILLIAM G. CARR, Director, Research Division, National Education Association, 1201 Sixteenth St., N. W., Washington, D. C.

Department of Adult Education

President—MAUDE E. AITON, Principal, Webster School, 10th and H Sts., Washington, D. C.
Vicepresident—GEORGE C. MANN, Chief, Division of Adult and Continuation Education, State Department of Public Instruction, Los Angeles, Calif.
Secretary—FRANCES K. WETMORE, Director, Adult Education, Board of Education, Chicago, Ill.

Department of Art Education

President—GRACE M. BAKER, Head, Division of Arts, Colorado State College of Education, Greeley, Colo.
Vicepresident—MURIEL V. SIBELL, Head, Art Department, University of Colorado, Boulder, Colo.
Secretary—MRS. ANNABEL J. NATHANS, Director, Art Education, Public Schools, New Orleans, La.
Treasurer and Chairman of Membership Committee—MRS. DORA B. HATFIELD, Lindbergh Junior High School, Kenmore, N. Y.

Department of Business Education

President—LOLA MACLEAN, Educational Director, Detroit Commercial College, Detroit, Mich.
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- Larson, Emil, Professor of Education, University of Arizona, Tucson, Ariz.
- Maxwell, Charles R., Dean, School of Education, University of Wyoming, Laramie, Wyo.
- Mayes, H. I., Principal, High School, Johnston City, Ill.
- McFarland, W. H., Superintendent, Bullitt County Schools, Shepherdsville, Ky.
- Miner, S. D., Superintendent of Schools, Orwell, Vt.
- Montgomery, Esther Dean, Lincoln High School, 1448 L St., Lincoln, Nebr.
- Montgomery, James C., 15 Lincoln Place, East Rutherford, N. J.
- Nash, Mrs. John, 901 East 21st St., Anniston, Ala.
- Poulter, G. Raymond, 2539 Gramercy St., Ogden, Utah
- Raisner, Wilbur W., 419 Munich St., San Francisco, Calif.
- Rice, Mrs. W. D., Winthrop College, Rock Hill, S. C.
- Roderick, Edward E., Deputy Commissioner of Education, Augusta, Maine
- Rugg, L. S., Principal, West End Grammar School, Alexandria, La.
- Russell, Martha C., President, Minneapolis Teachers League, Clay School, Minneapolis, Minn.
- Scates, Douglas E., Director of Research, Cincinnati Public Schools, Cincinnati, Ohio
- Semple, Julia, Lafayette Apartments, Aberdeen, Wash.
- Steiner, John P., Superintendent of Schools, Portales, N. Mex.
- Turner, T. Russell, 2913 Franklin St., Wilmington, Del.
- Walker, Mrs. Sadie A., 701 Tenth St., South, Fargo, N. Dak.
- Walters, Marjorie, Principal, Harrison School, Cedar Rapids, Iowa
- Willis, Benjamin C., Superintendent of Schools, Denton, Md.
- Wiseman, C. R., Professor of Education, State College, Brookings, S. Dak.

COMMITTEE ON SUPPLY, PREPARATION, AND CERTIFICATION OF TEACHERS

(Authorized by Representative Assembly)

Executive Committee

- Goodykoontz, Bess, Chairman; Assistant Commissioner of Education, U. S. Office of Education, Washington, D. C.
- Herndon, Mrs. Louise B., President, Department of Classroom Teachers of Virginia Education Association, 2412 Grove Ave., Richmond, Va.
- Jenkins, Ralph C., President, Danbury State Teachers College, Danbury, Conn.
- Rosier, Joseph, President, Fairmont State Teachers College, Fairmont, W. Va.
- Suhrie, Ambrose, School of Education, New York University, Washington Square East, New York, N. Y.
- Alger, John L., President, Rhode Island College of Education, Providence, R. I.

- Andrews, Mrs. Flora J., 2110 East Lead Ave., Albuquerque, N. Mex.
 Bateman, Merle S., Credential Secretary, State Department of Education, Baltimore, Md.
 Berry, Louise, President, Department of Classroom Teachers, 713 Parker St., Durham, N. C.
 Bjork, Ray O., Superintendent of Schools, Glendive, Mont.
 Black, Florence, Castleton, Vt.
 Bonar, Hugh, Superintendent of Schools, Manitowoc, Wis.
 Bowman, Grover C., President, State Teachers College, North Adams, Mass.
 Brown, Stella, Towson, Md.
 Carr, A. T., Principal, Nathan Hale Junior High School, Cleveland, Ohio.
 Chandler, H. E., Secretary of the Teachers Appointment Bureau, University of Kansas, Lawrence, Kans.
 Christensen, W. W., Superintendent of Schools, Idaho Falls, Idaho
 Clark, Mrs. Genevieve C., County Superintendent of Jefferson County, Court House, Fairbury, Nebr.
 Cook, Mrs. Katherine, Chief, Division of Special Problems, U. S. Office of Education, Washington, D. C.
 Davis, Chester V., Superintendent of Schools, Ruth, Nev.
 Deamer, Arthur, Superintendent of Schools, Cedar Rapids, Iowa
 Dodge, Mrs. Ida Flood, 720 South Second Ave., Tucson, Ariz.
 Elrod, Lacy, Supervisor, Division of Certification and Professional Registration, State Department of Education, Nashville, Tenn.
 Emens, John, Assistant Superintendent of Schools, Department of Public Instruction, Lansing, Mich.
 Engle, C. H., Secretary, Illinois State Examining Board for Teachers Certificates, Centennial Bldg., Springfield, Ill.
 Erickson, Everett R., University of Alaska, College, Alaska
 Forbes, Mrs. Margaret H., 2504 A Grove Ave., Richmond, Va.
 Gillentine, Flora Myers, Chairman, Division of Psychology and Education, Henderson State Teachers College, Arkadelphia, Ark.
 Goodrich, Bessie Bacon, Curriculum Adviser, Independent School District, 629 Third St., Des Moines, Iowa
 Guy, J. Freeman, First Assistant Superintendent of Schools, Administration Bldg., Pittsburgh, Pa.
 Henderson, Leon, 2807 Estrella St., Tampa, Fla.
 Hester, E. R., Principal, High School, Arcadia, La.
 Hollis, L. P., Superintendent, Parker School District, Greenville, S. C.
 Howard, C. A., President, Eastern Oregon Normal School, LaGrande, Ore.
 Hunt, Helen, Satsop, Grays Harbor County, Wash.
 Jagers, R. E., Director, Teacher Training and Certification, State Department of Education, Frankfort, Ky.
 Kiely, Margaret, Dean, Queens College, Flushing, N. Y.
 Kirby, David, Secretary, State Board of Education, Charleston, W. Va.
 Leary, Genevieve, President, State Teachers College, New Haven, Conn.
 Letton, Mildred C., 5641 Euclid Ave., Kansas City, Mo.
 Ludeman, W. W., Dean, Southern State Normal School, Springfield, S. Dak.
 McCuiston, Ed., Director, Certification and Teacher Training, State Department of Education, Little Rock, Ark.
 McLain, J. C., Principal, Senior High School, Oneonta, N. Y.
 Moffett, Marcella G., Washington School, Trenton, N. J.
 Moncrief, Eva, 114 Rutherford Ave., Macon, Ga.
 Moore, Harold E., Bureau of Teacher Recommendation, Indiana University, Bloomington, Ind.
 Moseley, C. C., Superintendent of Schools, Anniston, Ala.
 Murphy, Rita, 213 Avenue A West, Bismarck, N. Dak.
 Peik, W. E., Acting Dean, University of Minnesota, Minneapolis, Minn.
 Puffer, Rodney A., Assistant to the Superintendent of Schools, Denver, Colo.
 Roderick, Edward E., Deputy Commissioner of Education, Augusta, Maine
 Spangler, Lillie Mae, President, Dallas Grade Teachers Council, 715-16 Kirby Bldg., Dallas, Texas
 Sprouse, W. L., Superintendent of Schools, Logansport, Ind.
 Waddell, Gladys G., Park School, Casper, Wyo.
 Washburne, Carleton, Superintendent of Schools, Winnetka, Ill.
 White, Naomi John, President, Department of Classroom Teachers of the Northeastern District of Oklahoma Education Association, Central High School, Muskogee, Okla.
 Wist, Benjamin O., Dean, Teachers College, University of Hawaii, Honolulu, T. H.
 Young, Pauline A., 1644 West Fourth, Wilmington, Del.

COMMITTEE ON TENURE

(Authorized by Representative Assembly)

Executive Committee

- DuShane, Donald, Chairman; Superintendent, Columbus Public Schools, Columbus, Ind.
 Dahl, Mrs. Myrtle Hooper, R. F. D. No. 2, Mound, Minn.
 Irizarry, Oscar B., Assistant to Commissioner of Education, San Juan, Puerto Rico.
 Jelinek, Frances, President, Milwaukee Teachers Association, Room 150, Wisconsin Hotel, Milwaukee, Wis.
 Keenan, Robert C., Principal, Bowen High School, Chicago, Ill.
 O'Connor, Mary Elizabeth, 158 Highland St., Taunton, Mass.
 Anderson, Homer W., Superintendent of Schools, Omaha, Nebr.
 Andrews, Mrs. Flora J., 2110 E. Lead Ave., Albuquerque, N. Mex.
 App, Isaac, County Superintendent of Schools, Municipal Bldg., Harrisburg, Pa.
 Banting, G. O., Superintendent, Waukesha Public Schools, Waukesha, Wis.
 Baskerville, Elizabeth, Orangeburg, S. C.
 Batchelder, Carl J., Deputy Commissioner of Education, State House, Montpelier, Vt.

- Bechtold, R. H., Longfellow Elementary and Junior High School, Flint, Mich.
- Bell, George G., Huron, S. Dak.
- Bloom, W. H., Superintendent of Schools, Fairbanks, Alaska
- Blunk, Ella, Viceprincipal, Senior High School, Grand Island, Nebr.
- Booth, C. L., Superintendent, Pasco Public Schools, Pasco, Wash.
- Booth, Jonathan L., 522 East 2nd St., Tucson, Ariz.
- Bowden, A. O., Department of Anthropology, University of Southern California, Los Angeles, Calif.
- Boyum, Louise V., Principal, Wailuku Elementary School, Wailuku, Maui, T. H.
- Brooks, L. W., Principal, Wichita High School, East Wichita, Kans.
- Cameron, E. T., Business Representative, Michigan Education Association, Michigan Education Bldg., Lansing, Mich.
- Cody, Frank, Superintendent of Schools, Detroit, Mich.
- Cook, Katherine, 912 West 23rd St., Austin, Tex.
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- Davis, Chester, Ruth, Nev.
- Dick, L. C., Superintendent, Madison County Schools, London, Ohio
- Dickinson, Florence M., Assistant Principal, Bonsall School, Camden, N. J.
- Doyle, Mary, Central High School, St. Paul, Minn.
- Drake, Flora E., 2230 Brookside Ave., Indianapolis, Ind.
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- Early, John J., Superintendent of Schools, Sheridan, Wyo.
- Egbert, Freda D., 7529 Alaska Ave., N. W., Washington, D. C.
- Ellis, Mrs. Sarah, Tererro, N. Mex.
- Eubank, L. A., Dean, State Teachers College, Kirksville, Mo.
- Evans, C. Ray, Principal, North Summit High School, Coalville, Utah
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- Gerber, R. A., Superintendent of Schools, Sidney, Mont.
- Greer, H. G., County Superintendent of Schools, Monroe County, Monroeville, Ala.
- Grieder, Theodore G., Superintendent of Schools, Winslow, Ariz.
- Hale, Mrs. Gertrude, 58 Lewis St., Athol, Mass.
- Hart, Harry T., Principal, Stevens School, Stamford, Conn.
- Hassell, B. L., Principal, Clarksville High School, Clarksville, Tenn.
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- Hayes, Freida, 156 Tremper Ave., Kingston, N. Y.
- Hendricks, Lorene, 1245 Jefferson St., Boise, Idaho
- Hinman, Harriett L., Supervisor of Research and Instruction, Board of Education, Toledo, Ohio
- Holley, Ella J., Rural Supervisor for New Castle County Schools, Wilmington, Del.
- Holliday, Della, Newport, Ky.
- Holmes, W. H., Superintendent of Schools, Mt. Vernon, N. Y.
- Holt, Terrell, 728 Napier Ave., Macon, Ga.
- Howard, Homer, P. K. Yonge Laboratory School, University of Florida, Gainesville, Fla.
- Humphreys, Pauline A., State Teachers College, Warrensburg, Mo.
- Imhoff, G. C., James Ford Rhodes High School, 5100 Biddulph Ave., Cleveland, Ohio
- Ireland, E. W., Superintendent of Schools, Stratford, Conn.
- Jacobs, Clara M., Department of Educational Research, District No. 1, Pueblo City Schools, Pueblo, Colo.
- Jenkins, F. F., Division Superintendent of Schools, Southampton County Schools, Franklin, Va.
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- Johnson, Leslie W., Garfield High School, Seattle, Wash.
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- Keller, Lester E., Principal, Sudlow Intermediate School, Davenport, Iowa
- Kingman, J. Constance, 309 East University, Royal Oak, Mich.
- Kittrell, Charles A., Superintendent, Independent School District, Waterloo, Iowa
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- Lively, Mrs. Emery, 2900 Prytania St., New Orleans, La.
- Loomer, Walter M., Fargo, N. Dak.
- Lord, Mary A., North Junior High School, Sioux City, Iowa
- Loser, Paul, Superintendent of Schools, Trenton, N. J.
- Lozo, John P., R. F. D. No. 4, Lancaster, Pa.
- McConnell, John Preston, East Radford, Va.
- Moore, Mrs. Clarence, Principal, High School, Osceola, Ark.
- Moreau, Cecilia M., Presque Isle, Maine
- Muller, Edgar, Principal, Westlake Junior High School, 3909 Linwood Ave., Oakland, Calif.
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- O'Rourke, Pauline, Supervisor of Elementary Schools, Mobile, Ala.
- Orr, Conrad O., Dillon, Mont.
- Owens, A. D., Superintendent of Schools, Newport, Ky.
- Plenzke, O. H., Executive Secretary, Wisconsin Education Association, Insurance Bldg., Madison, Wis.
- Pyle, Thomas W., Principal, Bethesda-Chevy Chase Senior High School, Bethesda, Md.
- Remington, Pearl, Assistant Superintendent of Schools, East Providence, R. I.
- Rhoades, Mrs. Barbara Snyder, 3920 S. E. Belmont St., Portland, Ore.
- Roland, H. M., Superintendent of Schools, Burlington, N. C.

- Shawkey, M. P., Morris Harvey College,
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Junior High School, Ardmore, Pa.
- Stiles, Chester D., Superintendent, West-
field Public Schools, Westfield, Mass.
- Strickland, Rose, Principal, Powell
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- Sullivan, Jack, 224 Lexington St., Jack-
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- Sweet, Margaret, Lewiston, Idaho
- Tigert, John J., President, University of
Florida, Gainesville, Fla.
- Vance, Mrs. Una E., 2223 Routt St.,
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- Webster, Raymond, High School Teacher,
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- Weeks, Zoraida, 506 Main St., Oneida,
N. Y.
- Wilson, Mrs. A. R., Principal, Lakewood
School, Durham, N. C.
- Winslow, Howard L., Superintendent of
Schools, 711 McLish Ave., Somers-
worth, N. H.
- Wolfe, Mrs. Mabel, Ardmore, Okla.
- Wood, J. C. Tooele, Utah
- Woods, Quata, 4313 Avondale, Dallas,
Texas

MINUTES OF THE EIGHTEENTH REPRESENTATIVE
ASSEMBLY

New York City, June 26-30, 1938

First Business Session, Tuesday Morning, June 28, 1938

The first session of the Representative Assembly of the National Education Association was held in the Hippodrome, New York City, at 9:15 A. M., with *President Woodruff* presiding.

President Caroline S. Woodruff: The Representative Assembly of the Seventy-Sixth Annual Convention of the National Education Association is now in session. We will begin our program by community singing, led by *Kenneth S. Clark*, former song leader of the 79th Division of the United States Army.

(Community singing by audience.)

President Woodruff: The invocation will be given this morning by the *Reverend Dr. William R. Kelly*, superintendent of parochial schools of the Archdiocese of New York.

(The invocation was given.)

President Woodruff: As your presiding officer this week, I bring you the greetings of the great association which I represent, in the belief that the doings and the procedures of this distinguished group will contribute to the continued advancement of the National Education Association, which is the hope of all of us. We all want to see the same ultimate end, altho we differ sometimes in the means that shall contribute to that end.

We will proceed according to the program. The first order of business is the report of the Committee on Credentials by *Miss Ratcliffe*.

Miss Betty Ratcliffe (Oklahoma): The Committee on Credentials met in Conference Room No. 3 of the Pennsylvania Hotel at 2 P. M. Monday, June 27, 1938, with forty members present. The secretary of credentials reported that 1243 delegates had registered and that at least 200 more were expected. The Committee voted that all delegates properly certified be seated, provided they satisfy the Secretary's Office that the organizations they represent had paid their 1937-38 dues by December 31, 1937. The Committee voted that the registration of delegates close at 8:30 A. M. Wednesday, June 29. The Committee further recommended the following:

1. So far as possible, the members of the subcommittee of five should be on the Committee for the following year. The chairman for any one year shall be the temporary chairman for the following year in order to organize the meeting and give explanations concerning procedures to be used.

- 2-A. That the names of the subcommittee of the preceding year be printed, giving their positions and addresses as those on other committees. This was not done this year.

- 2-B. It is further recommended that the announcement shall be made that the newly elected Committee will meet at the time and place indicated in the official program.

3. That the meeting of the Credential Committee be held Monday at 3 P. M.

4. At the first meeting of the Committee the temporary chairman will read the report of the preceding year, showing the work of the Committee.

5. That each member of the Committee be requested to contact his state director to see if there be any immediate problems in seating the delegates from his state.

6. That there should be an explanation of the method of the allotment of delegates to the N.E.A. convention so that all members will be more conversant with the procedures used.

7. After these explanations have been given, the chairman for the Committee should be elected, after which he will take the chair and call for the election of four of the members to serve with him to act as a subcommittee to make decisions

concerning any questions that may arise pertaining to the seating of delegates for that year.

The Committee voted an expression of appreciation to *Albert S. Colton* of California, for his faithful and helpful service during this meeting.

The Committee elected a subcommittee composed of a chairman and four members to pass upon any certification questions. The following were elected: *John G. Gordon* of Alaska; *B. L. Smith* of North Carolina; *John W. Blankenhorn* of Washington; *Grace Helene Miller* of New York; and *Betty Ratcliffe* of Oklahoma, chairman. I move the adoption of this report.

(Seconded by *Harold W. Smith* of Arizona. The report was adopted as read.)

President Woodruff: The next order of business is the adoption of the rules of procedure. *Miss Adair* will present the report.

Miss Cornelia S. Adair (Virginia): Following are the rules of procedure for the conduct of business in the Representative Assembly as printed in the Official Manual for Delegates:

1. Each state delegation shall elect a chairman. In the absence of a delegate, only an alternate shall take his place, and when there is more than one alternate of a state or local affiliated association the delegates of that association shall select the alternate to act. (This pertains to the organization of each state delegation, the first step being that each delegation shall elect a chairman.)

2. There shall be not more than one nominating speech and two seconding speeches for any one candidate. Nominating speeches shall be limited to five minutes and seconding speeches to two minutes each. There may be any number of seconds to nominations so long as there are only two seconding speeches.

3. In all nominations by roll call of states, any two states may exchange their alphabetical positions, but no state shall by reason of such exchange be deprived of its opportunity to nominate or second.

4. No member shall speak in debate more than twice during the same day to the same question, nor longer than five minutes at one time, unless permission is granted by a majority vote of the Representative Assembly at that session.

5. All resolutions and all motions submitted for consideration in the reports of officers, boards, or committees shall be in writing and shall be signed by the maker and the seconder.

6. Resolutions for the Committee on Resolutions must be in the hands of the Committee not later than noon of the second day of the convention, and such notice shall appear in the Manual for Delegates and announcement be made by the executive secretary on the first and second mornings of the convention.

7. The printed copies of the report of the Committee on Resolutions shall be in the hands of the delegates twenty-four hours before they are voted upon.

8. All morning sessions of the Assembly shall be exclusively business meetings.

9. "Sec. 2. In all voting on proposed amendments to the charter and on proposed amendments to the constitution or bylaws, written ballots shall be used whenever 200 members of the Representative Assembly by petition or by standing vote shall indicate that ballot voting is desired. In case a petition for secret ballot is signed by at least 200 members of the Representative Assembly and filed with the executive secretary, he shall arrange for written ballots in accordance with the petition. State delegations may vote by ballot. The results shall be announced by the chairman of each delegation as the roll of states is called; such vote to be determined by the actual number of delegates present at such meeting and voting. Upon the request of three delegates any state delegation must vote by ballot." (See Article X, Section 2, of the bylaws.)

10. There shall be an official parliamentarian to whom questions may be directed thru the presiding officer only.

I submit this report as the rules for this convention and move its adoption.

(Seconded by *Joseph H. Saunders* of Virginia. Motion unanimously carried.)

President Woodruff: The next report is the adoption of the order of business, by *Secretary Givens*.

Secretary Willard E. Givens: The order of business is printed for the Tuesday, Wednesday, and Thursday morning Representative Assembly sessions. It will be in order, if there is no disagreement as to this order of business, that it be adopted. I move the adoption of the order of business as printed in the program.

(The motion was seconded and carried unanimously.)

President Woodruff: The next item is the minutes of the last meeting.

Secretary Givens: The minutes of the Detroit meeting have been printed in the volume of *Proceedings* and distributed thruout the country. If there are no objections, I move the adoption of the minutes as printed and distributed.

(The motion was seconded by *Annie Woodward* of Massachusetts and carried.)

President Woodruff: The next order of business is the statement by *Secretary Givens* of procedure in nominating members of the Publishing Committee.

Secretary Givens: The procedure is rather simple. We must have five members and there must be at least ten nominated. In order to nominate, any delegation will simply put on paper the name of the individual that it is nominating for the Publishing Committee and have that petition signed by ten persons.

As soon as that is done, please bring it to the platform. Those states that send in names, after having put down the name that they want after having secured ten signatures, can then be thinking about somebody to serve on the Elections Committee. We ask each state that makes nominations for the Publishing Committee to furnish also a teller. This teller will go on duty just as soon as we vote and we hope to vote before adjournment today.

The ballots are printed and the names will be added. The ballots will be back in an hour and a half after we get them. Please get your names up here as soon as you can and we will vote on them before we leave.

President Woodruff: This is simply a statement of procedure and requires no action.

The next item is the report of the Committee on Bylaws and Rules, *Miss Cornelia S. Adair*, chairman.

Miss Adair: We are going to ask for unanimous consent for certain of these amendments, and I do that now before I read you the entire report because it has to do with the carrying on of our business organization.

The first amendment for which we ask unanimous consent is as follows: Article II. Section 2—I move that Article II, Section 2, be amended by adding to the sixth sentence, after the words "Representative Assembly by ballot . . ." the following words: "Provided, however, that in the year 1938 this election shall be on the third day."

(Seconded by *Reuben T. Shaw* of Pennsylvania. Motion unanimously carried.)

Miss Adair: The Representative Assembly of 1937 by resolution provided that our bylaws be referred to the Committee on Bylaws and Rules for purposes of recodification. The Committee on Bylaws and Rules has employed *Parliamentarian C. A. Bottolfsen* to assist in this matter.

In conformity with Article IX, Section 2, of the bylaws of the National Education Association, *Parliamentarian Bottolfsen* and the Committee on Bylaws and Rules were guided in their work by *Robert's Rules of Order, Revised*. The Committee presents for your consideration certain definitions from *General Henry Robert*, author of *Robert's Rules of Order, Revised*, in his extensive work in parliamentary law.

"The Act of Incorporation is usually called the charter. It is the supreme law of the organization, outranking the constitution, bylaws, etc. . . . It cannot be suspended. Any amendment to it must be adopted by the organization, in the same way as the bylaws are amended, and then must be submitted for approval to the legislature or superior organization." (Parliamentary Law, p. 364.)

The National Education Association does not have a constitution.

"The bylaws comprise the rules that are of such importance that they should not

be changed except after notice to the members and then by a larger vote than a majority of those voting. . . . The more important rules being made more difficult to amend." (Parliamentary Law. p. 365.)

"Standing Rules. Many organizations need rules of a semipermanent nature, which can be modified or rescinded without the delay or trouble attending the amending of the bylaws. . . . Standing Rules may be adopted by a majority vote if notice be given or at the meeting by a two-thirds vote." (Parliamentary Law. p. 367.)

The Committee recommends that certain portions of the bylaws be classified under the heading of "Standing Rules." To accomplish this it will be necessary for amendments to be made to the bylaws in each case. Sections of the bylaws as printed in the 1937 *Proceedings* (p. 686-98) not referred to here remain as they are. Attention is called to the special provision for amending the bylaws at the 1938 annual meeting of the Representative Assembly as follows: Article X—Amendments. Section 1. (p. 698 of the 1937 *Proceedings*.)

In considering the proposals of the Committee it is important to note that most of the material is merely a transfer of classification from bylaws to Standing Rules. The Committee recommends that the following material be removed from the bylaws of the Association and established as Standing Rules.

Explanation: Material in roman type is set forth in the same words which now appear in the bylaws, but in the proposed plan is to become a Standing Rule as indicated. Small capitals indicate the portion that is to remain in the bylaws. Words or phrases in *italics* are to be added as indicated. Words in brackets [] are to be omitted as indicated. Words in parenthesis () are explanatory notes of this committee report.

With that explanation, I would like to proceed to page 6 of your booklet, Standing Rules: There is one change I would like to make. You read these rules in our *Journal* which is set up in a three column plan. In copying the rules from the *Journal* to this manual, the heading was put in the wrong place. You will find in the middle of the paragraph on page 7, the heading, "Recommendations for Recodification of Bylaws." That should have been over the words, "Standing Rules."

If you will look in the back of your report, you will find the bylaws with which you can make comparison with these Standing Rules.

I move that Section 8, Article I, of the bylaws be stricken from the bylaws and set up in the Standing Rules¹ so that it shall read as follows:

Rule 1 (Sec. 8) Membership Year

The membership year shall be from September 1 to August 31. All membership dues shall be credited to the current membership year unless otherwise requested.

(Seconded by *Mr. Shaw*. Motion carried.)

Miss Adair: I move that Section 9, Article I, of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 2 (Sec. 9) Time and Place of Payment of Dues

The annual dues of members shall be sent to the executive secretary on or before December 31. An active member failing to pay dues as herein provided shall forfeit the privileges of membership and be dropped from the list of members.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 10, Article I, of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 3 (Sec. 10) Membership Card

The executive secretary of the Association shall furnish each member of the Association a membership card, declaring him to be a member of the National

¹ Due to the fact that certain rules were not called up, there is an inconsistency between the numbering in these minutes and the numbering which appears in the Standing Rules, pages 669-672.

Education Association for the year for which his dues are paid, and as such entitled to all the rights and privileges granted by the charter and bylaws of the Association. Arrangements may be made with local and state affiliated associations for the issuance of a coinclusive membership card, or insignia, or both on a voluntary basis.

(Seconded by *Mr. Shaw*. Motion carried.)

Miss Adair: I move that Section 2, Article II, of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 4 (Sec. 2) Election of Officers and Qualifications of Directors

At the first business meeting of the Representative Assembly on the second day of the annual meeting of the Association, nominations for the following offices shall be made: president, vicepresident, and treasurer. Candidates for said offices shall be nominated from the floor upon roll call of the states. On the first day of the annual meeting of the Association the delegates of each state, territory, and district of the United States in which the term of office expires shall nominate one person for member of the Board of Directors and the name of such person shall be reported to the Representative Assembly at the first business meeting upon roll call of the states. Any person to qualify to serve as director shall have been an active member with dues paid in the National Education Association and in a state, or district, or territory, and a local association, if organized, for a five-year period immediately preceding the election. Only delegates who are active members of the N.E.A. and whose dues have been paid in a state, or district, or territory, and a local association, if organized, respectively, shall have the right to vote for such directors. On the fourth day of the annual meeting officers shall be elected from the candidates by the delegates to the Representative Assembly by ballot; provided, however, that in the year 1938 this election shall be on the third day. Said ballots shall be printed and shall contain the names of all nominees as provided above. Polls for voting shall be open from 8 A.M. to 6 P.M., at such place or places as the president of the Association shall designate. The candidates for president, treasurer, member of Board of Directors from each state, territory, or district, respectively, in which the term of office expires and the eleven candidates for the office of vicepresident receiving the highest number of votes shall be declared elected. The president of the Association shall appoint tellers and complete all arrangements for carrying out the election. The results of the election herein provided shall be announced at the final business session of the Representative Assembly. The officers thus chosen shall continue in office until the close of the annual meeting subsequent to their election, and until their successors are chosen, except as herein provided. The executive secretary and the treasurer shall enter upon their duties at a date which shall be determined by the Board of Trustees and which shall not be later than the first of October and shall continue in office during the term for which they are separately chosen and until their successors are duly elected.

(Seconded by *Mr. Shaw*.)

Mrs. Ethel Grubbs (District of Columbia): I would like to ask a question. When was this section beginning with "Only delegates who are active members of the N.E.A.," adopted?

Miss Adair: That was adopted a year ago. That point was raised just before I came to this meeting today and I have not had time to consult the minutes, but it was either at the Portland meeting or earlier. If you will be kind enough to let the matter wait until the end, then we can vote upon this section when we get that information. Would that be acceptable to you?

Mrs. Grubbs: I think so. I was under the impression in the Detroit meeting last year that this was a recommendation and it was to be referred to the Committee to make recommendations this year.

Miss Adair: The Committee has confused that with the qualifications for dele-

gates, but I am having that looked up right now, and if I may, I will withdraw my motion to adopt and ask that we pass this by until that point has been ascertained. Would that be acceptable?

Mrs. Johanna M. Lindlof (New York): I would like to make a point. This question was brought up by me at last year's convention. I said then and I repeat now that by adopting the section that you propose, you will be eliminating New York City members who are not members of the New York State Teachers Association, and will not become members of that association. That whole line should be eliminated.

Miss Adair: I am of the opinion, and I think the minutes will show, that *Mrs. Lindlof* made that statement not in regard to qualifications of directors but in regard to qualifications of delegates.

Mrs. Lindlof: I raised it in regard to both.

Miss Adair: We will pass that now until we can get this information. We can proceed with the discussion as soon as we find that in the minutes. We will pass by that rule and proceed to the next one, and when we get thru, I hope we will have found the point in the minutes.

I move that a portion of Section 5, Article II, of the bylaws beginning with the words "and shall be entitled . . ." be stricken from the bylaws and set up in the Standing Rules slightly reworded so that it shall read as follows:

Rule 5 (Sec. 5) Relationship: National, State, and Local

Each affiliated association shall be entitled to the active assistance and support of the National Education Association in promoting the interest of such affiliated association and its members insofar as such interest comes within the purpose and object of the National Education Association as set forth in its charter. The executive secretary of the National Education Association shall, with the advice and approval of the Executive Committee, make such arrangements for mutual cooperation between the National Education Association and the state and local affiliated associations as will promote the welfare of all and advance the interests of the teaching profession.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: The next amendment is going to call for some special explanation, and we are going to have to ask you for unanimous consent because it was not printed in the *Journal*.

Since 1892 we have had a revolving fund from which our executive secretary has been able to pay expenses. In going thru the bylaws we found that this fund was not mentioned and it seemed proper to put it there. I will read the article as you do not have it in your book.

I move that Article III, Section 2, of the bylaws be amended as follows. Add after "Committee" in the fourteenth line thereof the following:

He shall countersign checks drawn by the treasurer in payment of bills, and shall deposit in an authorized depository in the name of the Association and disburse therefrom any funds authorized by the Board of Trustees advanced to him by the treasurer for the payment of expenses set forth in the budget adopted by the Representative Assembly.

I can give you an illustration of that. The expenses of our state directors are paid from the National Education Association. They render their bills at this meeting. The executive secretary pays them, when duly authorized, from this fund. Thus bills can be taken care of immediately. As I remember from my time as treasurer, it was very important that some bills be paid immediately in order to get the trade discount. This change simply legalizes the thing that we have been doing for many years.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that a portion of Section 2 of Article III of the bylaws begin-

ning with the words "he shall receive" be stricken from the bylaws and set up in the Standing Rules slightly reworded so that it shall read as follows:

Rule 6. Other Duties of the Executive Secretary

The executive secretary shall receive or collect all moneys due the Association and pay the same each month to the treasurer. He shall countersign all bills approved for payment by the Board of Directors, or by the Executive Committee, acting under the authority of the Board of Directors, or by the president acting under authority of the Board of Directors, or of the Executive Committee. The executive secretary shall have his records present at all meetings of the Association, of the Board of Directors, and of the Executive Committee. He shall keep a list of members and shall revise said list annually. He shall be secretary of the Board of Directors. He shall be the custodian of all the property of the Association not in charge of the treasurer and the Board of Trustees. He shall give such bond for the faithful performance of his duties as may be required by the Board of Trustees. He shall submit his annual report to the Executive Committee not later than fifteen days before the annual meeting of the Association, which report shall be transmitted to the Board of Directors at its annual meeting. At the expiration of his term of office, he shall transfer to his successor all moneys, books, and other property in his possession belonging to the Association. The executive secretary shall not print, publish, or distribute any official report or other document without the approval of the Board of Directors or of the Executive Committee acting under the general instruction of the Board of Directors. (Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that a portion of Section 3 of Article III of the bylaws beginning with the words "The treasurer shall notify" be stricken from the bylaws and set up in the Standing Rules slightly reworded so that it shall read as follows:

Rule 7. Other Duties of the Treasurer

The treasurer shall notify the president of the Association and the chairman of the Board of Trustees whenever the surplus funds in his possession exceed \$500; shall keep an exact account of his receipts and expenditures with vouchers for the latter; and said accounts, ending on the thirty-first day of May each year, he shall render to the Executive Committee not later than ten days before the annual meeting of the Association, and when approved by said Committee, these accounts shall be transmitted by this Committee to the Board of Directors at its meeting held in connection with the annual meeting of the Association and a copy of the report shall be transmitted to the Representative Assembly for its information. The treasurer shall give such bond for the faithful performance of his duties as may be required by the Board of Trustees. At the expiration of his term of office, he shall transfer to his successor all moneys, books, and other property in his possession belonging to the Association.

(Seconded by *Mr. Shaw*.)

Mrs. Lindlof: I would like to ask about the amount of money that the treasurer is allowed to have. Isn't \$500 a very small amount for the treasurer of a national organization of this size to have on hand?

Miss Adair: I agree with you. It is a very small amount, but right now we are simply transferring a bylaw to a rule, and not changing the content. We are leaving that amount as it has been for many years.

(The proposed change was unanimously adopted.)

Miss Adair: I move that Section 4f, Article III, of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 8 (Sec. 4f) Other Duties of Board of Directors

The Board of Directors shall appoint at its annual meeting a Budget Committee for the ensuing year, whose duty it shall be to prepare and present a budget to

the Board of Directors at its next meeting. The Budget Committee shall have authority to secure the support of the Auditing Committee in preparing this budget.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 1 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 9 (Sec. 1) Auditing Committee

Not later than five months before the end of the fiscal year, the president shall appoint an Auditing Committee, consisting of three active members of the Association, no one of whom shall be either a trustee or a director; to this Committee shall be referred the report and audit of the expert accountant or accountants, together with the communication of the president transmitting the same as provided in Rule 13 of these Rules; and the Committee shall report its findings to the Board of Directors.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 2 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 10 (Sec. 2) Delegates Meet by States

On the first day of the annual meeting of the Association, at such time and place as shall be designated on the annual program by the president of the Association, the accredited delegates to the Representative Assembly from each state shall elect one member and one alternate who are active members of the Association for each of the following committees, to serve for the ensuing year: Credentials, Resolutions, and Necrology. The Committee on Credentials shall receive the official list of delegates from the executive secretary and report thereon to the Representative Assembly.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 3 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 11 (Sec. 3) Resolutions

The Committee on Resolutions shall report at the annual business meeting of the Representative Assembly, and except by unanimous consent or by a two-thirds vote, all resolutions shall be referred to said Committee without discussion. This Committee shall receive and consider all resolutions proposed by active members, or referred to it by the president. Some time during the second day of the annual meeting of the Association the Committee shall hold a meeting, at a place and time to be announced in the printed program, for the purpose of receiving proposed resolutions and hearing those who may wish to advocate them.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 4 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 12 (Sec. 4) Necrology

The Committee on Necrology may prepare for the published proceedings brief memorial tributes to members who have died during the year.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 5 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 13 (Sec. 5) Examination of Accounts

Within thirty (30) days prior to the time of the annual meeting of the Association, the president shall appoint a competent person, firm, or corporation,

licensed to do business as expert accountants; the accountant or accountants so appointed shall examine the accounts, papers, and vouchers of the executive secretary, the treasurer, and the Board of Trustees, and compare the same; shall also examine the securities of the Permanent Fund held by the Board of Trustees. The report of said accountant or accountants shall be filed with the president not less than ten (10) days before the opening day of the annual meeting of the Association, and shall be by him submitted to the Auditing Committee with such comments as he may think proper.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: There are some rules that are not to be called up at this time. Mark Rule 14 as not being called up at this time. Certain very important committees and also the Rules Committee decided that it would be best to leave these rules in the bylaws and not transfer them to the Standing Rules. Therefore, please note that we are not calling up Rule 14 here, which has to do with the Committee on Bylaws and Rules, which is on the next page. We are also not calling up Rule 15; neither are we calling up Rule 17.

However, I am now going to read the recommendation about Rule 16.

I move that Section 7 of Article VI of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 16 (Sec. 7) Additional Committees

The Representative Assembly may provide such additional committees as it may deem wise.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Section 2 of Article VII of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 18 (Sec. 2) Meetings of Assembly, Directors, and Trustees

(A) The annual business meeting of the Representative Assembly shall begin at 9 A.M., on the second day of the annual meeting of the Association. A regular meeting of the Board of Directors shall be held in connection with the annual meeting of the Association. The time and place of such meeting shall be designated in the program. The executive secretary shall notify the members of the Board of Directors of the time and place of meeting, not less than thirty (30) days before the meeting.

(B) The first regular meeting of the new Board of Directors shall be held as soon as practicable and within twenty-four hours after the close of the last session of the annual meeting. The place and time of this meeting shall be announced in the printed program.

(C) The Board of Trustees shall hold its annual meeting at some convenient time and immediately following the meeting of the new Board of Directors. Special meetings of the Trustees may be called by the chairman and shall be called on request of a majority of the Board of Trustees. Due notice of all meetings of the Board of Trustees shall be given to every member of the Board by the secretary thereof.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: We are now finished with the Standing Rules, but we have certain amendments to the bylaws, some of which are necessitated by the fact that we have set up these Standing Rules. Where it states that certain things are authorized or forbidden by the bylaws, sometimes we have to put in "Standing Rules" also.

I move that Article III, Section 1, be amended by adding to the second line of the first sentence, after the word "Bylaws," the following words, "and Standing Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article III, Section 4(d), be amended by adding to line five, after the word "Bylaws," the following words, "and Standing Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article III, Section 4(e), be amended by striking out the last clause in the first sentence, as follows, "shall elect members of the National Council of Education, as provided in Section 2 of Article IV of these bylaws."

The reason for striking out that sentence is that the National Council of Education is authorized to make its own constitution and bylaws and the directors no longer elect any members of the National Council, so it is best to take it out of the bylaws.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article III, Section 4(c), be amended by adding at the end of the sentence the following words, "and Standing Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article III, Section 4(g), be amended by adding the following words after the words "Board of Directors": "and Committee on Bylaws and Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article V, Section 3, be amended by adding the following words in the third line after the words "bylaws": "and Standing Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article IX, Section 2, be amended by adding the following words in line two after the word "bylaws": "and Standing Rules."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that the first sentence of Article XI, Section 2, be amended so that it shall read as follows: "in all voting on proposed amendments to the charter, bylaws, or Standing Rules," in place of the words:

"in all voting on proposed amendments to the charter, and on proposed amendments to the constitution or the bylaws."

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: I move that Article XI be amended by the addition of a new section, to be called Section 3 and to read as follows:

The Standing Rules may be amended at the annual meeting of the Representative Assembly, without notice by a two-thirds vote of the Representative Assembly and by a majority vote of the Representative Assembly if the amendment shall have been proposed in writing at the annual business meeting next preceding the one at which action is taken.

(Seconded by *Mr. Shaw*. Motion unanimously carried.)

Miss Adair: *Mr. Shaw* has been hunting the answer to the question that was raised a few moments ago about qualification of directors. I want to ask him to tell you about it.

Mr. Reuben T. Shaw (Pennsylvania): The question was raised yesterday as to when we adopted and if we adopted the provision that in the election of directors we should require those participating to be members of all three organizations—local, state, and national associations. Apparently we do not have records back of 1936.

Before I take up the specific things, I should like to call your attention to the fact that there were two distinct items: (a) the qualification of delegates, which unquestionably was laid on the table and is still on the table for further consideration if you like, and (b) the matter of the directors.

I can only call your attention to the records as they appeared in 1936 at the Portland convention. The particular provision as it now appears in the bylaws was listed at that time as A-5 of the report of the Committee on Reorganization as a recommendation. Referring to the minutes, page 706 of the *Proceedings*, we find this statement from *Mr. Oberholtzer*: "I next call your attention to A-4 and wish to make explanation with regard to A-5, the point just raised. A-5 was inadvertently included. It was passed at the Denver meeting."

• If anybody here has the minutes of the Denver meeting, we can verify the records

as to what occurred there. That is as far as I have been able to carry the investigation.

Mrs. Lindlof: Madam Chairman, has anyone a copy of the *Proceedings* of the Denver meeting here?

President Woodruff: I have one in my room and I will send for it.

Mrs. Lindlof: I would like to know what is the status of this regulation or bylaw. Is it the bylaw now, in order to be elected to the Board of Directors, that you must be a member of all three—local, state, and national associations?

Miss Adair: That is the way it was adopted. I wonder if the president will allow me to make a statement which may save our time right now?

President Woodruff: Surely.

Miss Adair: At a meeting of the Board of Directors yesterday, the Committee on Standing Rules was authorized to bring in a recommendation concerning the New York situation. The Committee has prepared a recommendation which will go to the Board of Directors tomorrow and will come from them to this group, if they so order, and that question will be taken up.

At present, we are not amending this article that was passed. We are transferring it to the rules. If it be transferred to the rules, it makes it much easier to amend. We are not changing the situation in any way. We are simply taking it out of the bylaws and putting it into the rules. You just adopted a resolution whereby the Standing Rules may be amended in a much easier way than the bylaws can be amended. If you adopt this recommendation of our Committee, that this be transferred to the Standing Rules, you are in a simpler position so far as amending is concerned.

President Woodruff: Does that answer your question?

Mrs. Lindlof: No. Madam Chairman, I want to know if this is a bylaw now?

President Woodruff: It is. We are transferring it to the Standing Rules.

Mrs. Lindlof: Then it will no longer be a bylaw; is that so?

President Woodruff: That is as we understand it.

Miss Adair: If the matter is transferred to the Standing Rules, it can be amended by a two-thirds vote of the convention and by a majority vote if it lies on the table for a year.

Mrs. Lindlof: Well, I understand that none of these things have actually been adopted. I thought they had gone on from year to year. We are going to reconstruct these matters and know what we are doing. I am certain that I would never have voted for it and I think I did not vote for that bylaw.

Miss Adair: I do not believe you did; I think you opposed it.

Mr. Abraham Lefkowitz (New York): In order that we may expedite this business, in view of the suggestion already made concerning the contemplated action of the Board of Directors, may I suggest that we postpone action on that moot point and in addition, on the question of delegates? Otherwise, we are wasting a great deal of time and getting nowhere.

Miss Adair: May I ask the parliamentarian to make a statement?

Mr. C. A. Bottolfsen (parliamentarian): It would be much easier to make the correction as the gentleman from New York suggested, if the procedure suggested by Miss Adair were adopted. By having this submitted as a rule, we could then attend to it at this session. If no action is taken, it will remain as a bylaw.

Mr. Lefkowitz: Then, am I correct in understanding that the parliamentarian rules that if we transfer this to the rules, we can act on it at this convention by a majority vote?

Mr. Bottolfsen: A two-thirds vote is necessary.

Mr. Lefkowitz: Then I move the adoption. Do I understand that you adopt the bylaw by a two-thirds vote, and also a constitutional amendment and a rule?

Mr. Bottolfsen: Unless they have been carried over for a year, at which time they would be adopted by a majority, but we may make any correction or change in this at this convention by a two-thirds vote without giving prior notice.

Miss Adair: I am going to take that up and get a vote on it now. I move that that

article which we have passed by in regard to the qualifications of directors be taken from the bylaws and transferred to the Standing Rules. *Mr. Shaw* seconds that motion.

President Woodruff: You have heard the motion, which has been seconded. Unanimous consent is asked for its adoption. Is there any objection?

Mr. John W. Thalman (Illinois): Will you kindly repeat that question?

Miss Adair: The motion is that the transfer be made from the bylaws to the Standing Rules, of that part of the bylaws pertaining to qualifications of directors.

Mr. Lefkowitz: With the distinct understanding, *Madam Chairman*, that the question of its adoption and validity is to be determined subsequently, after the record has been examined.

Miss Adair: I will be very glad to accept that distinct understanding.

Mrs. Lindlof: I think that we should not treat this matter in such a light manner. I think it is very important that the N.E.A. should have as many members from New York City as it is possible to get. If you are, deliberately, by your bylaws or rules, going to exclude thirty-eight thousand teachers, I think you are making a very great mistake. If you are making it impossible to repeal an obnoxious bylaw which many of us voted for without realizing what it meant, I think this convention should go to work and rectify such a bad mistake as was made at Denver.

President Woodruff: The chair wants to ask *Mr. Bottolfsen* to explain that.

Mr. Bottolfsen: My recommendation as parliamentarian would be that you adopt the recommendation by *Miss Adair* because it would be so much easier to correct the situation now existing. If no action is taken, it will remain as a bylaw, which under our rules will require a very round-about procedure to correct. On the other hand, if it is adopted at the present time, this convention can take action before final adjournment.

Mrs. Lindlof: Do the rules provide that to amend a rule or to abolish a rule you must have a two-thirds vote?

Mr. Bottolfsen: They require that unless due notice has been given by publication in the *Journal*.

Mr. Lefkowitz: May I ask the parliamentarian to indicate where there is a regulation that a law requires a two-thirds vote?

Mr. Bottolfsen: That is a rule which has been adopted by the N.E.A.

Mr. Lefkowitz: Where and when was that ruled, who adopted the rule, and by what vote? We are guided by the constitution and bylaws and I find no such provision in either.

Miss Adair: That was adopted by unanimous consent this morning.

President Woodruff: Does that answer your question?

Mr. Lefkowitz: No. The parliamentarian distinctly stated that it would be considerably easier. Obviously, things are being done by unanimous consent and nobody knows the import of anything. If you are going to have a rule on the presumption that the rule is easier to adopt than a bylaw, that is one thing, but what we have here is practically putting every bylaw and rule in the same category as a constitutional amendment, something that is unheard of according to *Robert's Rules of Order*. You will find that bylaws can be amended by majority vote. I do not know why this committee is deliberately seeking to tie up this convention so that it cannot act as long as a minority of one-third refuses to act.

Mr. Bottolfsen: I refer *Mr. Lefkowitz* to the bottom of page 11 of his Official Manual for Delegates, which reads as follows:

The Standing Rules may be amended at the annual meeting of the Representative Assembly without notice, by a two-thirds vote of the Representative Assembly and by a majority vote of the Representative Assembly if the amendment shall have been proposed in writing at the annual business meeting next preceding the one at which action is taken.

Mr. Lefkowitz: *Madam Chairman*, I move reconsideration of the adoption of

that resolution for amendment on the grounds that it will tie up this body so that when it is asked to make a necessary change, it will be unable to do so.

Mr. Joseph H. Saunders (Virginia): *Madam Chairman*, since it was adopted by unanimous consent, would it not take a unanimous consent for reconsideration?

Mr. Bottolfsen: Not on this. A two-thirds vote can make a recommendation for reconsideration. We are merely expediting the business of the convention when we ask for unanimous consent.

President Woodruff: Is there a second to *Mr. Lefkowitz's* motion?

(The motion was seconded.)

Mr. Lefkowitz: If this convention fails to adopt the motion made, it will be tied up in such a way that no necessary change can be made before a year unless you get a two-thirds vote. That means that a minority of one-third can stop this great body and render it helpless when it wants to do something. Frankly, I have yet to find any constitution of a deliberative body that would thus tie itself up.

We are supposed to be guided by *Robert's Rules of Order* and it distinctly states that even bylaws should be adopted by a majority vote, and here we are taking mere rules and making it impossible to change those rules except by a two-thirds vote.

President Woodruff: Is there further discussion?

Mr. Saunders: Another question, *Madam President*. If we reconsider the proposition to adopt, as to the amendment to the Standing Rules and the matter under discussion which is now a part of the bylaws, would it not go back to the rules for amendment under the bylaws on page 63, which is much more stringent than the gentleman from New York would have for the amendment which he wishes. It will be much more stringent if we do not adopt the action now proposed.

I am a member of the Board of Directors and we try to meet the wishes of the New York delegation for a separate representation in this Association and in the Board of Directors, because we want all of the teachers of New York City as members of this great body. What we are proposing here this morning is in the interests of this action which the New York delegation wants.

If the gentleman from New York wants his action, we cannot have this convention do what they wish because we are already tied up by the bylaws, as set forth on page 63. If we adopt the standing action, will we not open the way at this convention to do just the very thing that the people from New York want?

Mr. Bottolfsen: That is exactly what we do want and that is what I tried to explain, that if this action proposed by *Mr. Lefkowitz* is adopted, the matter is then in the bylaws where it has been for the last two or three years.

Mr. Lefkowitz: May I ask the parliamentarian where, if my motion is adopted, there is anything that says that we cannot proceed to make the adoption of a rule by majority?

Mr. Bottolfsen: I am confident that it will require a two-thirds vote.

Mr. Lefkowitz: That is true, but can we do it?

Mr. Bottolfsen: Yes.

Mr. Lefkowitz: Then my motion is in order. The objection of *Mr. Saunders* does not hold because if my motion is adopted we can then immediately move that we loosen up these resolutions so that this body can breathe freely and act according to its best interests.

Mr. Bottolfsen: Of course the same results would be attained if it were handled the other way. It makes no difference to the parliamentarian how it is handled, but it would expedite matters if it were adopted as suggested, and then corrected.

Mrs. Lindlof: What we desire is that this regulation in regard to Standing Rules be changed so that the Standing Rules may be amended by a majority vote. That would mean that we could change things other than this particular one that we are asking for now by immediate action. We think the rules should be in regard to anything which is important enough to get the majority vote of the convention.

President Woodruff: *Secretary Givens* has a word to say that will perhaps answer your question.

Secretary Givens: This matter came up yesterday and was discussed at the Board of Directors meeting and was postponed until this afternoon.

It seems to me that if we could carry this matter over until tomorrow, let the Board of Directors act on it this afternoon and bring it back tomorrow, that would be the easiest way to handle it.

Mr. Lefkowitz: I withdraw my motion in order that the suggestion of *Mr. Givens* may be adopted.

President Woodruff: *Miss Adair* will continue her report.

Mrs. Frances W. Kroner (New York): According to parliamentary procedure, you have forgotten that this bylaw eliminates from ever becoming an N.E.A. director, the great mass of teachers who are not members of local organizations. In our parliamentary procedure we have been going thru today we have lost sight, while this is now in the bylaws, of the fact that unless you have a local organization you can never, even tho you belong to the N.E.A., become a state director. Am I correct?

President Woodruff: That is what we are trying to correct.

Mrs. Kroner: In the name of democracy, I ask that this be cleared up.

Secretary Givens: That is the very point we are trying to straighten out.

Mrs. Kroner: The point is that it is not alone New York City; it is all the teachers of this nation who are not organized into local organizations.

Secretary Givens: Your point is well expressed.

President Woodruff: A motion was made by *Miss Adair* but perhaps we have forgotten it. I will ask her to repeat it.

Miss Adair: My motion was that we transfer that section from the bylaws to the Standing Rules. We are exactly where we were, I mean as far as the situation is concerned, except that it is easier to amend the rules. That motion has been seconded by *Mr. Shaw*.

President Woodruff: You have heard the motion, which has been seconded. Unanimous consent is asked for the adoption of the motion. Is there any objection?

Mr. John W. Thalman (Illinois): *Madam President*, I am sorry to deny you unanimous consent to this proposition.

Miss Adair: I am perfectly willing to do what you want. Do you want to hold this over until tomorrow? If so, I withdraw my motion.

Mr. Saunders: *Madam President*, I move that the pending motion be laid on the table until tomorrow's session.

Miss Adair: I accept *Mr. Saunders'* motion.

(The motion was seconded.)

President Woodruff: It has been moved and seconded that this be tabled until tomorrow.

Miss Helen H. Mars (New York): A point of information! So far as I can see, even if this is laid on the table, the status of the procedure for the changing of a standing rule remains the same. Is that point to be taken up at the convention tomorrow?

Mr. Bottolfsen: I would suggest that *Mr. Saunders* withdraw his recommendation and that this be placed in abeyance until tomorrow.

Mr. Saunders: I take back my motion.

Miss Mars: My point of information has not been answered. Is the question of a change in a standing rule by a two-thirds vote, as *Mr. Lefkowitz* brought the matter before you, going to be acted upon tomorrow?

Mr. Bottolfsen: Yes, it will.

Miss Adair: I have one more amendment which is not printed in the manual.

If you will turn to page 53, Article II, Section 2, I propose that you amend the first sentence in line three by omitting the word "and," and by adding the words, "and the three members of the Executive Committee to be elected by the delegates," and adding the word, "treasurer." The sentence will then read as follows:

At the first business meeting of the Representative Assembly, on the second day of the annual meeting of the Association, nominations for the following

officers shall be made: president, vicepresidents, treasurer, and the three members of the Executive Committee to be elected by the delegates.

That is what we voted to do and it is simply writing it into the bylaws. I move the adoption of this amendment and it is seconded by *Miss Read* of Colorado.

(The motion was carried unanimously.)

Mr. Bottolfson: In order to keep our records straight, I would suggest that *Mr. Lefkowitz* give notice at this time that he may tomorrow move for reconsideration of the question which we have been discussing.

Mr. Lefkowitz: I so move, *Madam Chairman*.

(The motion was seconded and passed.)

President Woodruff: The next item is a special report by the Executive Committee on amendments, which will be presented by *Mr. Pratt*.

Mr. Orville C. Pratt (Washington): I imagine that a good many of you have been somewhat confused by the attempt which has been going forward this morning to streamline our bylaws and rules.

A year ago, at Detroit, some suggestions made by the Committee on Reorganization were referred to the Executive Committee, and on February 26, action was taken by the Executive Committee. I am bringing to you now the points that were referred and the action taken by both the Executive Committee on February 26 and by the Board of Directors yesterday.

I move that the recommendations of the Executive Committee and of the Board of Directors be approved by this Representative Assembly.

President Woodruff: Is there a second?

Mr. Albert L. Smallheiser (New York): I move that we take these items seriatim.

Mrs. Lindlof: I would like to second that.

Mr. Pratt: I stated, to begin with, that in case of objection, they can be acted on one at a time.

The first point is: Is it desirable to have a second vicepresident elected from the United States at large at the same time and in the same manner as is the president of the Association? The action was affirmative.

Mrs. Lindlof: *Madam Chairman*, I have a question. What happens to the first vicepresident?

Mr. Pratt: The first vicepresident is promptly laid on the shelf.

Mrs. Lindlof: *Madam Chairman*, I am very much opposed to this proposition. We all know that in general the vicepresidency is an honorary position and never amounts to anything very much other than that, and people do not give the usual thought to the election of a vicepresident that they do when they are choosing a president.

I believe that anything that minimizes the importance of the presidency and makes it possible for somebody of not very much importance to be elected as a vicepresident should be corrected. I know that I have voted for vicepresidents every year without knowing very much about them. The only reason that I had was given by a man, not a woman, that we ought to vote for this lady because she was very good looking. I think it is all right to vote for a lady for a vicepresident because she is good looking, or for a man because he is good looking, provided they also have some brains.

President Woodruff: I think *Mr. Pratt* can answer that objection.

Mr. Pratt: Far be it from me to explain how I happen to be vicepresident. It is immaterial to me what you do with these recommendations. We had to do something with them.

The motion which I made was that a second vicepresident be elected, who will, in case of incapacity of the president, act as a presiding officer, and this motion was seconded. That is the status of it.

Delegates: Question! Question!

Mr. Lefkowitz: I still do not know why they are skipping the first vicepresident.

Mr. Pratt: The first vicepresident was the president of the year before, and perhaps they have had enough of him. It was the judgment of our Reorganization Com-

mittee that this second vicepresident should be carefully selected and should be suitable to succeed the president.

Delegates: Question! Question!

(The motion was carried unanimously.)

Mr. Pratt: The second point is really a part of the first point.

Is it desirable in the case of a vacancy in the presidency of the Association to have this second vicepresident succeed to the presidency?

I move the adoption of this point.

(The motion was seconded and carried, although a few opposing votes were cast.)

Mr. Pratt: Number 3: Is it desirable in the case of another vacancy to have the Board of Directors given power to name a president to serve thru the next annual meeting? The action of the Executive Committee of the Board was that this matter should be left with the Executive Committee, and I so move.

(The motion was seconded and carried unanimously.)

Mr. Pratt: Number 4: Is it desirable to have the United States divided into twelve districts with a district vicepresident elected from each? The answer given by the Executive Committee and the Board of Directors was "No." No action was taken and this does not become effective. I presume, however, that we should vote on it.

Delegate (New York): I should like to know the reason for that recommendation.

Mr. Pratt: Do you mean the reason for the recommendation or for its being voted on negatively?

Delegate: What we want to know is, if that question came up, why did someone believe it was desirable to have twelve districts?

Mrs. Lindlof: Why did somebody want twelve districts?

Mr. Pratt: *Dean Taylor* of the University of Kentucky was the chairman of the Reorganization Committee and it was one of the large number of points which they brought up and one on which they acted favorably. I do not know just what detailed reasons there might have been for it.

Mrs. Lindlof: Is there any reason why it would be good?

Mr. Pratt: Well, I am suggesting, *Mrs. Lindlof*, that we take no action, so do we need to pursue it in case we take no action?

President Woodruff: Will you take the next item, *Mr. Pratt*?

Mr. Pratt: Next, is it desirable, in order for a local member to be eligible as a delegate to the Representative Assembly, for such local member to have been for two years immediately preceding the election, an active member of the N.E.A. and a member of the state, district, or territorial association? Our answer is "No" to this suggestion, and in the absence of a motion, the action, of course, will be negative.

The next point is, is it desirable, if the delegate is to represent a local affiliated association, that he have as a prerequisite two years' membership in such association immediately preceding the election, except for a newly organized association? Again our recommendation was "No," and that requires no motion.

I move that the various matters considered be referred to the Rules Committee for further action.

(The motion was seconded by *Walter D. Gallagher* of Vermont and carried unanimously.)

President Woodruff: I think *Miss Adair* wants to bring back one feature.

Miss Adair: I am sorry, but I did not present one article that is still in the book. It is on page 12. This amendment was put in last year and we voted to make local associations with larger memberships pay a larger fee. We found out that as far as finances were concerned, it did not work. It was hard to decide who should pay \$5 and who should pay \$10, so they asked the Rules Committee to propose an amendment, which I will read to you.

"I move that Article II, Section 4, on page 54 of the New York Manual for Delegates, be amended by striking out the following rules: Beginning in the seventh line, these are the words to strike out: 'Shall be \$10 except the fee of affiliated local associations with less than two hundred N.E.A. members.'"

(Motion to adopt was made by *Amy H. Hinrichs* of Louisiana and seconded by *Miss Read*, and was carried unanimously.)

Delegate (New York): A point of information! We ask for a ruling from the Chair on the action taken immediately preceding the completion of *Miss Adair's* report, whereby this Assembly referred to the Committee on Rules, as I understand it, the two points which, according to *Mr. Lefkowitz's* announced intention, are referred for discussion tomorrow and will necessarily come before us. As I see it, we have taken action which to a very great extent will impede our full and frank discussion of the very points about which we talked so long this morning, and it seems to me that we should not at this time refer this matter back to the Rules Committee.

I put the question to you.

President Woodruff: I will ask *Mr. Bottolfsen* to answer it.

Mr. Bottolfsen: The matters in *Mr. Pratt's* report have been referred to the Rules Committee. The other matters to be discussed by *Mr. Lefkowitz* will come up in due time in the course of tomorrow's meeting.

President Woodruff: Does that answer your question?

Delegate: Then, I take it as the ruling of the parliamentarian that the action we have just taken in no way affects our right to act on the motion to reconsider as indicated by *Mr. Lefkowitz*?

Mr. Bottolfsen: That is correct.

President Woodruff: The next order of business is the announcement of arrangements for voting. This will be given by *Mr. Banks*, assistant superintendent of schools in Birmingham, Alabama, chairman.

Mr. L. Frazer Banks (Alabama): In just a few minutes, you will nominate several people for president, some vicepresidents, and members of the Executive Committee.

Election for those people will be held tomorrow, Wednesday. People who are to make nominating and seconding speeches will please do so from the platform so that everybody can hear them. After these announcements there will be a brief intermission, and I suggest that during that time those people who expect to make nominating and seconding speeches, come to the platform so as to save the time of the convention.

President Woodruff: Thank you, *Mr. Banks*. We will now have a brief intermission, following which we will proceed to the nomination of officers.

(Intermission.)

President Woodruff: The next order of business is the nomination for the presidency, and I will now turn the meeting over to *Mr. Givens*.

(*Secretary Givens* assumed the chair.)

Secretary Givens: We will call the roll by states for the nominations for president of the National Education Association for the coming year. The Rules Committee outlined the rules this morning, and if I understand correctly, the speech for president is not to exceed five minutes, and there will be only two seconding speeches, and they must not exceed two minutes each.

Alabama—Alaska—

Alaska: Alaska gives way to Pennsylvania.

Miss Wilhelmine E. Hummel (Pennsylvania): Pennsylvania appreciates the graciousness of Alaska. I have the honor of presenting as candidate for the presidency of the National Education Association for 1938-39, the name of *Mr. Reuben T. Shaw*. Being a classroom teacher, I consider it a great privilege to nominate an outstanding fellow worker.

Mr. Shaw has been active in the Philadelphia Teachers Association and the Pennsylvania State Education Association for many years. He has contributed much toward the passage of legislation requiring higher qualifications for teachers and granting them better salaries. He has helped secure one of the best retirement systems for public school employes in the United States.

Neither does *Mr. Shaw* rest content after a goal has been realized, but he continues to guard what has been won and works unceasingly for improvements. Having had such excellent training in securing the cooperation of legislators, citizens, and teachers themselves, he was ready when needed by the National Education Association.

In 1907 no provision was made for a Representative Assembly or for any possible change in the setup of the Executive Committee, Board of Trustees, or Board of Directors of the National Education Association except by another act of Congress. In 1920 an amendment to the original charter, which provided for a Representative Assembly in accordance with bylaws, was granted by Congress. Now the N.E.A. could revise its Representative Assembly, but it could not change the Executive Committee, Board of Directors, or the Board of Trustees without an act of Congress. In 1934 an amendment to the bylaws was passed by which approximately one hundred and fifty ex-officio members were removed from the Representative Assembly. In 1934 also the Representative Assembly approved the appointment of a committee to ask Congress to change the charter of the National Education Association in reference to life directors.

Do you know that *Mr. Reuben T. Shaw* of Philadelphia was chairman of that Committee to revise the charter? Leading members of Congress recommended that the whole setup regarding the Executive Committee, the Board of Directors, and Board of Trustees should be taken out of the charter and placed in the bylaws. This resulted in delays. However, the convention at Portland definitely adopted plans for eighteen changes in the charter. These were presented to Congress and were enacted into law in June 1937.

Do you know who actually formulated most of these changes and who worked untiringly until they became law? None other than *Mr. Shaw*!

Now the problem was what to do with the past presidents. After much talk, it was decided that the Representative Assembly should vote upon the matter after a debate, in which both sides of the question would be presented by able leaders. The president of the Board of Trustees was given ten minutes to show why the group should be retained. *Mr. Shaw* was allowed ten minutes to oppose their continuance.

Those of you who were present during that debate know how ably *Mr. Shaw* presented the case for democracy; how calm, courteous, courageous, and able he proved himself in the midst of tension and clashing feelings. As a result, by an overwhelming majority, the Representative Assembly approved *Mr. Shaw's* presentation.

The Executive Committee formerly consisted of ex-officio members with only one member elected annually by the Board of Directors. At the last convention, the Representative Assembly modified the Executive Committee. It now consists of nine members, four being ex-officio as formerly, two elected by the Board of Directors, and three elected by the Representative Assembly.

Shall we move forward to keep the National Education Association the greatest organization of its kind? If so, I herewith present a leader of whom you can well be proud; whose clear-sightedness, vision, courage, power, and unabated enthusiasm will carry the National Education Association to further achievements.

With the fight for federal aid ahead, we must have an able leader, skilled in initiating legislation, in handling legislators and Congressmen, in organizing plans for the quick solution of difficult problems, and in carrying thru what he begins.

Such a leader is *Reuben T. Shaw*!

Secretary Givens (continuing the roll call): Arizona.

Arizona: Arizona gives way to Ohio.

C. D. Van Tassel (Ohio): Arizona, Ohio thanks you. Ohio ordinarily aims to keep at home her illustrious sons but now and then one will get away from her and go to a neighboring state, sometimes to far-away states. Such a person is *Reuben T. Shaw*.

Reuben T. Shaw was born and received much of his education in Ohio. We believe he has made good in Pennsylvania, in Philadelphia particularly, and in the nation as a whole. If you have followed his work in the N.E.A., you will know that he has made good.

Ohio is pleased and happy to second the nomination of *Reuben T. Shaw*!

Secretary Givens (continuing the roll call): Arkansas—California—Colorado—Connecticut—Delaware—District of Columbia—Florida—Georgia—Hawaii—Idaho—Illinois—Indiana—

Mr. Robert B. Hougham (Indiana): To convey to you the expression of love and

respect and gratitude which we in Indiana bear our candidate for president of the N.E.A. would be impossible in the brief period allotted to us for that purpose. Therefore, I will recall to you briefly some of his experiences, some of the service, and some of the accomplishments of the man whom we are nominating and who we think will make a wonderful president for our National Education Association.

Mr. Charles Williams is secretary of the Indiana State Teachers Association. *Mr. Williams'* teaching experience has been varied. Starting out as a teacher in a one-room rural school, teaching for ten years in high school, serving as city superintendent for four years and as county superintendent for thirteen years, he has had an experience of teaching and administration which fits him, we think, for meeting the problems of all our teachers and our administrators.

Mr. Williams has been a member of the Indiana State Teachers Association since 1892. He has been the secretary of that association since 1917. He was secretary of the Indiana State Vocational Board from 1918 to 1922. He has served as a member of our state board of education. He is a member of our Schoolmen's Club in Indiana, a member of the City and Township and Town Superintendents. Naturally, he has been a member of the N.E.A. since 1893. He served as president of the National Association of State Teachers Associations in 1927. He has been a director of the N.E.A. since 1930, a member of the Budget Committee of the N.E.A., a member of the National Council of Education, and a member of the Educational Policies Commission. He was one of the founders of the Indiana Council on Education and the managing editor of the *Indiana Teacher*.

Briefly, these are some of the accomplishments of *Mr. Charles O. Williams*, but he is more than that to us in Indiana. He is a lover of children, a champion of teachers' rights, and has been in the forefront of every battle before our legislature to develop and advance educational standards, teaching conditions, and teachers' rights. Being a member of our Legislative Committee in Indiana for the past twenty years, he was in the forefront of our battle for teacher tenure rights in Indiana and for the rights of the teacher in the development of the Teachers' Retirement Fund.

It happens that I am secretary of our Indiana Teachers' Retirement Fund and *Mr. Williams* has been on that board since the passage of the law in 1921. Always, always, *Charlie Williams* has been on the side of the teacher in all of the votes and actions of the Teachers' Retirement Fund.

We love *Charlie Williams* because of his humanity. He has a philosophy of life that is characterized, I think, by this statement: He believes that life is a measure to be filled rather than a goblet to be drained. We give you our philosopher and educator, *Charles O. Williams!*

Secretary Givens (continuing the roll call): Iowa—Kansas—Kentucky—Louisiana—Maine—Maryland—Massachusetts—Michigan—Minnesota—

Delegate (Minnesota): Minnesota seconds the nomination of *Mr. Shaw*.

Secretary Givens (continuing the roll call): Mississippi—Missouri—Montana—

Delegate (Montana): Montana seconds the nomination of *Mr. Shaw*.

Secretary Givens (continuing the roll call): Nebraska—Nevada—New Hampshire—New Jersey—New Mexico—New York—

Miss Ruth O. Ferguson (New York): The New York State Teachers Association, the Westchester Teachers Association, and the Mount Vernon Teachers Association present the name of *Mr. William H. Holmes*, superintendent of schools, Mount Vernon, New York, as a candidate for president of the National Education Association.

It is an honor for me, a teacher of the first grade and president of the Mount Vernon Teachers Association, to tell you why we, the teachers of New York state, urge you to support him. His human understanding of the *teacher's problem* is founded upon his personal experiences as a teacher in rural, urban, and metropolitan areas. He has served as lecturer in school administration in the summer schools of Dartmouth College, Bates College, and Pennsylvania State College. He is known as an educator not only in this country, but has also gained recognition in the English-speaking countries as an advocate for international peace.

Mr. Holmes has been a consistent and militant worker for permanent tenure, pension, and adequate salaries. It was by his untiring efforts, courage, and persistence that the teachers of Mount Vernon have their present salary and sick leave schedules. While we contributed generously to the budget, our full maximum salary schedule was maintained, and today our salaries have been restored.

For absence due to illness we are allowed each year thirty days' full pay and thirty days' half pay. During the past few years no curriculum offerings were abolished, and while other systems dropped teachers by the scores and hundreds, no teacher in Mount Vernon was dropped. *Mr. Holmes* is responsible for establishing our plan of death benefit insurance whereby a substantial sum is paid to the family of any contributing teacher whose death occurs during service or after retirement. We also have a loan fund for the benefit of teachers who thru illness or misfortune are in need of money. It may be of interest to you to know how this fund was established and will show you *Mr. Holmes'* thoughtfulness of others. A group of teachers wished to honor *Mr. Holmes* by having his portrait painted. Altho he deeply appreciated the honor, he objected to having the money used that way and requested that the money be put into a loan fund for the benefit of his teachers.

Mr. Holmes has always been alert to promote classroom teachers. Ten of our fifteen principals were formerly classroom teachers. One of our buildings, the Sophie J. Mee School, is named in honor of a primary teacher who died in service.

Mr. Holmes was one of the first educators to recognize the educational and physical needs of the individual child. As a writer, speaker, and the author of *School Organization and the Individual Child*, he has always stood consistently for individualizing the schools to meet the needs of the individual child.

He is a pioneer advocate and worker for the rights of classroom teachers to organize into active associations with freedom of thought, speech, and action. We as teachers know what this stand on his part has meant. We also have the privilege of appearing before our board of education and bringing before it any problem which is essential and vital to our welfare.

The teachers of Mount Vernon know *Mr. Holmes* as a sincere and sympathetic man. Any teacher who has been ill or who has had any sadness has found him to be the first to offer assistance and sympathy.

In trying to tell you a little of our candidate's good points, I have only given you an introduction. I have done so with the hope that something that I have said will make you want to know him better—will make you want to follow thru some of the roadways of thought to which I have but barely pointed.

Mr. Holmes stands for honesty, loyalty, perseverance, justice, vision. He is a forceful leader and planner, a militant advocate for democracy in the N.E.A., a doer, not a theorist, a progressive thinker, a staunch defender for the rights and promotions of classroom teachers. *Mr. Holmes* is a man of inspiring character!

For life is the mirror of king and slave,
'Tis just what we are and do,
Then give to the world the best you have,
And the best will come back to you.

In these simple lines the poet has expressed the very spirit of this great N.E.A. In keeping with this spirit Mount Vernon is offering its best to the nation with full confidence that her candidate will adequately meet the opportunities, the responsibilities, the duties inherent in the office of president.

Secretary Givens (continuing the roll call): North Carolina—North Dakota—Ohio—Oklahoma—Oregon—

Delegate (Oregon): Oregon seconds the nomination of *Mr. Shaw*.

Secretary Givens: Puerto Rico—Rhode Island—South Carolina—South Dakota—

Delegate (South Dakota): South Dakota seconds the nomination of *Mr. Shaw*.

Secretary Givens: Tennessee—Texas—

Delegate (Texas): Texas seconds the nomination of *Mr. Shaw*.

Secretary Givens: Utah—Vermont—Virginia—Washington—

Delegate (Washington): Washington seconds the nomination of *Mr. Shaw*.

Secretary Givens: West Virginia—Wisconsin—Wyoming.

Miss Rose E. Boggs (Indiana): Education must and will go forward under the leadership of one who is able to know and solve the problem that confronts it. It is undeniably true that a good leader makes better schools, and to have better schools we must have classroom teachers who are happy in their work, who possess a sense of security in their positions, and who can face retirement with ease. That leader who has had the experience of a real classroom teacher, who has served the profession in various capacities, and who has fought the battles in the legislative halls, can best forward the principles that were preserved and will promote an educational system that will develop a finer citizenship.

The National Education Association needs and must have a leader with a broad educational vision and a national scope of its problems. Indiana can present the Association with such a leader. We present our friend, our counselor, and our champion of all teachers in educational problems. He has served us well, and we know he will extend to the members of the National Education Association that same fine type of service. As president of the Indiana Teachers Association, which is composed of more than sixteen thousand members, a very large part of which is made up of classroom teachers, he rendered invaluable service.

It is my happy privilege to second the nomination of *Mr. Charles O. Williams*, executive secretary of the Indiana State Teachers Federation, for the presidency of the National Education Association for 1938.

Mr. Frederick H. Law (New York): As one who has known *Mr. William H. Holmes* of Mt. Vernon for a long period of time, it gives me great pleasure to second his nomination. He is a friend of teachers, one whose record shows that he has worked for the benefit of the teacher in the classroom so that that teacher might rise in the system that he has controlled, one whose emotions are with the children as is shown by the songs and the verses that he has written, one who has saved for his teachers positions during a period of depression when in other places positions were being declared vacant. *Mr. Holmes* has a personality and a power of speech that in many respects are most remarkable.

Some time ago, at my invitation, he addressed an audience in New York City and held that audience of teachers not only spellbound but awakened them into a new interest and a new pride in their profession. Here is a man who has the ability to inspire teachers and to think of teachers and of children rather than of subjects.

Mr. Holmes is a man who has a philosophy of education that is expressed so powerfully in his community that on two occasions great tributes have been paid to him in his home neighborhood and he has been set forth by all who know him intimately and locally as a guiding and inspiring spirit.

I second his nomination!

Miss Anna Irene Jenkins (California): I have been invited to voice a feeling that is growing steadily in our state. We feel that the primary function of a national organization is to render nationwide service; to render this service effectively requires training plus experience. In selecting the head of any national organization, then, it should be done on the basis of previous experience rendered that organization and the ability shown therein.

Standing on the sidelines thru these many years, we have watched our National Education Association levy on *Mr. Holmes* for service in different capacities. He has worked on committee after committee, and each time he has responded graciously and has served tirelessly and effectively.

His record as to his service to our National Education Association and the profession at large, and the faith placed in him by his own great state of New York, certainly warrant our placing upon *Mr. Holmes* the responsibility and the honor of the presidency of our great organization for the coming year.

I am an advocate of the square deal. The election of *Mr. Holmes* consummates a square deal. I am glad of the privilege of seconding the nomination of *Mr. Holmes* of New York state for the presidency.

President Woodruff: The nominations for president are closed and we will now proceed to the nomination of eleven vicepresidents.

(The roll was called for nominations of vicepresidents, during the course of which the following nominations were made:)

Delegate (Alaska): Alaska nominates for vicepresident, *Everett Erickson* of Alaska.

Mr. John G. Pipkin (Arkansas): Arkansas nominates *R. L. Hunt* of Madison, South Dakota, for vicepresident.

Miss Helen F. Holt (California): California presents the name of *Mrs. Laurel Olson Knezevich* of Los Angeles for vicepresident.

Delegate (Georgia): It is a real privilege to have the opportunity of placing in nomination for one of the vicepresidents of this great organization, a real working, enthusiastic, professional educator, a man who is a member of every educational organization to which he may be affiliated, and who works at the job. He is a man who has given free textbooks to the children of Georgia and library service to the rural children. He is a man who has delivered the goods, express charges prepaid. I wish that I had the time to express to you the love and appreciation of Georgians and other educators for this outstanding leading educator.

It gives me great pleasure to place in nomination the name of *Andrew Avery*, county superintendent of schools, Decatur County, Georgia—one of Georgia's finest, choicest, most progressive and enthusiastic and able educators.

Delegate (Massachusetts): Massachusetts nominates *N. Eliot Willis* for vicepresident. *Mr. Willis* has served the National Education Association as vicepresident and as a member of the Resolutions Committee. He is a past president of the Massachusetts Teachers Federation. We as teachers appreciate the value of the three R's. We also appreciate the value of the three P's in our officers—poise, personality, and pep!

Mr. Grover T. Stout (Michigan): Michigan nominates *Harley W. Holmes* of Marshall, Michigan!

Delegate (Minnesota): Minnesota wishes to extend its hand in friendship to distant Alaska and place in nomination the untiring state director of N.E.A. activities, *Everett Erickson*, for vicepresident.

Mr. C. Layton Galbraith (Nevada): As a representative of the state which has the highest percent of teachers in the N.E.A., I take pleasure in nominating one of our superintendents of schools, *Chester V. Davis*!

Miss Sarah Whitlock (New Jersey): New Jersey is proud and happy to present to you *Lester A. Rodes* for vicepresident of the National Education Association.

Mr. Rodes is a member of the Legislative Commission of the N.E.A., and has served as an N.E.A. director. During that period as N.E.A. director, he increased our membership by 19 percent. We are very proud to present his name in nomination for vicepresident. *Lester A. Rodes*!

Mr. A. M. Waller (North Dakota): North Dakota presents the name of a man who has served faithfully and honorably and successfully for a quarter of a century in the public schools of our state. Last year he rounded out the twenty-fifth year of his service as president of the North Dakota Education Association, of which he is a life member. He has also been active in the N.E.A. for many years.

We therefore place in nomination the name of *B. C. Tighe* of Fargo, North Dakota!

(Oregon seconded the nomination of *Mrs. Laurel Olson Knezevich*.)

(Pennsylvania seconded the nomination of *Mr. Erickson*.)

Mr. Jesse T. Anderson (South Carolina): It gives me great pleasure to present to this great organization as one of the vicepresidents, *M. E. Brockman*, who is superintendent of schools of Chester, South Carolina, and president of the South Carolina Education Association.

President Woodruff: Are there any other nominations? Just eleven have been handed in. Nominations are now closed. The next nomination is for treasurer.

Mr. B. F. Stanton (Ohio): Ohio takes pleasure in presenting again the name of

a man who was elected in 1934 at Washington as treasurer of this organization, *R. E. Offenhauer*, president of Bowling Green State University of Bowling Green, Ohio.

I have just one statement to make, and that is this: The fine record and the outstanding character of our nominee is such as to commend him to the confidence and character of this office. We take pleasure in presenting him!

President Woodruff: Are there any other nominations for treasurer? If not, the nominations are closed. The next nominations are for three members of the Executive Committee.

(The roll was called for nominations for members of the Executive Committee, during which the following nominations were made:)

Mrs. Edith B. Joynes (Virginia): Virginia takes pleasure in nominating *Sidney B. Hall*, state superintendent of Virginia, as a member of the Executive Committee.

Mr. Hall has worked untiringly and successfully for the teachers of Virginia and for the boys and girls of Virginia. He has bettered our conditions in every way, and I am sure that he needs no introduction to this assembly. As chairman of the Legislative Commission, *Mr. Hall* for several years has labored untiringly for federal aid and many of you have learned that we have gone farther in the past year than we have ever gone before.

So it gives me great pleasure to nominate *Mr. Sidney B. Hall*!

Delegate (Ohio): The Ohio delegation and the affiliated organizations unanimously endorse the candidacy of *B. F. Stanton*, superintendent of schools of Alliance, Ohio. *Mr. Stanton* is known in every part of the state of Ohio and I think in many states of the Union. He has been a teacher, a high-school principal, superintendent of schools, teacher in college and university. He has served our state for two terms as president of the state association. He has been state director of the National Association for three years. He has been executive secretary of the Northern Ohio Association for sixteen years and I think we will not outline his work further than that, but I will say that he has the full confidence of the people of Ohio and I am sure of other parts of the nation, and we ask your support for *Mr. B. F. Stanton*!

Miss Helen F. Holt (California): California takes pleasure in nominating *Albert M. Shaw* of Los Angeles as a member of the Executive Committee. *Mr. Shaw* has been a hard worker in both state and national organizations. Last year he served the Department of Classroom Teachers as president.

(Colorado seconded the nomination of *Mr. Hall*, as did Kentucky. Massachusetts seconded the nomination of *Mr. Stanton* of Ohio.)

Delegate (Michigan): This process probably is becoming tiresome to you folks out there, but I have a purpose. I want to impress upon you Michigan's candidate for membership on the Executive Committee.

We believe and I think you believe that a year is too short for any man to serve as an official of the N.E.A. and to realize his full possibilities for service. A year ago in Detroit, we nominated for this office *David Van Buskirk*, the former president of the Michigan association, and you elected him. He has served the Executive Committee for one year. We think and we know that he can do a better job this next year than last year because he knows more about his position and more about the job.

He is worthy, well qualified, conscientious, capable, and we will appreciate your voting for him in your first vote on the ballot, in this system. He is O.K. in every way!

Miss Daisy Brown (Minnesota): Minnesota is right behind Michigan. Minnesota believes that the best reward for having given good service is an opportunity to repeat that good service, only I wish Minnesota had said that before Michigan did. On the strength of that repetition, it becomes my high privilege, speaking in the name of my great state, to present for your consideration for reappointment as a member of the Executive Committee of the N.E.A., the name of *Mrs. Myrtle Hooper Dahl* of Minnesota.

Miss Mary Ralls (Missouri): It gives Missouri great pleasure to second the nomination of *Albert Shaw* of California as a member of the Executive Board.

Mr. Lloyd W. King (Missouri): Missouri also desires to join her mother state of Virginia in asking support for *Sidney B. Hall* of Virginia.

(North Dakota and Oklahoma seconded the nomination of *Mrs. Dahl*. South Carolina seconded the nomination of *Sidney Hall*.)

President Woodruff: If there are no other nominations for members of the Executive Committee, nominations are then closed. The next nominations will be for the seventeen state directors.

Secretary Givens: The way we have handled this in the past, and the way I think it should be handled today, is simply to have the seventeen states who are putting up names of directors, hand them to us, if they have not already been handed in. I think most of them were handed in this morning. If not, make sure that I get the name of the man you are putting on the ballot tomorrow for the director from your state.

President Woodruff: Unanimous consent is required to begin the program at this point tomorrow morning. Is there any objection? If not, it is so ordered.

(The session adjourned at 12:15 o'clock.)

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Second Business Session, Wednesday Morning, June 29, 1938

The second business session of the Representative Assembly of the National Education Association was held in the Hippodrome. The meeting convened at 9:00 A.M., with *President Woodruff* presiding.

President Woodruff: We shall open this second session of the Representative Assembly with the invocation offered by the *Reverend Father Lawrence J. Walsh*, dean of the Graduate School of Fordham University.

(The invocation was given.)

President Woodruff: We are calling at this time the chairman of the Credentials Committee, *Miss Ratcliffe*.

Miss Betty Ratcliffe (Oklahoma): Never let it be said that the National Education Association is not democratic. We voted unanimously yesterday to close the registration for ballots at 8:30 this morning. Objections have been raised from many sections of the country, due to various reasons. In talking with the Rules Committee, I have been told that it would be advisable not to close the registration this morning, but to leave it open all thru the day. Therefore, registration will close this evening when the Registration Office closes.

We were told also that it would be better to have an announcement made in the *Journal* that we had voted to close the registration of 8:30 Wednesday morning next year. This information will also be in the official handbook, but, of course, it will be quite a while before delegates receive that, so we are asking that it be put in the *Journal*.

I should like to move that we accept this ruling at this time. We did vote yesterday to close at 8:30 this morning but I should like to move that we extend it until the Registration Office closes this evening. This applies to this year only.

(Seconded by *Miss Cornelia S. Adair*.)

President Woodruff: You have heard the motion which has been seconded. Unanimous consent is asked for its adoption. Is there any objection? If not, it is granted.

The next item on our program this morning is a statement of procedure for nominating members of the Publishing Committee, which will be made by *Secretary Givens*.

Secretary Givens: Yesterday morning, nominations were made for the Publishing Committee. As soon as they were made, the list was sent to the printer with the promise that we would have them in an hour and a half. We did not get them back until after we adjourned at noon, so I think it wise that we vote now, the first thing this morning, on the Publishing Committee.

I have one word of explanation to make. In the meantime, while I am making it, I wish that the following states would send up their people to help with the election. I asked each state that named a member for the Publishing Committee also to name a teller. When you come up, please bring your name and your state on a piece of paper to hand to us for the record. The states that have nominations for this Committee are Arizona, Michigan, Texas, Wisconsin, New Jersey, California, Nebraska, Pennsylvania, and New York.

The matter of voting this morning on the Publishing Committee is very simple. *Miss Elizabeth Greger* of Philadelphia, elementary teacher and expert in this preferential voting, will be chairman of the Committee, and the members that you send down from these various states will be the other members of the Committee to help with the election this morning.

(The election for members of the Publishing Committee took place.)

President Woodruff: While we want to take all the time that is necessary in the discussion of any matters that come up today, we do have a very full program, so let us move on as rapidly as possible.

We continue with the program that was left unfinished yesterday. The report of the Educational Policies Commission will be given by *John A. Sexson*, superintendent of schools of Pasadena, California, and also president of the American Association of School Administrators. *Mr. Sexson*.

(*Mr. Sexson* read the report which is printed on page 854 of this volume.)

Mr. John A. Sexson (California): I move the adoption of this report.

(Motion seconded by *Gertrude Mallory* of California, and carried unanimously.)

President Woodruff: The next report is that of the Committee on Academic Freedom, which will be given by *Henry Lester Smith* of Indiana.

Mr. Henry Lester Smith (Indiana): In the envelopes that have been distributed to the members of the Representative Assembly are two pamphlets containing suggestions from the Academic Freedom Committee. They are submitted to you for your consideration. The first of these is included in the *Summary of Committee Reports*.

(This report is printed on page 814 of this volume.)

Mr. Smith: The second pamphlet is a questionnaire prepared with the idea of getting the opinion of the group here on the question of academic freedom. Last year the Committee on Academic Freedom thought it wise to attempt to measure opinion on several aspects of the whole question, and accordingly they took a sampling from three states—Massachusetts, Michigan, and California—in the summer sessions of these states. On the basis of the answers to this questionnaire another questionnaire was prepared, and you have a copy of it in your hands. We are asking that you fill this out while you are here, and drop it into the box at the registration desk which is marked "Academic Freedom Box."

On the basis of your returns of this questionnaire, an improved questionnaire will be drafted for the purpose of sending it to members of the profession and to the lay public. The replies will be analyzed and will serve as the basis for a continuation of the work of the Committee on Academic Freedom.

Your Committee has been working along two lines in the past: first, investigating particular cases and working in direct harmony with the Committee on Tenure for that purpose, and second, stating principles which should govern or guide the whole field of academic freedom.

We feel that we have reached the point where further inquiry should be undertaken and it is for this purpose that we are asking your cooperation.

Madam President, I submit this report and move its adoption.

(Seconded by *Walter D. Gallagher* of Vermont. Motion carried unanimously.)

President Woodruff: The next report is that of the Committee on Credit Unions, which will be given by *James E. Moran*, director of the Waterbury Teachers Federal Credit Union of Waterbury, Connecticut.

(*Mr. Moran* read the report which is printed on page 852 of this volume.)

President Woodruff: You have heard the report on Credit Unions. What shall we do with it?

(Upon motion made by *Daisy Lord* of Connecticut and seconded by several delegates, the report was unanimously adopted.)

President Woodruff: The next report is on the National Council on Teacher Retirement of the National Education Association. This will be given by *George M. Pogue*, assistant secretary of State Teacher Retirement System, Columbus, Ohio.

(*Mr. Pogue* read the report which is printed on page 900 of this volume.)

Mr. George M. Pogue (Ohio): I move the adoption of this report.

(The motion was seconded by a delegate from Minnesota and carried unanimously.)

President Woodruff: At this time, the Appraisal Committee will make an announcement thru *Mr. Pratt*, superintendent of schools, Spokane.

Mr. Orville C. Pratt: This year, for the first time, the National Education Association has an Appraisal Committee, the function of which is, so far as the members find it possible, to make suggestions for the improvement of next year's meeting and the following ones.

Blanks were given yesterday to the state directors with the idea that they would be distributed to the delegates, and with the request that they be filled out and returned to the state directors, who in turn will give them to members of the Committee. I have some blanks here and if any of you did not receive them yesterday, I shall be glad to furnish you with them this morning.

We ask for your full cooperation. We can improve the convention if you will tell us in what respects you believe the convention ought to be improved, what features it lacks and what features you think should be changed. Please do that and see that the director of your state gets your blank after you have filled it out.

President Woodruff: At this time, the Chair announces an intermission of three minutes.

(Three-minute intermission.)

President Woodruff: At this time, *Secretary Givens* will distribute the resolutions and we will give him a minute to talk while the rest of you are being seated.

Secretary Givens: We are now passing out the printed resolutions. Take these with you, read them, and tomorrow they will come up for discussion and adoption. They are being passed out now simply for your consideration and information, so take them along and read them and get thoroly acquainted with them. Tomorrow they will be discussed in detail and voted upon.

You will find that the resolutions are just three pages long, then follows the platform of the National Education Association, which includes all of our important resolutions of recent years. However, the resolutions to be adopted tomorrow you will find on pages 3, 4, and 5. Read them carefully and be ready to discuss them. We will take them up at tomorrow morning's Representative Assembly, which will be the last assembly of this convention.

(*Secretary Givens* continued with announcements.)

President Woodruff: We will turn at this time to the conclusion of yesterday's business. The Chair calls on *Miss Adair*, chairman of the Committee on Bylaws and Rules, to continue with her report.

Miss Cornelia S. Adair (Virginia): I would first like to make an announcement. Yesterday, *Mr. Pratt*, the first vicepresident, made some recommendations from the Executive Committee which were referred to the Committee on Rules and Bylaws.

Our Committee has met and has decided that we cannot do anything at this time in regard to the recommendations. We therefore ask you to take *Mr. Pratt's* report as notice that any of those recommendations that required amendments to the bylaws, after they have been printed in the May issue of the *Journal*, will be voted on at our next convention. That is a request that serves as notice.

Next, I would like to take up an additional rule recommended by the Board of Directors for our Standing Rules. Each year, we have difficulty in knowing which is

the first day of the convention and which is the second day. Therefore, the Board of Directors has recommended that we adopt as Rule 16, the following:

Rule 16. The first day of the annual meeting shall be Monday; the first day of the business meeting shall be Tuesday.

(Seconded by *Miss Read*. Motion unanimously carried.)

Miss Adair: Next, I am going to ask you to consider an amendment to the bylaws, transferring an article concerning the election of directors of the N.E.A. That is the one that was passed yesterday.

I move that Section 2, Article II, of the bylaws be stricken from the bylaws and set up in the Standing Rules so that it shall read as follows:

Rule 4 (Sec. 2) Election of Officers and Qualifications of Directors

At the first business meeting of the Representative Assembly on the second day of the annual meeting of the Association, nominations for the following offices shall be made: president, vicepresident, and treasurer. Candidates for said offices shall be nominated from the floor upon roll call of the states. On the first day of the annual meeting of the Association the delegates of each state, territory, and district of the United States in which the term of office expires shall nominate one person for member of the Board of Directors and the name of such person shall be reported to the Representative Assembly at the first business meeting upon roll call of the states. Any person to qualify to serve as director shall have been an active member with dues paid in the National Education Association and in a state, or district, or territory, and a local association, if organized, for a five-year period immediately preceding the election. Only delegates who are active members of the N.E.A. and whose dues have been paid in a state, or district, or territory, and a local association, if organized, respectively, shall have the right to vote for such directors. On the fourth day of the annual meeting officers shall be elected from the candidates by the delegates to the Representative Assembly by ballot, provided, however, that in the year 1938 this election shall be on the third day. Said ballots shall be printed and shall contain the names of all nominees as provided above. Polls for voting shall be open from 8 A.M. to 6 P.M., at such place or places as the president of the Association shall designate. The candidates for president, treasurer, member of Board of Directors from each state, territory, or district, respectively, in which the term of office expires and the eleven candidates for the office of vicepresident receiving the highest number of votes shall be declared elected. The president of the Association shall appoint tellers and complete all arrangements for carrying out the election. The results of the election herein provided shall be announced at the final business session of the Representative Assembly. The officers thus chosen shall continue in office until the close of the annual meeting subsequent to their election, and until their successors are chosen, except as herein provided. The executive secretary and the treasurer shall enter upon their duties at a date which shall be determined by the Board of Trustees and which shall not be later than the first of October and shall continue in office during the term for which they are separately chosen and until their successors are duly elected.

(Seconded by *Mr. Shaw*.)

Miss Adair: I am going to ask for unanimous consent for this, but in case you should be interested to know, this could be moved by a two-thirds vote because it was printed in the *Journal*. However, I ask for unanimous consent for the purpose of expediting business.

President Woodruff: You have heard the motion which has been seconded. Is there any objection to a unanimous consent?

Mr. Abraham Lefkowitz (New York): In order that we may avoid unnecessary discussion and delay, I believe it would expedite the matter if the decisions reached by the Board of Directors relative to this and related propositions were first stated to the delegates so that they might understand what is being contemplated.

Miss Adair: Would you like to have me explain that, because you have to have a unanimous consent? We have a motion before the floor now.

President Woodruff: This will require unanimous consent in order to have that done, *Mr. Lefkowitz*.

Mr. Lefkowitz: In order to have an explanation made?

Mr. C. A. Bottolfsen (parliamentarian): The query by *Mr. Lefkowitz* has no connection with the motion that is now before the convention. I shall so rule. If that explanation is desired, it will be necessary to have unanimous consent that it be done. The motion before the convention at this time is the adoption or rejection of the motion made by *Miss Adair*.

Mr. Lefkowitz: It is always in order to ask for information which enables the delegates to vote intelligently and if that information is forthcoming, then we can vote on the proposition. As it is, our delegates are confused.

Now, a few of us happen to know the recommendations that the Board of Directors contemplate making, which will settle the whole controversy. I cannot see any objection, therefore, to giving the information that the delegates need.

Miss Adair: If there is no objection, may I give the information on a point of personal privilege, which we cannot argue?

President Woodruff: There is no objection.

Miss Adair: The matter is tied up with something which is very close to all of us. You will notice that there are two points in this recommendation that I am asking to be placed as a Standing Rule, in which we are interested.

The first one provides that delegates may vote for a director if they are members of either a state or a local association. As the bylaw now stands, a person, to vote for a director, must be a member of both.

The qualifications of a director provide that the director must be a member of both a local and a state association. Under directions from the Board of Directors issued yesterday, I am planning to ask a further amendment, first, to put this item in the Standing Rules; then, if it be in the Standing Rules, I expect to ask you to amend it, making it possible for persons to serve as delegates, serve as directors, and to vote for the election of directors, without being a member of both a state and a local association.

Have I made that clear?

Mr. Lefkowitz: Yes.

Miss Adair: The second point that is going to be brought up, and I will make a complete explanation when I bring it up, will require unanimous consent and it is that any state which has a membership of twenty thousand or over, in the National Education Association, may elect a second director; that is, some of the states that have a very large number of teachers and which may secure twenty thousand or more members in the N.E.A., because of their very large membership—such states may elect a second director. Is that clear? Those are the points which I think New York would wish to have explained and which I have explained as a matter of personal privilege.

President Woodruff: Thank you, *Miss Adair*. Does that answer the question?

Mr. Lefkowitz: It does, and I am very grateful for the attempt to clarify the situation.

Miss Adair: May I state again what I am asking now? I am asking you to transfer that section which I just read from our bylaws to the Standing Rules. It will then be Standing Rule No. 4.

Miss Lillian Broderick (New York): There is objection to our giving unanimous consent to the motion at this time. We should like the privilege of explaining our reasons for our objection.

This provision is now in the bylaws, safeguarded by certain regulations which necessarily are prerequisites to the interests of many teachers of the United States. Under the present procedure, this bylaw can be amended by unanimous consent at any meeting of the Delegate Assembly, without notice. With notice, thru publication

in the N.E.A. *Journal* or having been on the table for a period of one year, which constitutes due notice, it is amendable by a two-thirds vote.

Consider the bylaw in the light of guidance to the teachers of the nation, not in the light of meeting an exigency or any campaign that arises during the meeting of any Delegate Assembly. For years, teachers thruout the nation have petitioned the N.E.A. to declare and advance a program which would be dealt with in teacher organizations so that the teachers in small, unorganized areas might have incentive and support to bring about some unit organization in the several thousand localities in the nation. This bylaw is the result of very careful thinking on the part of the people who are interested in having safe, sound teacher organization, no matter how few in number its membership may be. To transfer it to the Standing Rules would remove much of the strength that it now has because anyone could become a candidate and move for action that is not to the interest of the teachers who are to be represented.

We have heard in this assembly that the great majority of teacher groups in New York City cannot become members of the New York State Teachers Association. That statement is not in accord with the facts. New York City teachers can become members of the New York State Teachers Association. Some of them are now members of the New York State Teachers Association.

We in New York state need and want and solicit the help and cooperation of the New York City teachers. We know that New York state cannot properly progress in its program for advancing the great cause of adequate free public education unless we have with us, working shoulder to shoulder, the great mass of the New York City school teachers. We need their courage, their experience, their vision, and their interest, and we who are outside of New York City, but still members of New York state, earnestly solicit them to join with us.

The only objection to their becoming members of the New York State Teachers Association is that there is a provision in the constitution which limits the representatives of any unit organization to one hundred delegates, and there is a feeling that the membership of thirty-six or thirty-eight thousand teachers from New York City would automatically be entitled to so large a number of representatives that the complete balance of power would be in New York City.

Westchester, which is very close to New York City, feels the situation keenly, so keenly that we ask for the Executive Committee to provide an association in accordance with the N.E.A. plan of protecting the unit organization in the matter of representatives.

We ask expediency in the transaction of business in this House of Delegates in regard to the many hundreds of thousands of teachers—

Secretary Givens: Your time is up!

Mrs. Johanna M. Lindlof (New York): As I am the person who made the statement that *Miss Broderick* challenged, I wish to make a correction in her statement. I did not say that New York City teachers cannot join the New York State Teachers Association. I did say, and I now repeat it, that the majority of the teachers of New York City do not belong to the New York State Teachers Association, and moreover, they will not belong and I will tell you why.

In New York City our teachers are absolutely free to join whatever association they may desire. Thruout New York state, in many places, if not all, the matter of belonging to the New York State Teachers Association is a matter of compulsion. If this organization is going to countenance things of that sort, I believe that it will lose the greatest opportunity that it has to instil democracy and to help our teachers to attain it and to practice it in their organization.

We desire not to join the New York state organization for two other reasons. In New York City, teachers may attend meetings of their organization and determine the policies of their organization. Thruout the state, it is impossible for us in New York City to get to the meetings. We do not propose to be members of an organization where we would find it impossible to have our opinions known and have our voices heard in favor of or in opposition to anything which we may seek to oppose.

Our desire is to have a separate director for New York City or to have a second directorate permissible when there are more than twenty thousand members in the state.

I believe that is perfectly proper and simple justice. New York City has no quarrel with the State Teachers Association in matters of legislation. I think you heard *Miss Broderick* say that the teachers of the state of New York often have had greater support for the things which they need from the city teachers and their representatives than from their own representatives.

I am going to ask that you fight to secure tenure thruout the state. There have been times in the Legislature of the State of New York, when the teachers of the City of New York have been working for tenure of the state teachers, but their own representatives and their own associations voted to defer action that would secure that tenure.

President Woodruff: Thank you. The Chair recognizes *Mr. Law* from New York.

Mr. Frederick H. Law (New York): As state director of New York and also as a member of the executive board representing the principals of teaching organizations in the City of New York, I am thoroly familiar with the entire situation as I have been for years, and I am amazed, indignant, and angry that one from my own state should speak as *Miss Broderick* did, after we of the City of New York have given our support to the cause that *Miss Broderick* represents.

We have in the City of New York under the Board of Education, something like forty thousand teachers—forty thousand, ladies and gentlemen!—and by the most strenuous work in which we have had numerous committees and literally thousands of teachers working, we have piled up in this city a membership of over twelve thousand members of the National Education Association. Yet here is a rule which says that we must belong to the state teachers association to which we have never belonged and I assure you we never will belong.

It is not that we are antagonistic to the New York state organization in New York City any more than we are antagonistic to the state association of Montana or New Mexico. We cooperate with the state association and the state association has cooperated with us. I am told that there are twenty-one persons of our forty thousand who are members of the state association. I am one of those twenty-one.

Mr. Fred D. Cram (Iowa): I rise to a point of order! *Miss Adair* asked for unanimous consent to her motion. *Miss Broderick* objected. We have heard one objection. This prevents us from having unanimous consent.

Mr. Law: May I ask if *Miss Broderick* will be kind enough to withdraw her objection?

Miss Broderick: No.

Mr. Bottolfsen: Unanimous consent having been denied, the parliamentarian will rule that the secretary call the roll of the states on its passage.

Mrs. Frances W. Kroner (New York): I want to make just one correction and it is that no teacher in the state of New York is compelled to join any association.

Mr. L. A. Wiemers (Nebraska): Have we not adopted the rule on Page 4 of the rules of procedure for the conduct of business of the Representative Assembly?

President Woodruff: We have.

Mr. Wiemers: May I call your attention to No. 4 on page 4, which reads, "No member shall speak in debate more than twice during the same day to the same question, nor longer than five minutes at one time."

President Woodruff: That is correct, and that will be sustained.

Miss Helen Collins (Connecticut): May I suggest that we have time to ballot our delegations and group them?

President Woodruff: Yes, you may. Is there any further discussion?

Miss Broderick: May I ask, *Madam Chairman*, whether the issue which I discussed was the issue of giving New York City a separate delegation or whether it was the issue of keeping in the bylaws a provision which protects all teachers of the nation?

If, by any chance, my attitude on the question of the transfer of the bylaw will

prevent New York City from having a directorate in the N.E.A., then I wish to withdraw it, but under no other circumstances.

President Woodruff: Is there any further question or discussion?

Mr. Bottolfsen: The parliamentarian will rule that *Miss Broderick* was discussing the transfer of Rule 4 from the bylaws to the Standing Rules.

Miss Broderick: And the question of the delegate of New York City was not an issue?

Mr. Bottolfsen: It was not.

Delegate (District of Columbia): I would like to state that on page 18 of our program, according to the time allotment, we still have 155 minutes of work this morning and I suggest that we expedite business as courteously and quickly as possible.

Mrs. Bridget C. Peixotto (New York): May I say that this matter of an additional director for the City of New York is not a new issue; it is rather an old issue.

(Cries of "Out of order")

President Woodruff: I am afraid you are out of order.

Mr. Bottolfsen: The parliamentarian will have to rule you out of order because you are not talking to the point at issue.

President Woodruff: Is there any further discussion?

(Cries of "Question")

President Woodruff: The Chair declares a three-minute recess in order that the states may take a poll of their own delegations to vote on this question.

Secretary Givens: Several questions have been asked, and in order that there may be no confusion, I would like to say that the vote is on whether or not we wish to transfer this matter from the bylaws to the Standing Rules. That is all we are voting on at the present moment. Are you for or against the question of transferring it from the bylaws to the rules?

Another question was asked about voting rules for delegations. We are taking it for granted that you can vote only if you are on the floor. You cannot count in the vote for any delegate who is outside of the convention floor.

(Three-minute intermission.)

(The roll call was taken, resulting in a vote of 650 to 308 in favor of the change.)

President Woodruff: Two-thirds of the vote having been in the affirmative, it is transferred from the bylaws, and we will now call on *Miss Adair* to proceed with her report.

Miss Adair: Since this article has been transferred from the bylaws to the Rules, amendments to this article can be by a two-thirds vote. I, therefore, ask to offer the following amendment:

Amend Article II, Section 2, by changing the word *and* to *or* so that the sentence will read as follows:

Any person to qualify to serve as director shall have been an active member with dues paid in the National Education Association and in a state or district, territorial *or* local association, if organized, for a five-year period immediately preceding the election.

(Seconded by *Miss Read*.)

Miss Adair: I will explain the import of this. Should you change that "and" to "or," it will mean that it is not necessary to make both a local and state association as a requirement, in order to qualify as a director.

I ask for unanimous consent on this.

President Woodruff: You have heard the motion, which has been seconded. Unanimous consent is requested for its adoption. Is there objection?

Delegate (Illinois): Madam Chairman, I object to that.

Miss Adair: May I take a personal privilege and say that since unanimous consent is not granted, I will ask you to vote on this. It may be carried by a two-thirds majority.

Mr. Law: May I as a matter of information, ask how many directors come from the state of Illinois?

Miss Adair: There are two. One is a state director and the other goes back to the time in our records when there were such institutions as institutional life directors. The institution in Chicago has a right to a life director. There are two directors from Illinois.

Mr. John W. Thalman (Illinois): I would like to correct that statement. The Illinois Education Association bought a Life Membership at the time when such were obtainable. It is not the Chicago division.

Miss Adair: It is the Illinois Education Association that has the life director, and, of course, Illinois has its own state director.

President Woodruff: Are there any further questions?

(Cries of "Question")

President Woodruff: We will proceed to the roll call.

Miss Adair: May I say that the question on which you are voting is whether or not we change the word "and" to "or." If you vote "Yes," it means that the state director is not required to belong to both, and if you vote "No," it means that he must belong to both the state and the local association. If you change that "and" to "or," it is perfectly possible to have a director from your state who does not belong to the state association. If you vote "Yes," you can have a director who belongs to a local association but not to a state association, or you can have a director from the state association who does not belong to the local association. It separates it.

(The roll was called, resulting in a vote of 525 for to 414 against the amendment.)

President Woodruff: The vote has resulted in the defeat of the amendment, and the word "and" remains. We will call on *Miss Adair* to complete her report.

Delegate (New York): May I have the floor for just a moment?

President Woodruff: For what purpose?

Delegate (New York): For the purpose of saying that since this motion was defeated, the five-year period is too long a period to ask a member to belong to the state association, to which that member may not now belong.

Mr. Bottolfsen: The question is out of order. Anyone who has voted in the majority may give notice for reconsideration if he wishes, but it cannot be discussed.

Miss Adair: If you will take your manual again, on page 7, the second line, there is another amendment:

Amend Article II, Section 2, by changing the word *and* to *or* so that the sentence shall read as follows:

Only delegates who are active members of the National Education Association and whose dues have been paid in a state or district, territorial *or* local association, if organized, respectively, shall have the right to vote for such directors.

This means that anyone can vote for a state director if he or she is a member of the N.E.A. and a member of one or the other associations. That is, there is no limitation on the persons who may vote for a director except that they must be members of the N.E.A. and either a state or a local affiliated association. I move that this be adopted and *Miss Read* seconds it. I ask for unanimous consent.

President Woodruff: You have heard the motion and the second. Unanimous consent is asked. Is there objection?

Mr. Lefkowitz: I regret to inject myself into the discussion, but if the recommendation of the Board of Directors and the Executive Committee is not adopted, would it not be equivalent to disfranchising the members of the N.E.A., and that, therefore, it is necessary in order to prevent that undemocratic thing from happening, to adopt the recommendation of the Committee?

Miss Adair: I can tell you the effect of it. At the present time nobody is supposed to vote for a director who is not a member of both a local and a state organization. The effect of changing "and" to "or" would make it possible for a person to vote for a state director who is a member of one but not of the other. But you have to be a member of the N.E.A. anyhow.

Mr. Lefkowitz: Thank you!

(Cries of "Question")

Delegate (Ohio): Is it not a fact that this goes to the qualification of an elected delegate to the N.E.A. rather than to the qualification of a member of the N.E.A. to vote for his local representative?

Miss Adair: This is a matter of qualification of a delegate to vote for an N.E.A. state director, wherever he may be.

Delegate (Ohio): Does it not mean then that a delegate to the N.E.A., this body, must be a member of the state and the local association?

Miss Adair: At present, that is what it means. The vote to change "and" to "or" would do away with that present requirement.

President Woodruff: Are there any other questions or discussion?

Mr. Lefkowitz: There seems to be a great deal of confusion about this amendment. That provision provides that the regularly elected delegates to this convention, who must of necessity, therefore, be members of the N.E.A. and whose dues have been paid to the state or district or territory or local association, shall have the right to vote for directors. The proposed change, which is highly desirable, makes it possible for one who is a member of a local association and a regularly constituted delegate of this body, likewise to vote for directors. Otherwise, you disfranchise them for that particular vote for a director of the state.

President Woodruff: That is the present situation.

Mrs. Lindlof: I dare to take this additional time because I think this is such a vital question. It may be that in other states you do not have a situation similar to that of New York City with our vast population and our enormous school system. Unless this be adopted, you are telling New York City that you do not desire them to be members or delegates of the N.E.A. That would be the effect of it.

(Cries of "No!")

I know very well, and I have known for years, that there are certain members of this Association who do not desire New York City members to be a part of the N.E.A.

(Cries of "Out of order")

Madam Chairman, we do not desire to come where we are not wanted, but we believe that we have much to contribute for the good of the N.E.A. and of the teachers of the nation. We therefore hope that you will pass this proposal by unanimous consent.

Mr. Charles C. Gardner (Utah): Why can't we give unanimous consent and get this thing passed? I think we all understand the situation. New York is coming in this year with an additional membership to the N.E.A. Let us show them that we appreciate that and make it possible for people to become fullfledged members of the N.E.A. without waiting for five years. Let us give them unanimous consent and get this motion passed.

President Woodruff: Is unanimous consent granted?

(Cries of "No")

Mr. Law: May I have the privilege of speaking to the question?

Mr. Bottolfsen: It is before the house for debate, yes.

Mr. Law: This motion should be passed. It is true that one of the most serious and solemn problems that could be put before this convention is this matter, and my reasons for saying that it should be passed are these:

In New York City, not because of any quarrel, but because there never has been a relation between the state organization and the city teachers, or is such a relation desired by either side, a failure to pass this motion will mean that 12,366 New York City teachers who are members of the N.E.A. have no right to vote under this printed rule because they are not members of the state association.

You have in New York City, teachers experienced in legislative work, capable of bringing to the N.E.A. a great deal of genuine strength. We have aroused the interest of the teachers in the National Education Association, we have 12,366 members, and it is my most earnest wish to keep those members and keep that strength for the national association. You can see that if we fail to pass this motion, we will have practically twelve thousand members with no vote. That is a most serious problem.

Furthermore, by failing to pass this motion, you have a situation, the consequences of which no one can tell. Please do not misunderstand me. There is no trouble between the New York State Association and the city association. It is simply that they happen to be distinct, so I urge you to vote for this. Refusing to pass this motion means reducing the membership of the N.E.A. by twelve thousand members. You need members for all of your activities, and I tell you, here is New York City; please help New York City.

President Woodruff: Is there further discussion?

Delegate (District of Columbia): There is another angle to this question which has not been discussed. I have listened to much about democracy in this convention, but unless we are allowed to cast our vote, we who have been sent here as delegates, for the directors in our states and to solicit membership in the N.E.A., it is not quite fair.

In the District of Columbia we have two organizations. I cannot belong to one of those organizations, yet the two organizations have worked in harmony and we have been voting for directors there. It seems very unfair to come to conventions with \$5 members, \$2 members, life members, and then not even have the right to vote for the person who is to be director.

I wish some of the other delegates here would consider that in addition to the New York situation. Of course, there are a number of state teachers of the Negro School Teachers Association which cannot send delegates to a state association; yet we have some local groups which might come here, and they ought to have the privilege of voting for the people who will be directors.

Miss Sara Fahey (New York): I have been in this Association since 1910 and meet with it every year, and I know the false impression that a good many people have as to the relations between the upstate New York and the City of New York teachers. You must recognize that New York City is a city-state, and it is so recognized by the Legislature of New York state in the great home rule privileges that are granted to the City of New York.

If our many teachers were members of the state association, we would spend our time on many rural problems and intensify on things that do not concern us in New York City, and our problems in that city are tremendously important without the burden of the details of state problems. I have attended regional meetings of the state association when they were held in the Hotel McAlpin or some other place in New York City, altho I was not a member, and I listened time and again when I knew the problems had no concern for me at all.

I am just stating here that since such a condition exists and there is no place in the country where an identical situation exists, consequently I say that there are two distinct units, and you should recognize them. There is no feeling except that of the greatest friendly cooperation between the City of New York and the state of New York. The City of New York has been fighting constantly for measures that would extend the great benefits that are enjoyed by the city to the members of the teaching force in the state of New York.

I think that our state members would vote to grant New York City autonomy in this way, and that they would much prefer that we stay out of the association since we would naturally introduce so many problems that are different from theirs.

Miss Helen Collins (Connecticut): Tomorrow I am on the agenda for the presentation of the budget for this body. I am not anticipating that report now, but there is no doubt in my mind that the national assembly tomorrow will have groups and individuals who will go away with a feeling that we should have been able to do more about the budget to advance our activities and for other reasons. Our budget and our Association depend in the last analysis upon our membership. I would hesitate long and think very carefully before I would vote for anything that would decrease our membership by one person, since there is not a state director here present who does not realize that every new member in the N.E.A. means a hard, long job of work, and I most certainly would hesitate before I would do anything that would deprive our Association of the services of the young lady who stood in the aisle a minute ago and made that fine plea for her group.

It is my opinion that whether it is mercenary or not, we had better look at this from two sides, and one of those should be from our own N.E.A. side.

Mr. Cram: I move the previous question.

(The motion was seconded by several delegates and was carried.)

Mr. Joseph H. Saunders (Virginia): *Madam Chairman*, in order to expedite this matter, I move that we suspend the rules on the roll call and take the motion by vive voce or standing vote, and if that motion is sufficiently clarified, we will get somewhere. We will never finish the business of the convention otherwise.

Mr. Bottolfsen: The parliamentarian will have to declare you out of order for the reason that it is impossible for us to declare the two-thirds vote without a recorded vote.

Mr. Saunders: If the vote is overwhelmingly one way, you should certainly know whether or not it is two-thirds. By unanimous consent, we could suspend the rules and vote on this in one minute instead of delaying the Association.

I ask that we have unanimous consent to suspend the rules on the roll call and have a standing vote.

(The motion was seconded by several delegates.)

President Woodruff: You have heard the motion, which has been seconded. Is there any objection? Hearing none, it is granted.

Those in favor of changing the word "and" to "or" in line 15 of page 7 will stand. Those opposed, will stand. The Chair declares a two-thirds vote in favor of the amendment.

Mr. H. Parley Kilburn (Utah): If I am in order, I should like to offer an amendment. Would I be in order?

Mr. Bottolfsen: You are out of order. The matter has been disposed of.

Mr. Kilburn: May I rise for a point of information then? When could such an amendment be offered at a session of the N.E.A.? The amendment I wish to cover is to change the word "five" to "three" in the last line, and make the sentence read, "Any person qualified to serve as a director shall have been an active member with dues paid in the National Education Association and in a state or district or territory or a local association, if organized, for a three-year period, immediately preceding the election."

Mr. Bottolfsen: That cannot be changed except by unanimous consent. That is a bylaw, and I hesitate to even rule favorably on the unanimous consent. If it were a rule, it could be changed at this session.

Miss Adair: It is part of the Standing Rules. It was adopted this morning.

Mr. Bottolfsen: Then it can be submitted at this time and will require a two-thirds vote for adoption.

Mr. Kilburn: I then move that this amendment be adopted.

Mr. Bottolfsen: Will you please submit it in writing and have it signed by the mover and also the seconder.

Mr. James H. Wilson (Colorado): I move that we adjourn, as the hour is late and many of us have commitments.

(The motion was seconded by several delegates.)

President Woodruff: The motion to adjourn has been made and seconded. All those in favor, say "Aye"; opposed, "No." Motion to adjourn is lost.

Miss Adair: There is just one more thing that will require unanimous consent. There has been a great deal of discussion of this motion, by implication. This is a bylaw:

I move that Article 2, Section 1b, be amended by adding the following:

Provided, however, that any state which has 20,000 or more paid members of the N.E.A. as of the May 31st preceding the annual meeting shall be entitled to elect a second director.

(Seconded by *Mr. Cram*.)

President Woodruff: Unanimous consent is requested. Is there any objection?

Delegate (Illinois): Illinois objects!

Miss Adair: May I serve notice, as chairman of the Rules Committee, that I offer this as an amendment to be voted on next year. I would like to ask that the Standing Rules that we have voted on be adopted as a whole. I move that the Standing Rules as we have amended them be adopted as a whole. *Mr. Reuben T. Shaw* seconds the motion.

(The motion was carried unanimously.)

Miss Adair: That is simply an affirmation of what we have done.

Mr. Law: A question of information! Will the Chair tell us of New York if the present situation in the City of New York is that its teachers must join a New York State Association in order to vote for a director, and if the situation is that no further vote will be taken at this meeting on the matter of a second directorship for the City of New York?

Miss Adair: As the bylaws stand, the New York City teachers may vote for a director. No state may elect a second director until after the amendment for which I served notice a few minutes ago is published in the May issue of the *Journal* and voted on next year, but you may vote for your directors. You may not have a second director, but you may vote for the director if you are a member of any association.

Mr. Law: To continue my question, did the motion that was passed provide that the membership in a state association is not obligatory?

Miss Adair: Such membership is not obligatory for a delegate to enable him to vote for a director.

Mr. Law: Is it possible at this time by a two-thirds vote to have a second directorship?

Miss Adair: No, it must be a unanimous vote on that second director, and unanimous consent was refused. There is a gentleman on the floor who asked to offer an amendment to the Rules which may pass by a two-thirds vote.

Mr. H. Parley Kilburn (Utah): I move that the last line in Rule 4 on page 7, which provides for a five-year period before a person can qualify as a director in the National Education Association, be changed to three years, so that it will read, "Any person to qualify to serve as a director shall have been an active member with dues paid in the National Education Association and in a state or district or territory or a local association, if organized, for a three-year period immediately preceding the election." This is seconded by *Charles C. Gardner* of Utah.

Mr. Saunders: I wish to make the same motion that I made a moment ago, that the rules be suspended by unanimous consent so that we may vote by standing vote instead of by a roll call.

President Woodruff: Hearing no objection, it is granted. All those in favor of this amendment, please stand. All those opposed, please stand. It is carried.

Mr. Laws: Is there a question before the house?

President Woodruff: There is none.

Mr. Law: Then am I privileged to present a new motion?

Mr. Bottolfsen: The motion, if it pertains to changes in the bylaws, or amendments, must be in writing.

Mr. Law: If I put it in writing and present it now, is it in order?

Mr. Bottolfsen: Yes, it is in order unless somebody moves to adjourn.

Mr. Law: Would it be in order if I made the motion now and presented it in writing in two or three minutes?

Mr. Bottolfsen: The rules require that motions of this kind be in writing. You notice that the gentleman from Utah brought his up immediately in writing.

Mr. Law: We have the motion in writing.

Mr. Bottolfsen: Then please submit it.

Mr. Law: I move that in order to retain the great volume of members of the City of New York, now 12,366, New York City be given a separate directorship in the National Education Association.

Delegate (Mississippi): I move that we adjourn.

(The motion was seconded by several delegates.)

Mr. Bottolfsen: The motion is out of order.

Mr. Saunders: Why is the motion to adjourn out of order? Could not unanimous consent be asked for?

Mr. Bottolfsen: It is not an amendment to the bylaws.

Mr. Saunders: No, but could they not be amended by unanimous consent?

Mr. Bottolfsen: Certainly.

Mr. Saunders: Then if *Mr. Law* has a unanimous consent to that proposition, there is no objection?

President Woodruff: Unanimous consent has been asked by *Mr. Law* from New York.

(Cries of "No.")

Delegate (Mississippi): I insist on my motion to adjourn, which I believe is in order.

President Woodruff: Those in favor of adjournment will say "Aye"; opposed, "No." The "Noes" seem to have it.

Miss Adair: I think I was recognized, and I am going to hold to the regulations. I would like to move that the bylaws as presented and amended at this meeting be adopted as a whole. That is seconded by *Mr. Shaw*.

(The motion was carried unanimously.)

Miss Daisy Lord (Connecticut): I would like to ask as a matter of information, if there is not some way in which the motion made by *Mr. Law* can be reconsidered. We have come here to New York and the New York City teachers have paid us every courtesy. We certainly do not want to lose that large group of members. We need them. We know what New York has stood for in the United States. We all envy New York City for what its teachers have obtained and we can learn many lessons from New York City. I therefore say, as a matter of courtesy if nothing else, the fact is, we cannot afford to lose those teachers, those wideawake teachers of the City of New York, and I ask you to see that something is done to keep them in and to show them that courtesy after all they have done for us.

President Woodruff: Can *Mr. Law's* motion be sent up in writing right away?

Mr. Grover Stout (Michigan): New York is a remarkable city. These New York people have done everything they can for us. We are the only organization or group of organizations in the world to turn away some fifteen thousand cash customers with two dollar bills in their pockets. Why not help these people out? They want to help us. They have everything in the world; they do not need us, we need them.

Delegate (Ohio): I object to being browbeaten into giving New York everything it wants. Possibly we may lose thirteen thousand members from New York City, but by standing on our present organization we will pick up a hundred thousand members in the United States of America.

Mr. Stout: The trouble with us is that we pay too much attention to our ideals. That is the trouble with my friend from Ohio. Let us consider the facts; let us be practical; let us be realistic. Don't be personal because emotional attitudes will not help. Let us help to get this New York situation solved because, after all, this is a big country and we need them. It is not a matter of ideals; it is a matter of actually taking in this great group of people who can contribute what we need by their membership and their money.

Mr. Fred D. Cram (Iowa): I have *Mr. Law's* motion in my hand which is as follows: "I move that New York City be given a separate directorship in the National Education Association."

That is moved by *Mr. Law* and seconded by *Fred Cram* of Iowa.

As a member from the sticks, I wish to explain my second. I came here decidedly skeptical as a member of the Board of Directors and of the Executive Committee of this organization as to this proposition of New York. I was afraid that in doing what New York City was requesting, we would be setting up a precedent that would be dangerous to the N.E.A. Since I have come here, I have been convinced that conditions are so dissimilar in New York City to any other large city in the country, with the possible exception of Chicago, that this request of New York, in justice to it, ought to be and can be granted.

There is another side to this. We are not tying ourselves up for all time to come if we make that amendment. If we see that the amendment is doing more harm than good, the bylaws can be re-amended at any time to put us back to the status that we now have, and if New York City teachers at any time do not make good on the promise they are making us, that they will not only retain their present membership but will actually increase that membership in the N.E.A., we can re-amend and remove from them the right of having their own director.

The question may come up: Suppose California divides and suppose Illinois divides and Michigan and all the other states that have these peculiar conditions that may seem to make division necessary? Is there not a danger then that they will come down here year after year and become so strong that they can vote down any amendment to re-amend and put us back to our former status?

Well, I should say, in answer to that, if New York and Detroit and Chicago and the other large cities of the country will maintain such a large membership in the National Education Association that they can prevent the rest of us from doing these things, then we ought to support that large majority and certainly the several hundred thousand dollars that they will bring into the organization is going to be very useful to us.

President Woodruff: I will ask the parliamentarian to state how and what the action will be upon this.

Mr. Bottolfsen: I will rule that the only way that this can be adopted is by unanimous consent. Of course, if there are objections, it cannot be adopted.

Mr. F. A. McCoy (Kansas): This looks like special legislation, which is a bad thing. Why not, if you are going to pass it at all, make a provision that when any city has a membership of a certain number in the N.E.A., then they are entitled to a second director? I would like to offer that as an amendment to the gentleman's motion, that any city having a membership of ten thousand or more in the N.E.A. be entitled to a director.

President Woodruff: The amendment must come in writing to the platform.

Delegate (Ohio): I want to say that even if the motion is amended as suggested, there will be objection to its being passed by unanimous consent. In explanation, let me suggest that if New York is in good faith, let their delegates come to the convention next year with a large membership, and when this comes up in the regular order of business it can be voted on.

Mr. Bottolfsen: It seems to the parliamentarian that it is useless to ask for amendments to this when there is opposition to its passage. It cannot be passed except by unanimous consent. It can be amended, of course, by a majority, but if there is going to be objection to it after it has been amended, it seems to me that it is useless to work on it.

Miss Adair: As chairman of the Rules Committee, I would like to offer to take over *Mr. Law's* motion and serve notice that it be considered next year.

Mr. B. C. Tighe (North Dakota): Matter of information! Was there not a report by *Miss Adair* covering this from a common sense point of view? In other words, I would like to know what the exact status of that report is, again, please, and will it become effective—

President Woodruff: That was refused by unanimous consent.

Miss Adair: I serve notice that it will be published in the May issue of the N.E.A. *Journal* and will come up in the regular order of business next year.

Mr. Tighe: And if at that time it is approved, then the way is open for a second director under this general rule? Am I correct?

Miss Adair: That is right.

Mr. Cram: This amendment was proposed by *Mr. McCoy* of Kansas: "When any city shall have an entire membership of ten thousand in the National Education Association, it shall be entitled to a director in the N.E.A."

Mr. Bottolfsen: The parliamentarian is going to rule the amendment out of order for the reason that notice has been given by Ohio that it will not give unanimous consent to its passage.

Delegate (Oklahoma): Point of information! Would Ohio object to this if it were presented as a new motion?

Mr. Bottolfsen: Ohio so gave notice.

Delegate (Oklahoma): I did not know whether they had objected to this amendment or to the original motion. I would like to have that point cleared up.

Miss Adair: I wish to give notice that both *Mr. Law's* motion and the amendment will be on the agenda for next year and will be printed in the *May Journal*, which will cover *Mr. Law's* motion and the amendment made by *Mr. McCoy*. No motion is needed in regard to that.

Miss Amy Hinrichs: Madam Chairman, I move we adjourn.

(The motion was seconded and carried, and the session adjourned at 12:55 o'clock.)

WILLARD E. GIVENS, *Executive Secretary*

CAROLINE S. WOODRUFF, *President*

Third Business Session, Thursday Morning, June 30, 1938

The third business session of the Representative Assembly convened in the Hippodrome at 9:00 o'clock, with *President Woodruff* presiding. The first fifteen minutes were devoted to community singing.

President Woodruff: The meeting will be in order. Before we proceed with the business session, there are two matters to be brought to our attention this morning, which *Secretary Givens* will present.

Secretary Givens: On account of the misunderstanding during this convention, beginning in the press early in the week, I want to make a short statement and present to you this morning a speaker for a brief word in connection with this present situation.

The particular situation to which I refer has developed in the press this week, but in each convention that we have had since I have been secretary, something similar to this has happened. I make this statement which I give to the press:

It is most unfortunate that certain individuals have in recent years released radical and subversive statements at the same time and in the same city in which our convention is meeting; statements intended to give the impression that they emanated from our convention. Such procedures are unethical.

On the first day of this convention a news story released from a source in no way connected with this Association has embarrassed our members thruout the United States. Many protests such as the following from the president of an important educational institution have been received, "Permitting National Education Association convention to function as a political forum as of Sunday for the expression of irresponsible and crackpot professors is most unfortunate in the interests of national education. The country is fed up on knockers. What is needed is a constructive educational policy."

Because of the impression given thruout the country by this news story, which was connected in no way with our convention and which gives a false impression of the relationships between the National Education Association and the American Legion, the national commander of the American Legion has been invited to address briefly this convention.

It is my pleasure to present to you the *Honorable Daniel J. Doherty*, national commander of the American Legion, who will speak to you at this time.

Commander Daniel J. Doherty: Certainly the statements given expression in the introductory remarks of the executive secretary are in accord with my own judgment of the situation. Over a long period of time, the relation of the American Legion and the National Education Association has been most cordial, harmonious, and cooperative, and I know of no reason for any impairment of the harmonious association that has been ours.

This morning the *New York Times* carried a story that so far as doing justice to the factual situation is concerned, represents an injustice to both the American

Legion and to this Association, because the caption—and incidentally, newspapers supply their own captions—says, "Educators refuse to hear Doherty in Legion defense; one session flatly rejects, another fails to make way for reply to Gellerman."

Some time ago, thru the courtesy of your president, I as national commander of the American Legion was invited to participate in the symposium conducted by this Association. Always trying to keep my own conduct in conformity with decorum and propriety, I at no time attempted to initiate the subject of *Professor Gellerman*, and at no time was I circumscribed in the prerogatives that I was privileged to exercise as a participant in that symposium.

Because of the unloosening of publicity with reference to this attempt to sabotage the American Legion, I did ask national headquarters of the American Legion in my behalf to make contact with the president of your Association that I might be permitted to address this convention. At no time, either directly or indirectly, did I suggest when that address might be made. Tentative arrangements had been made last night, but because of judgment passed upon the propriety of the situation, the circumstances under which that meeting was held in the Madison Square Garden, it was thought more desirable, and I find my own thoughts in conformity with the judgment exercised, that I might be permitted to be heard here this morning, and I come not for the purpose of attacking the unfortunate professor, but I come for a dual purpose: To assure you as delegates to this convention that the harmonious relationships that have previously existed will continue to exist, that we will continue to advise where we can in furthering the cause of education; also, to correct any misapprehension that may lie in your minds with reference to the real aims and purposes of the American Legion, and also to clear up any misunderstanding that may arise in the public mind.

I have a book before me, entitled *The American Legion as Educator*. It has the sponsorship and is published with the approval of *George S. Counts*. I am sure that many of you probably are aware of the affiliations of the professor. Certain it is that his affiliations with American principles have been quite remote.

I have here some exhibits, and I am not going to go into them specifically, but here is one, headed *The Connecticut Teacher*, Volume II, No. 5, date of issue, February 1935, Moscow summer school, in which the professor is named as an adviser. There are other exhibits here that show his affiliation with certain organizations that, in the judgment of the American Legion, are communistic in content and origin and have direct affiliation with Moscow. I am not at all surprised, and I express no wonderment, that this effort of *Professor Gellerman's* had the approval, perhaps the sponsorship, as suggested here, of *Professor Counts*.

It is interesting to know that *Professor Gellerman* is a member of the American Legion. On January 26 of the current year, he renewed membership in Kent Post No. 15, located in Kent, Washington, and only the other day I received a telegram from that post informing me that they had communicated with *Professor Gellerman*, asking that he either affirm or deny this publication as represented in the newspapers. Admittedly, he cannot deny it.

May I say to you that the membership of the American Legion is not enhanced by his having membership in it, but nevertheless every post under the constitution of the American Legion is the judge of its own membership, indicating the democratic qualities of the American Legion, provided that other essential eligibility requirements obtain.

To take the time to deny specifically the various statements that have been made by the professor with respect to the American Legion would be to intrude unduly upon the very limited time of this convention.

I come here not to vilify or castigate *Professor Gellerman*. To do that would, inferentially at least, indicate that the American Legion had need of that, which is far from the truth. I think I am only charitable when I say that the highest evaluation that could be placed upon this literary effort is to say that it represents the puny product of a small mind! I am sure that it is not representative of the

judgment and the appraisal of those who have membership in this fine American Association.

It has been said that the membership of the American Legion is not representative of the ex-service men of this country. Well, despite every economic barrier, despite the fact that unemployment is rampant, the membership of the American Legion for 1938 as of June 25, the last figures that are available to the national commander, was 935,829, the highest all-time record of membership in the American Legion, as of that date, which ought to indicate to every thinking person an organization of substantial size, with potentialities for services to our disabled men and to our country in the future, in consonance and in keeping with our program and our accomplishments of the past.

In this portrayal of the American Legion and the conclusions erroneously drawn, after a factual portrayal of the organization, the professor has stopped with *Past National Commander Ray Murphy* and does not include in his work my immediate predecessor, or the present national commander of the American Legion, but ascribes to the others, I am sure, qualities and attributes that some of them will undoubtedly deny, as representative of the entrenched interest, and after all, that is an expression with which we are fairly familiar.

Sufficient to say, so far as the national commander of this year is concerned, I am just a humble Legionnaire, starting with the organization in its founding days, having faith in its destiny, being actively interested in its work, still believing in it as a great leavening and stabilizing force in our country with no attachment to any entrenched interests, whether they be financial, business, or military—just a Legionnaire trying to give expression to his prerogatives of American citizenship thru the medium of the American Legion.

I am sure that the professor hardly has borne the torch of service in the American Legion, but realizing that it is a great leavening and stabilizing force, has sought by this unjustified attack which he has attempted to link with the National Education Association, to weaken an organization that he knows represents an impregnable and unsurmountable barrier to the advocacy and the realization of the un-American principles that he sponsors, and I am equally sure that in the public mind, the Legion will still continue to occupy the high place that it does in the esteem and goodwill of the American people because I am sure that they realize that membership in the American Legion had its origin in a comradeship that was created in a call of their country for service, that was tried in the crucible of war, with all the rigors and hardships there entailed, and one that has been brought to its finest fruition in these days of peace.

So I give assurance to you that the American Legion as a democratic organization, does not have its policies emanate from the top and seep down into the bottom, but rather that just as the membership of the American Legion and the organization itself grows from the bottom toward the top, so does the policy of the American Legion follow a similar course of procedure, because our program is the result of efforts and resolutions that have their origin and conception in the 11,444 posts of the American Legion. Those resolutions stand the test of analysis and thought and judgment in district councils, county councils, department conventions, and if approved, finally get to the appropriate committees of the national convention of the American Legion, and those committees pass judgment upon those resolutions, and they make a report to the national convention of the American Legion and every delegate therein—and, incidentally, every delegate is chosen as a result of the operation of democratic processes—has a right to record his individual and personal judgment on any question concerning the American Legion, whether it be election of officers or whether it be the approval or disapproval of some policy, because no unit rule circumscribes or frustrates the operation of democratic processes in a national convention of the American Legion.

So I am sure that you will find that your own judgment is in accord with mine when I say that this is an abortive attempt to sabotage the American Legion. It was designed, as far as publication was concerned, to tie in with the advent of this

convention and to circulate and to indicate to the people of America generally that American educators found their own thoughts and judgment in harmony with those to which the professor has given expression.

I appreciate very deeply the courtesy that has been accorded to me this morning. I would not have presumed to intrude upon the limited time of this convention if this eventuality had not arisen, and in coming here, I have done so for the dual purpose of explaining the relationship that exists and continues and will continue to exist between the American Legion and the National Education Association, and also to suggest very strongly to the newspapers that in the interest of a free press and the accuracy of reporting, they make an accurate portrayal of the facts attendant on this situation. Thank you for your courteous attention!

President Woodruff: We come now to the third session of the Representative Assembly. Invocation will be offered by *Rabbi Louis Newman* of Temple Rodeph Sholom of New York City.

(The invocation was given.)

President Woodruff: Due to the long program this morning, the Chair will rule that committee reports, all except the report of the Resolutions Committee, will be limited to five minutes, except by unanimous consent to continue.

We turn back, then, to yesterday's program where we left off. The first item on the program is the report of the Committee on the Economic Status of the Rural Teacher, which will be given by *Kate V. Wofford* of the State Teachers College at Buffalo, New York.

Miss Kate V. Wofford (New York): Each of you has your envelope containing a report marked, *Economic Status of the Rural Teacher*. This is a preliminary report. We shall hope, during the next coming school year, to complete this report so that we may give to this group and to teachers thruout the country, a picture of the rural teacher so far as his economic status is concerned.

This Committee is a creature of the N.E.A., composed of seven members, whose numbers have been amplified and enlarged thru appointment of consultants in many states thruout the Union. You will notice that the information was secured thru a questionnaire, distributed to about 38,000 teachers and it covers the year June 1936 to May 1937. Since our time is limited this morning, I shall give you only a few highlights of the report.

Those of you who have read it know something of which we are all aware, and that is that the economic status of the rural teacher has always been low, but many of us needed this report to convince us how low it actually is. The range of salaries as represented by this group extends from \$1397 for white, married men teachers, in rural areas, to \$370, which is the average amount paid to Negro women teachers in rural areas. If you will do some quick mathematical calculation, you will see that the medium income from teaching for the rural teacher of the United States is less than a thousand dollars.

Within each racial group, white and colored, single women receive the lowest average salary. Another interesting feature of this report is the fact that the rate of pay in rural areas depends upon a great many factors: Where the school is located, the size of it, the state in which it is located, the section of the country in which it is located—determine the salary of the teacher.

On the average, as you might surmise even without reading the report, the one-room rural school teacher receives the lowest salary of any group, lower than the villages, and lower than the counties or towns. This is true of the Negro teacher as well as the white teacher, and achieves somewhat considerable significance when one remembers that the large group of teachers in rural areas teach more than 50 percent of our American youth. Of that group one-fourth of them teach in one-room schools, representing a great host, 138,000, of our profession.

One of the discouraging features of the report is that the length of service, the length of experience, does not influence materially the increment of salaries. This is a discouraging picture for all teachers. It is discouraging particularly for Negro teachers. Not only do Negro teachers in rural areas begin at a much lower salary,

but those having the most experience are receiving pay which is little different from those with no experience.

There are factors, however, which will influence particularly the increase in professional education that work toward the advantage of the rural teacher just as they work for the advantage of teachers in urban areas. One of the touching parts of this report, if I may use a descriptive word for so scientific a study, was the amount of salary of this group of teachers with respect to necessities.

The Committee feels that our work really has just begun, that in these days of emphasis on labor and hours, this group in the profession presents to the N.E.A. a real responsibility and a real challenge; that depending upon the support of this group to give this report publicity, rests, I think, probably the future of the economic status of rural teachers thruout the country, and for this, we ask your support. Thank you!

(Motion was made by *Miss Gertrude Mallory* of California and seconded that the report be adopted. Motion unanimously carried.)

President Woodruff: The next report will be that of the Committee on Individual Guidance, and this will be given by *Secretary Givens* in the absence of *Mr. Lee*.

Secretary Givens: *Herbert R. Stolz* is chairman of this committee and *Edwin A. Lee* of New York City was to give it, but he was not able to return this morning. It is therefore my pleasure to give you a very brief report on individual guidance.

(*Secretary Givens* read the report which is printed on page 865 of this volume.)

Secretary Givens: I move the report be adopted.

(Motion seconded and carried.)

President Woodruff: The next report is on the Joint Committee of the National Education Association and the American Library Association, to be given by *Miss Julia Lathrop* of the Office of Education in Washington, a member of that Committee.

(*Miss Lathrop* read the report which is printed on page 868 of this volume.)

(Upon motion made by *Miss Lathrop* and duly seconded, the report of the Committee was unanimously adopted.)

President Woodruff: We pass over the next report until *Mr. Wilson* arrives, and take the report of the Committee on Equal Opportunity, which will be presented by *Miss Gertrude Mallory*, librarian of the Franklin High School in Los Angeles, California.

(*Miss Mallory* read the report which is printed on page 859 of this volume.)

(Upon motion made by *Miss Mallory* and duly seconded, the report was unanimously adopted.)

Miss Adair: I wanted to state that in these reports, you remember we adopted as one of our rules that any recommendations would necessarily have to come as resolutions signed by the maker and the seconder. I want you to remember that in all of the reports.

Miss Gertrude Mallory (California): I would like to make the statement that *Miss Adair* is correct in that. I appeared before the Board as many other chairmen did, but they did not have time to hear me and I forgot to mention that this morning. I fully understand that recommendations must be gone over by the Board. I want to make that statement so you will not feel there is any conflict.

President Woodruff: The next report is that of the Committee on Salaries, which will be given by *Willard Elsbree* of Columbia University, New York City.

(*Mr. Elsbree* read the report which is printed on page 901 of this volume.)

(Upon motion made by *Mr. Elsbree* and duly seconded, the report of the Committee was unanimously adopted.)

President Woodruff: The next report will be that of the Joint Committee of the National Education Association and the National Congress of Parents and Teachers, by *Mrs. J. K. Pettengill*, president of the National Congress of Parents and Teachers, of Detroit, Michigan.

(*Mrs. Pettengill* read the report which is printed on page 869 of this volume.)

Mrs. Pettengill: I move that the report of the Committee be adopted.

(Motion seconded and carried.)

President Woodruff: The next report is of the Committee on International Relations, which will be given by *Miss Woodward* of the Somerville, Massachusetts, High School.

(*Miss Woodward* read the report which is printed on page 866 of this volume.)

Miss Annie C. Woodward (Massachusetts): I move the adoption of this report.

(The motion was duly seconded and the report was unanimously adopted.)

President Woodruff: The next report was to have been given by *Mr. Newbold* but I do not see him on the stage, so we will pass on to the next item on this morning's business—the report of the Committee on Cooperatives by *Albert M. Shaw* of the Eagle Rock Junior High School of Los Angeles, California.

(*Mr. Shaw* read the report which is printed on page 822 of this volume.)

Mr. Albert M. Shaw (California): I move the adoption of this report.

(The motion was duly seconded and the report of the Committee was unanimously adopted.)

President Woodruff: The next number on the program we will pass over for the present as I do not see the chairman here at this time. The next item is the World Federation of Education Associations and the president will present the report. *Paul Monroe* of Columbia University, New York City!

(*Mr. Monroe* read the report which is printed on page 917 of this volume.)

(Upon motion regularly made and seconded, the report of the Committee was unanimously adopted.)

President Woodruff: We will now go back to the report that we omitted. I find that *Mr. Rosier*, president of the State Teachers College of Fairmont, West Virginia, is here, and he will give the report of the Committee on Supply, Preparation, and Certification of Teachers.

(*Mr. Rosier* read the report which is printed on page 902 of this volume.)

(Upon motion duly made and seconded, the report was unanimously adopted.)

President Woodruff: The next report will be that of the Legislative Commission and *Howard A. Dawson*, director of Rural Service in the N.E.A. headquarters, will give the report of the Committee for *Sidney B. Hall*, chairman.

(*Mr. Dawson* read the report which is printed on page 871 of this volume.)

(Upon motion regularly made and seconded, the report was unanimously adopted.)

President Woodruff: The next report will be that of the Committee on Tenure, which will be given by *Donald DuShane*, superintendent of schools in Columbus, Indiana.

(*Mr. DuShane* read the report which is printed on page 904 of this volume.)

Mr. Donald DuShane (Indiana): I move that the report of the Committee be accepted and that the recommendations of the Committee be approved by this body.

(The motion was seconded.)

Delegate (Texas): The Texas delegation of the National Education Association represents over forty thousand Texas teachers, and we wish to express our sincere appreciation and thanks to the Committee for its outstanding professional work. It has done professional things. Thank you!

(The motion to adopt the report of the Committee was adopted unanimously.)

President Woodruff: The next report is that of the Committee on the Horace Mann Centennial Celebration, which will be given by *Joy Elmer Morgan* of the N.E.A. Journal.

(*Mr. Morgan* read the report which is printed on page 861 of this volume.)

Mr. Joseph H. Saunders (Virginia): In view of the fact that the Committee is now asking to be discharged, I wish to move that the report be adopted and that we extend to them a host of thanks and appreciation for the wonderful work this Committee has done in the past year.

(The motion was seconded and carried unanimously.)

President Woodruff: The next report is that of the Graphic Arts Clinic, by *Frederic Melcher*, editor of the *Publishers Weekly*, of New York.

Mr. Frederic Melcher: In order to justify the place you have given us in this important session, I shall do my best to make the new enterprise of the American

Institute of Graphic Arts, as started last year, seem as important to you as it does to us.

The American Institute, for about twenty-five years, has been trying to prove and has proved that taste is debatable in spite of the Latin proverb, and we have debated taste in books and as represented by the country, in endeavoring to have the printing press, now in its five hundredth year this year, work to its full benefit and advantage in the field of printing, and especially in the field of books.

In the last two or three years, it has been increasingly evident that the application of the best that printing knows, and we represent an interest and enthusiasm for better printing, must be applied and can be increasingly applied to the books that are being used in the schools. We are satisfied that America may have the best textbooks in the world but we cannot be satisfied until we have the best that America can produce in textbooks for the world.

We know that young people come to our schools, the elementary, the secondary, and the colleges, with not a taste of books, but all too often the feeling that those are textbooks and that, "Goodness, those are behind us!" There must be something wrong in the elements of taste when that feeling is what they have when they come to school, and so for this year, a hundred enthusiastic people representing this national organization have been meeting together in New York and sending their suggestions over the country for discussion of the textbooks, the books that are used in school, with the belief that much more of harmony and taste can be introduced into those books than there is at present.

We think that thru you as teachers, you as a national organization representing education should send more sharp challenges to those who produce your books, not only as to content, as you most certainly do, not only in durability, which your commissions do, which have brought about what we may call the "self-closing" textbook, but also in matters of harmony and taste, that we make these textbooks not only right in their text, not only durable in their materials and in the tests by which they are put together, but also in that taste that may make books a likeable and harmonious thing for complete use.

It was about a dozen years ago, as you and I will remember, that a great industry dropped the slogan, "It will get you there and back," and began to compete in terms of design and style. Nobody will suggest to us now that the engine inside the hood has become less efficient because design and style have gone into the outside. We believe that in textbooks, the content, the teachableness, will not be the less efficient because you and we and those who love the printing press and its products will see to it that there will be more harmony and beauty in those things which we produce.

And so we ask your interest in this Clinic. We hope for more increasing and pleasant cooperation between those who use and direct teaching and those who make the books, and we hope in your courses of book selection, let me say, in your study of textbooks, you will introduce studies of design and shall I say, likeableness, in the study of textbooks so that when the youth come thru the schools, they will not only have the best we can produce but they will come thru with a love of textbooks which makes their content more satisfactory, more likeable, and therefore a more personal and permanent part of their lives.

The American Institute greatly appreciates your already expressed interest in the subject, and appreciates this place in your program which allows me to present this thing which is so exciting, freshly interesting to us, and we hope it will be increasingly exciting and interesting to you. Thank you!

(Upon motion regularly made and seconded, the report of the Clinic was unanimously adopted.)

Secretary Givens: I move that the reports that have not been given this morning on account of the fact that the chairmen are not present, be printed in the *Proceedings* for this year.

(The motion was seconded and carried unanimously.)

President Woodruff: At this point, the Chair wishes to express appreciation for

the splendid cooperation that we have had thus far, before we come to the rest of the morning program, not only for the people who have given the reports, but for the attention of everybody else. I have not had a chance to use this gavel yet, and I hope it will stay right here.

The next report is that of the Committee on Resolutions, which will be given by *Mr. Powers* of Washington, D. C.

Mr. J. Orin Powers (District of Columbia): During the past several years, the Committee on Resolutions and this Representative Assembly have developed a platform of the National Education Association which is an expression of the body of principles for which this Association stands. This platform is not as sacred as the Constitution and changes may be made in it from time to time.

After due deliberation, the Committee this year recommends a few changes which have been printed in italics in the copy which has been in your hands for twenty-four hours.

(*Mr. Powers* read the platform which is printed on page 896 of this volume.)

(Upon motion made by *Mr. Powers*, duly seconded, the platform as recommended was adopted.)

Mr. Abraham Lefkowitz (New York): *Madam Chairman*, does that motion imply the adoption of the entire program as presented to us in print?

President Woodruff: As I understand it, it is the platform only.

Mr. Powers: The resolutions recommended by the Committee are as follows:

(*Mr. Powers* read the first and second resolutions, and upon his motions, which were duly seconded, the resolutions were unanimously adopted.)

(*Mr. Powers* read the third resolution, and moved its adoption, which was seconded.)

Mr. Martin Wilson (New York): As a member of the Resolutions Committee and also a member of the Editing Committee, I move that we delete beginning with "unless additional revenues are provided," to the end of the sentence. I am not working against the Committee. I have consulted with all but two members of the Editing Committee—

President Woodruff: Your motion will have to be seconded before it can be discussed.

(The motion was seconded.)

Mr. Wilson: They agree with me that it weakened the resolutions—

President Woodruff: Excuse me, *Mr. Wilson*, but I did not bring it to the house that this is an amendment that is being offered to that motion. It is now open for debate and may be debated.

Mr. Wilson: I just want to make it clear that I am not working against the Committee on which I served. The chairman of the subcommittee that originally proposed this, and on which committee I served, has a somewhat different resolution. This was changed to some degree and there was an understanding that I would get a chance to go over it, but due to some other engagement here in the city, I did not get a chance to go over it until it had gone thru. I will take the blame for it in another way. When we were deleting something else we thought weakened it, we missed this point.

I do not want to discuss the thing further, but a number of us feel that this is a very distinct weakening of the resolution and also we noted that in the press this morning, at least in one of the papers, there is a statement that seems to play up this particular thing. It might put us in the position of seeming to approve of some other form of taxation which would be contrary to the fact, and therefore I hope that you will give unanimous consent to the deletion of this clause.

President Woodruff: Unanimous consent is asked for this motion. Is there objection?

Delegate (Ohio): I think the resolution is rather meaningless if we do not approve the amendment of the gentleman from New York.

(The motion was unanimously adopted.)

President Woodruff: You now have settled the amendment, which was on the deletion of those phrases. It now returns to the original motion, as amended.

(The original motion as amended was carried unanimously.)

(*Mr. Powers* read the fourth and fifth resolutions, and upon his motions, which were duly seconded, the resolutions were unanimously adopted.)

(*Mr. Powers* read the sixth resolution, and moved its adoption, which was seconded.)

Mr. William H. Holmes (New York): I move that we add the word "permanent" before tenure, because there are all kinds of tenure but we want permanent tenure.

(The motion was seconded and carried unanimously.)

President Woodruff: That takes care of the amendment. We now return to the original motion.

(The original motion for adoption of the resolution, as amended, was carried unanimously.)

(*Mr. Powers* read the seventh, eighth, and ninth resolutions, and upon motions made by him, duly seconded, the resolutions were unanimously adopted.)

(*Mr. Powers* read the tenth resolution, and moved its adoption, which was duly seconded.)

Mr. Lefkowitz: I am somewhat nonplussed because on looking thru the resolutions as well as the platform, I do not find anywhere a definite and unequivocal statement on the part of the National Education Association of its opposition to war. What we have is a statement on international goodwill and on education. I should like to know, therefore, whether the Committee on Resolutions is presenting to this convention either in this printed pamphlet or in some other form, a definite and unequivocal statement to that effect?

Mr. Powers: The Committee on Resolutions is bringing no other recommendation before the Representative Assembly than those printed in its official report. The Committee has considered and resolved upon war the last two years and has moved such portions of the resolutions on war into the platform, which we believe are a matter of principle.

(The motion to adopt the resolution was carried unanimously.)

(*Mr. Powers* read the eleventh, twelfth, thirteenth, and fourteenth resolutions, and upon his motions, which were duly seconded, the resolutions were unanimously adopted.)

(*Mr. Powers* read the fifteenth resolution, pertaining to appreciation.)

Mr. Powers: It has been pointed out to me, and I have the pleasure to request unanimous consent to include the Boy Scouts in this resolution. I move its adoption.

(The motion was seconded and carried unanimously.)

Mr. Joseph H. Saunders (Virginia): I would like to ask unanimous consent to add another resolution to be known as No. 16, which will read as follows—

Mr. Bottolfsen: Will you state what it is?

Mr. Saunders: It is a resolution of thanks and is a very serious omission of this Assembly, I think. We would like to have unanimous consent to offer the amendment.

President Woodruff: Unanimous consent is asked. Is there any objection? Hearing none, it is granted.

Mr. Saunders: The resolution is that the National Education Association expresses its profound appreciation to the *President of the United States* and to *Mrs. Franklin Delano Roosevelt* for their presence at this convention and for the interest in public education which their attendance at this closing session demonstrates.

I move the adoption of that resolution, and *Miss Adair* seconds it.

(The motion was unanimously carried.)

Mr. Holmes: Do I have to get unanimous consent to offer this resolution?

Mr. Bottolfsen: Yes.

President Woodruff: Unanimous consent is requested for a motion. Is there any objection? Hearing none, it is granted.

Mr. Holmes: I offer this as resolution No. 17: This Association stands for peace among nations and urges the President and the Congress to work intelligently, co-operatively, and unselfishly for world peace.

I offer that as a resolution because I think we should have something in our resolutions at this time to show that we stand for world peace.

(The motion was seconded by *Miss Annie C. Woodward* of Massachusetts and the resolution was unanimously adopted.)

Mr. Powers: *Madam President*, this concludes the report of the Committee on Resolutions. The parliamentarian suggests that I move the adoption of the resolutions as a whole, and I so move.

(The motion was seconded and carried unanimously.)

(The resolutions are printed on page 894 of this volume.)

President Woodruff: At this time *Secretary Givens* has some announcements to make.

(*Secretary Givens* made several announcements.)

President Woodruff: The next report is that of the Board of Trustees, by *Mr. Joseph H. Saunders*.

(*Mr. Saunders* read the report which is printed on page 784 of this volume.)

(Upon his motion, which was duly seconded, the report was unanimously adopted.)

President Woodruff: The next report is that of the treasurer, *Mr. Offenhauer*.

(*Mr. Offenhauer* read the report which is printed on page 803 of this volume.)

(Upon his motion, which was duly seconded, the report of the treasurer was unanimously adopted.)

President Woodruff: The next report is that of the Auditing Committee, which will be presented by *Miss Armitage*, chairman.

Miss Edith E. Armitage (New York): Your committee has examined the report of the auditors—Wayne, Kendrick and Co., certified public accountants—and has found it in satisfactory form and in full detail. The report is signed by *Edith E. Armitage*, chairman, *Amy H. Hinrichs*, and *Katy V. Anthony*.

(Upon her motion, which was duly seconded, the report was unanimously adopted.)

President Woodruff: The next is the report of the Budget Committee, by *Miss Helen T. Collins*, principal of the Lovell School of New Haven, Connecticut.

(*Miss Collins* read the report which is printed on page 805 of this volume.)

(Upon motion by *Miss Collins*, duly seconded, the report was unanimously adopted.)

President Woodruff: At this time, I will call upon *Mr. Cram*, whom the Board of Directors appointed to bring such matters to the Representative Assembly as the Board especially wanted to recommend.

Mr. Fred D. Cram (Iowa): The Board of Directors is moving that we recommend to the Representative Assembly a goal of 10 percent increase in membership to be established again, and that all states or territories meeting this quota as increased be designated for the Honor Roll. I move the adoption of this recommendation.

(The motion was seconded and the recommendation was unanimously adopted.)

Mr. Cram: There are two other matters to be presented, one for cooperation with the American Legion in a campaign to enlist the American Legion to aid in the federal aid bill, the background of which will be presented by a man selected by us to present this matter, and then there is a matter coming up in connection with closer cooperation with the World Federation of Education Associations.

Both these matters, the Board of Directors voted to pass on to the Representative Assembly, and with the consent of the president and the Representative Assembly, I will ask that *Mr. Shaw* of Philadelphia be recognized at this time to present these matters for your consideration. *Mr. Shaw* will make a motion when he has finished what he has to say.

Mr. Reuben T. Shaw (Pennsylvania): It is my privilege to offer the following resolution, which has been passed unanimously by the Executive Committee and the Board of Directors. The parliamentarian suggests that I ask for unanimous

consent. I presumed that was covered by *Mr. Cram's* request but I will repeat it. May I have unanimous consent to offer this resolution at this time?

President Woodruff: Unanimous consent is requested. Is there objection? Hearing none, it is granted.

Mr. Shaw: The resolution regarding the American Legion is as follows:

That a committee of not more than five be appointed to confer with the American Legion and other service organizations having constructive education programs with the view of enlisting their support toward the enactment of laws providing for federal aid to public education.

(Upon motion made by *Mr. Shaw* and duly seconded, the resolution was unanimously adopted.)

Mr. Shaw: The resolution concerning cooperation with the World Federation of Education Associations is as follows:

Be It Resolved:

1. That the Committee on International Relations be made a joint enterprise between the National Education Association and the World Federation of Education Associations:

a. President of each of these Associations to appoint one member to the general Advisory Committee from each of the 48 states, Alaska, Canal Zone, the District of Columbia, Hawaii, Puerto Rico, and the Virgin Islands

b. Five members of the Committee on International Relations to be designated by the N.E.A. president, one of whom for 1938-39 shall be *Paul Monroe*, president of the W.F.E.A.

2. That during 1938-39 the major attention of the members of the Committee on International Relations be devoted to administrative organization designed to improve and to coordinate the efforts of the N.E.A. and the W.F.E.A. Among the problems which might properly be studied are the following:

a. What can the N.E.A. do to carry out the W.F.E.A. program in the United States?

b. What relationships should the N.E.A. have with international and other American educational organizations with similar objectives (including groups interested in peace education, exchange of teachers, scholarships, etc.)?

c. What contacts should be established with both national and international non-school agencies which are interested in international understanding (including peace societies, Pan American Union, U. S. Department of State, etc.)? This report is to be made to the N.E.A. Executive Committee not later than the February meeting in 1939.

3. That during 1938-39 the Committee on International Relations should take the following steps to acquaint N.E.A. members with our international opportunities:

a. Cooperate with *Mr. Morgan* in preparing a *Journal* feature, possibly on Pan American relationships (a type of activity recommended by Secretary of State Hull)

b. Cooperate with *Mr. Farley* in preparing an appropriate radio program (this might be merged with the W.F.E.A.'s Goodwill Program)

c. Cooperate with *Mr. Hubbard* in compiling a handbook consisting of N.E.A. resolutions, the constitution of the W.F.E.A., names of members of the Committee on International Relations, preliminary plans for the next W.F.E.A. convention, and similar pertinent material of use in promoting interest in international goodwill.

4. That the N.E.A. Executive Committee authorize the 1938-39 president to send a letter informing the W.F.E.A. officers of any of these recommendations which are approved and urging immediate steps necessary to supplement the foregoing proposals. Among the points suggested for emphasis in this communication are:

- a. The necessity of cooperative thinking in putting the W.F.E.A. on a sound financial basis
- b. The advisability of an official full-time executive secretary at Washington, D. C.
- c. The desirability of more widespread information on the administration and program of the next W.F.E.A. convention
- d. The advisability of providing more definitely for coordination among delegates to the W.F.E.A. from all participating American associations.

(Upon motion made by *Mr. Shaw* and duly seconded, the resolution was unanimously adopted.)

President Woodruff: At this time, our treasurer will be heard.

Mr. R. E. Offenhauer (Ohio): I want your unanimous consent to present a matter that will take only a few moments.

President Woodruff: Unanimous consent is requested. Is there any objection? Hearing none, it is granted.

Mr. Offenhauer: Heretofore, we have recognized our past presidents by granting to them a Life Membership in this Association. We are now happy in the fact that our presidents, as they come to us, already have Life Memberships. We feel that we should change our form of recognition. During this year the Executive Committee has been working on such a form of recognition in the matter of a medal or some other form that can be worked out.

I should like to move that this Assembly grant the Executive Committee the authority to go ahead and prepare a recognition as they see fit, not to cost more than \$100.

(The motion was seconded and carried unanimously.)

President Woodruff: We have present with us this morning a fellow teacher from China, *Mr. Ting Su*, who will bring greetings.

Mr. Ting Su: It is my great pleasure to bring you greetings from the Chinese teachers and students. During the last two decades the people and educators of the United States have greatly helped China to carry forward her educational program. Many American missionary schools and other educational institutions built from Boxer Indemnity Funds have been established in cities of Shanghai, Nanking, and Peiping. Altho these schools have been forced to close their doors temporarily, we Chinese teachers and people are still very grateful to you and to the people of your country.

Teachers in China have also recognized the responsibility of education in promoting world citizenship. We teachers in all parts of the world should carry on this responsibility. Effective world citizenship is built on justice, truth, humanity, democracy, and liberty. The cooperation of all teachers in all countries is necessary to achieve these ends.

President Woodruff: Is there any other business to come before the session?

Miss Adair: I would like to state that the rules and bylaws and the charter that we have heard so much about, have been carefully checked by our attorney and by the parliamentarian. They will be rechecked, and I am asking *Mr. Givens* to print them in a small pamphlet so that if you would like to study them during the winter, you may get them from *Mr. Givens* at headquarters office.

President Woodruff: Before we have a motion to adjourn, I would like to express sincerely my appreciation for the cooperation of this great Assembly during the entire week. Everybody has had a chance to express his own opinion, and to agree or disagree with anybody else, but we have all been friendly and happy.

A motion to adjourn is now in order.

(Upon motion regularly made and seconded, the session adjourned at 12:00 o'clock.)

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Fourth Business Session, Thursday Afternoon, June 30, 1938

At a special business meeting called at the close of the General Session on Wednesday evening, the Elections Committee made its report.

President Woodruff: At this time I will ask the Elections Committee to make an announcement—*Mr. L. Frazer Banks*, chairman.

Mr. L. Frazer Banks (Alabama): I want to express my appreciation to you for your patience today during the voting when the crowds were large and I also want to express my appreciation to the members of this Committee for their excellent work in conducting the election and in checking the results, and to *Miss Elizabeth Greger*, who had charge of the balloting by the Hare System of Proportional Representation and who was not a member of the Committee.

According to action taken last year making the term of members of the Board of Directors three years, only eighteen directors were elected this year. They are as follows: District of Columbia—*A. Grace Lind*, Georgia—*M. D. Collins*, Illinois—*John W. Thalman*, Indiana—*Charles O. Williams*, Kansas—*F. L. Schlagle*, Kentucky—*W. S. Taylor*, Mississippi—*H. V. Cooper*, Missouri—*Thomas J. Walker*, Nevada—*J. R. Warren*, New Jersey—*Sarah O. Whitlock*, New York—*Rena B. Rockwell*, North Dakota—*G. W. Hanna*, Ohio—*L. W. Reese*, Pennsylvania—*Harvey E. Gayman*, Puerto Rico—*Francisco Rodriguez-Lopez*, South Carolina—*A. C. Flora*, South Dakota—*S. B. Nissen*, Utah—*N. Howard Jensen*.

The three members elected by you to the Executive Committee are: *Albert M. Shaw* of California, *Mrs. Myrtle Hooper Dahl* of Minnesota, and *Sidney B. Hall* of Virginia. Treasurer—*R. E. Offenhauer* (no contest). Vicepresidents: *Andrew Avery* of Georgia, *M. E. Brockman* of South Carolina, *Everett R. Erickson* of Alaska, *Harley W. Holmes* of Michigan, *R. L. Hunt* of South Dakota, *Mrs. Laurel O. Knezevich* of California, *Daisy Lord* of Connecticut, *Lester A. Rodes* of New Jersey, *B. C. Tighe* of North Dakota, *Paul Thurston* of Nevada, and *N. Eliot Willis* of Massachusetts.

For president—*Reuben T. Shaw*.

The fourth business meeting convened on Thursday afternoon, following the general session.

President Woodruff: Members of the National Education Association: I am deeply conscious of the honor you bestowed upon me last year in Detroit and the confidence you reposed in me. As I assumed the presidency of this great association—largest and in many respects the most significant body of educators—I said it was a solemn moment; it was not a moment of triumph but of consecration. I meant it then, but the solemnity has deepened until the very bigness of it has at times seemed almost overwhelming. And now at this closing hour of that year the memory of which will be to me forever a precious possession I want to express my deepest appreciation.

Mr. Shaw, you and I have been working long together in the interests of education and I pass on to you this symbol of leadership with the assurance that it will be in the hands of one who will give the best as he sees it to the progress of this organization. May God bless you and the National Education Association this coming year and lead it on thru you to a greater and more unified profession than ever it has been.

Mr. Reuben T. Shaw (Pennsylvania): *Madam President*. I deeply appreciate all the honors that are evidenced by the friendship which comes from my fellow members at this convention.

I am deeply conscious also of the responsibility which the gavel which you have passed to me represents—a responsibility far too great to be carried by me alone. I am so glad that you are going to be with me during the coming year on the Executive Committee and I crave the support of every member of the Association that we may carry forward much more than was evidenced in *President Woodruff's* remarks. I want in a small way, if I can, with your help to carry forward the

great torch which our distinguished leader and much beloved president has carried during the past year.

President Woodruff: May I announce the spectacular program arranged by the City of New York for this evening at eight o'clock in Madison Square Garden, to which all members and friends of the National Education Association are invited.

The gavel now falls upon the Seventy-sixth Annual Convention of the National Education Association.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

MINUTES OF THE MEETINGS OF THE BOARD OF DIRECTORS

New York City

Monday Afternoon, June 27, 1938

The meeting of the Board of Directors of the National Education Association convened at 2 P.M. in Parlors A and B of the Hotel Pennsylvania. The meeting was called to order by *President Caroline S. Woodruff*. *Secretary Givens* called the roll which showed the following present:

State Directors: Alabama—*L. Frazer Banks*, Alaska—*Everett R. Erickson*, Arizona—*Harold W. Smith*, Arkansas—*W. E. Phipps*, California—*Helen Holt*, Colorado—*W. B. Mooney*, Connecticut—*Helen T. Collins*, Florida—*James S. Rickards*, Georgia—*M. D. Collins*, Hawaii—*Earl L. McTaggart*, Idaho—*W. D. Vincent*, Illinois—*John W. Thalman*, Iowa—*Fred D. Cram*, Kansas—*F. L. Schlagle*, Louisiana—*J. N. Poche*, Maine—*William B. Jack*, Massachusetts—*Annie C. Woodward*, Michigan—*Grover Stout*, Minnesota—*Daisy Brown*, Mississippi—*W. N. Taylor* for *H. V. Cooper*, Missouri—*Thomas J. Walker*, Montana—*M. P. Moe*, Nebraska—*Alice M. Robinson*, Nevada—*C. Layton Galbraith*, New Hampshire—*Lyle Wilson Ewing*, New Mexico—*Margaret Kennedy* for *D. N. Pope*, New York—*Frederick H. Law*, Ohio—*B. F. Stanton*, Oklahoma—*Kate Frank*, Oregon—*C. R. Bowman*, Pennsylvania—*J. Herbert Kelley*, Rhode Island—*James F. Rockett*, South Carolina—*A. C. Flora*, South Dakota—*S. B. Nissen*, Texas—*Rush M. Caldwell*, Utah—*N. Howard Jensen*, Vermont—*Joseph A. Wiggin*, Virginia—*Mrs. Edith B. Joynes*, Washington—*Cora Oleson*, West Virginia—*W. W. Trent*, Wisconsin—*Amanda H. Schuette*, Wyoming—*H. H. Moyer*.

Directors ex officio: *Caroline S. Woodruff*, president; *Orville C. Pratt*, first vice-president; *R. E. Offenhauer*, treasurer; *Joseph H. Saunders*, chairman, Board of Trustees.

Life directors: Illinois State Teachers Association represented by *R. C. Moore*; Teachers Institute, Philadelphia, represented by *Samuel Parry*.

A motion was made to accept the resignations of *Mr. Cooper* of Mississippi and *Mr. Pope* of New Mexico and to put in their places at this meeting *Mr. Taylor* of Mississippi and *Miss Kennedy* of New Mexico. Seconded and carried.

Henry Lester Smith, chairman, presented the report of the Committee on Academic Freedom. *Mr. Smith* moved that the report be accepted. Seconded by *Mr. Trent* of West Virginia. Carried.

James Moran, chairman, presented the report of the Committee on Credit Unions. *Miss Collins* of Connecticut moved that it be accepted. Seconded by *Miss Kennedy* of New Mexico. Carried.

George M. Pogue, chairman, presented the report of the National Council on Teacher Retirement of the National Education Association. *Mr. Offenhauer* of Ohio moved that the report be accepted. Seconded by *Mr. Cram* of Iowa. Carried.

Willard S. Elsbree, chairman, presented the report of the Committee on Salaries. *Mr. Mooney* of Colorado moved that the report be accepted. Seconded by *Miss Holt* of California. Carried.

Cornelia S. Adair presented the report of the Committee on Bylaws and Rules. *Mr. Mooney* of Colorado moved that the rules be accepted as read. Seconded by *Mr. Stanton* of Ohio. Carried.

Mr. Mooney of Colorado moved that the matter of having two state directors in New York be referred to the Rules Committee. Seconded by *Miss Woodward* of Massachusetts. Carried.

Edwin A. Lee, member of the executive committee of the Committee on Individual Guidance presented the report of the Committee for the chairman, *Herbert R. Stolz*. A motion was made that this report be accepted. Seconded by *Mr. McTaggart* of Hawaii. Carried.

Edith Lathrop, member and former chairman, presented the report of the Joint Committee of the National Education Association and the American Library Association. *Miss Brown* of Minnesota moved that the report be accepted. Seconded by *Mr. Moore* of Illinois. Carried.

Kate V. Wofford, member of the executive committee of the Committee on Economic Status of the Rural Teacher, presented the report of the Committee for the chairman, *William McKinley Robinson*. *Mr. Stanton* of Ohio moved that the report be accepted. Seconded by *Mr. Thalman* of Illinois. Carried.

John A. Sexson, a member of the Commission, presented the report of the Educational Policies Commission for the chairman, *A. J. Stoddard*. *Miss Holt* of California moved that the report be accepted. Seconded by *Miss Kennedy* of New Mexico. Carried.

Orville C. Pratt, chairman, presented a special report on Amendments to the Bylaws which was referred to the Executive Committee at the Detroit convention by the Committee on Reorganization. *Mrs. Joynes* of Virginia moved that the complete report be accepted and referred to the Representative Assembly for action. Seconded by *Mr. Schlagle* of Kansas. Carried.

The meeting adjourned at 5 P.M.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Tuesday Afternoon, June 28, 1938

The meeting of the Board of Directors of the National Education Association convened at 2 P.M. in Parlors A and B of the Hotel Pennsylvania. The meeting was called to order by *President Caroline S. Woodruff*. *Secretary Givens* called the roll which showed the following present:

State Directors: Alabama—*L. Frazer Banks*, Alaska—*Everett R. Erickson*, Arizona—*Harold W. Smith*, Arkansas—*W. E. Phipps*, California—*Helen Holt*, Colorado—*W. B. Mooney*, Connecticut—*Helen T. Collins*, Florida—*James S. Rickards*, Georgia—*M. D. Collins*, Hawaii—*Earl L. McTaggart*, Idaho—*W. D. Vincent*, Illinois—*John W. Thalman*, Iowa—*Fred D. Cram*, Kansas—*F. L. Schlagle*, Kentucky—*D. Y. Dunn*, Louisiana—*J. N. Poche*, Maine—*William B. Jack*, Massachusetts—*Annie C. Woodward*, Minnesota—*Daisy Brown*, Mississippi—*H. V. Cooper*, Missouri—*Thomas J. Walker*, Montana—*M. P. Moe*, Nebraska—*Alice M. Robinson*, Nevada—*C. Layton Galbraith*, New Hampshire—*Lyle Wilson Ewing*, New Jersey—*Lester A. Rodes*, New Mexico—*Margaret Kennedy*, New York—*Frederick H. Law*, North Carolina—*Elmer H. Garinger*, Ohio—*B. F. Stanton*, Oklahoma—*Kate Frank*, Oregon—*C. R. Bowman*, Pennsylvania—*J. Herbert Kelley*, Rhode Island—*James F. Rockett*, South Carolina—*A. C. Flora*, South Dakota—*S. B. Nissen*, Tennessee—*S. L. Ragsdale*, Texas—*Rush M. Caldwell*, Utah—*N. Howard Jensen*, Vermont—*Joseph A. Wiggin*, Virginia—*Mrs. Edith B. Joynes*, Washington—*Cora Oleson*, West Virginia—*W. W. Trent*, Wisconsin—*Amanda H. Schuette*, Wyoming—*H. H. Moyer*.

Directors ex officio: *Caroline S. Woodruff*, president; *R. E. Offenhauer*, treasurer, *Joseph H. Saunders*, chairman, Board of Trustees.

Life directors: Illinois State Teachers Association, Springfield, Illinois, represented by *R. C. Moore*; Teachers Institute, Philadelphia, Pennsylvania, represented by *Samuel Parry*.

Mr. Whittenberg of Illinois expressed his desire to retire as a member of the Board of Trustees. *Miss Woodruff* expressed appreciation for his services.

Albert M. Shaw, chairman, presented the report of the Committee on Cooperatives. *Mr. Erickson* of Alaska moved that the report be accepted. Seconded by *Mrs. Joynes*. Carried.

Reuben T. Shaw of Philadelphia presented the following recommendation regarding the American Legion:

The Executive Committee recommends that a committee of not more than 5 be appointed to confer with the American Legion and other service organizations for constructive education programs with a view of enlisting their support toward the enactment of laws providing for federal aid to education.

Mr. Cram of Iowa moved that the Executive Committee's recommendation be accepted. Seconded by *Mr. Collins* of Georgia. Carried.

Mr. Shaw then presented the Executive Committee's recommendations regarding the World Federation of Education Associations. A motion was made to accept these recommendations by *Mr. Stanton* of Ohio. Seconded by *Mr. Erickson* of Alaska. Carried.

A motion was made by *Mr. Cram* of Iowa that the Board of Directors delegate *Mr. Shaw* to present these recommendations to the Representative Assembly. *Mr. Erickson* of Alaska seconded the motion. Carried.

N. C. Newbold presented the report of the Committee To Cooperate with the American Teachers Association.

Miss Schuette of Wisconsin moved that the report be accepted and that the request for funds be referred to the Executive Committee. Seconded and carried.

Annie C. Woodward presented the report of the Committee on International Relations. *Miss Woodward* moved that the Board of Directors accept this report and refer it to the Representative Assembly. *Mr. Erickson* of Alaska seconded the motion. Carried.

Helen T. Collins presented the report of the Budget Committee and requested that *Mr. Givens* go over the report in detail. *Miss Collins* moved that the report be approved and referred to the Representative Assembly. Seconded. Carried.

The next item for discussion was the matter of two directors for certain states. *Miss Adair* stated the recommendation of the Executive Committee and suggested that Article II, Section 1 (b), page 52 of the New York Manual for Delegates, be amended by adding the following: "Provided, however, that any state which has 20,000 or more members as of the May 31 preceding the annual meeting shall be entitled to elect a second director."

Miss Adair gave the recommendation of the Committee to amend Article II, Section 2, Line 15, page 53 of the New York Manual for Delegates, by changing the word *and* to *or* so that the sentence shall read as follows:

Only delegates who are active members of the National Education Association and whose dues have been paid in a state or district, territorial or local association, if organized, respectively, shall have the right to vote for such directors.

In discussing the matter of two state directors in New York, *Mr. Collins* stated that the situation was somewhat different in Georgia from that in New York.

Mr. Moore of Illinois stated that he did not feel unkindly toward this matter.

Mr. Mooney moved that the Board of Directors be instructed to bring in a rule giving the states with 20,000 or more National Education Association members two directors. *Mr. Stanton* of Ohio seconded the motion. No action taken.

Mr. Saunders of Virginia stated that he could see some very serious dangers in the proposal for two directors, and suggested a substitute motion. He made a motion to add after the words "and one additional member of each state, territory, or district," the words "and from the city of New York."

Mr. Thalman of Illinois seconded the motion. No action taken.

Mr. Jensen of Utah stated that he was for the original motion made by *Mr. Mooney*.

Mr. Caldwell of Texas stated that he liked the suggestion trying out the plan in New York.

Mr. Smith of Arizona stated his preference for the original motion, i.e., of having two directors for states with 20,000 or more members.

Secretary Givens stated that he had two letters from *Mr. Eldred*, secretary of the New York State Teachers Association. In reply to the suggestion of a separate director for New York City, *Mr. Eldred* stated that he was very much afraid it would work out unfavorably to both the state and the national association. *Mr. Givens* said that he later wrote to *Messrs. Eldred, Kelley, Stanton, and Cloud*, and asked the same question and also the suggestion of two directors in any state where there are 20,000 members. *Mr. Eldred, Mr. Kelley, and Mr. Stanton* thought this proposal might work satisfactorily. *Mr. Cloud* suggested an associate director who would have the same duties as the director.

Mr. Rickards of Florida stated that he would not vote against the recommendation and that he had no desire to interfere with the welfare and progress of New York City, but that he had the feeling that this problem was going to make it harder for state associations to move forward as rapidly as they might.

Mr. Kelley of Pennsylvania stated that Pennsylvania already had two directors. He introduced *Mr. Parry* who represents the Teachers Institute of Philadelphia, a life director of the N.E.A.

Mr. Stout of Michigan stated that there is no city in the country faced with the same problem as New York and that no one should object to *Mr. Saunders'* motion that the name "New York" be added.

Mr. Flora of South Carolina stated that the substitute motion would mean no impetus to membership; he said that one motion meant impetus to National Education Association membership, and the other meant nothing to the National Education Association.

The result of a roll call on *Mr. Saunders'* motion was as follows:

Alabama	No	Nevada	No
Alaska	No	New Hampshire	No
Arizona	No	New Jersey	No
Arkansas	Yes	New Mexico	No
California	No	New York	Yes
Colorado	No	North Carolina	No
Connecticut	No	North Dakota	No
Delaware	No	Ohio	Yes
D. C.	A	Oklahoma	No
Florida	Yes	Oregon	No
Georgia	No	Pennsylvania	No
Hawaii	No	Puerto Rico	A
Idaho	No	Rhode Island	No
Illinois	Yes	South Carolina	No
Indiana	A	South Dakota	No
Iowa	No	Tennessee	No
Kansas	Yes	Texas	Yes
Kentucky	No	Utah	No
Louisiana	No	Vermont	No
Maine	No	Virginia	Yes
Maryland	No	Washington	No
Massachusetts	No	West Virginia	No
Michigan	Yes	Wisconsin	No
Minnesota	No	Wyoming	No
Mississippi	No	Treasurer	No
Missouri	No	Chairman, Board of Trustees	Yes
Montana	No	Illinois State Teachers Association	Yes
Nebraska	Yes	Teachers Institute, Philadelphia	No

The motion was lost.

A roll call was then taken on the original motion of *Mr. Mooney* that Article II, Section 1 (b) page 52 of the New York Manual for Delegates, be amended by adding the following:

Provided, however, that any state which has 20,000 or more members as of the May 31 preceding the annual meeting shall be entitled to elect a second director.

The roll call follows:

Alabama	Yes	Nevada	Yes
Alaska	Yes	New Hampshire	Yes
Arizona	Yes	New Jersey	Yes
Arkansas	Yes	New Mexico	Yes
Colorado	Yes	New York	Yes
Connecticut	Yes	North Carolina	Yes
Delaware	Yes	North Dakota	Yes
D. C.	A	Ohio	Yes
Florida	Yes	Oklahoma	Yes
Georgia	Yes	Oregon	Yes
Hawaii	Yes	Pennsylvania	Yes
Idaho	Yes	Puerto Rico	A
Illinois	No	Rhode Island	Yes
Indiana	A	South Carolina	Yes
Iowa	Yes	South Dakota	Yes
Kansas	No	Tennessee	Yes
Kentucky	Yes	Texas	Yes
Louisiana	Yes	Utah	Yes
Maine	Yes	Vermont	Yes
Maryland	Yes	Washington	Yes
Massachusetts	Yes	West Virginia	Yes
Michigan	No	Wyoming	Yes
Minnesota	Yes	Treasurer	Yes
Mississippi	Yes	Saunders	No
Missouri	Yes	Illinois State Teachers Association	No
Montana	Yes	Teachers Institute, Philadelphia	Yes
Nebraska	Yes		

The motion was carried.

Mrs. Joynes moved that the following be made a Standing Rule: "The first day of the annual meeting shall be Monday; the first day of the business meeting shall be Tuesday." Seconded. Carried.

Miss Goodykoontz gave the report of the Committee on Supply, Preparation, and Certification of Teachers. *Mr. Stanton* of Ohio moved that this report be accepted. Carried.

Mr. Mooney of Colorado made a motion that all reports not read—which included: Horace Mann Centennial Celebration, Joint Committee of the National Education Association and National Congress of Parents and Teachers, Legislative Commission, Tenure, Joint Committee on Health Problems in Education, and Equal Opportunity—be referred to the Representative Assembly. *Mrs. Joynes* seconded the motion. Carried.

The meeting adjourned.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Friday Morning, July 1, 1938

The newly elected Board of Directors held a breakfast meeting in the Southeast Ballroom of the Pennsylvania Hotel at 7:30 A.M. The meeting was called to order by the newly elected president, *Reuben T. Shaw*. *Secretary Givens* called the roll which showed the following in attendance:

State Directors: Alabama—*L. Frazer Banks*, Alaska—*Everett R. Erickson*, Arizona—*Harold W. Smith*, Arkansas—*W. E. Phipps*, California—*Helen Holt*, Colorado—*W. B. Mooney*, Connecticut—*Helen T. Collins*, Delaware—*H. V. Holloway*, Florida—*James S. Rickards*, Georgia—*M. D. Collins*, Hawaii—*Earl L. McTaggart*, Idaho—*W. D. Vincent*, Illinois—*John W. Thalman*, Indiana—*Charles O. Williams*, Iowa—*Fred D. Cram*, Kansas—*F. L. Schlagle*, Louisiana—*J. N. Poche*, Maine—*William B. Jack*, Maryland—*Eugene W. Pruitt*, Massachusetts—*Annie C. Woodward*, Michigan—*Grover Stout*, Minnesota—*Daisy Brown*, Mississippi—*W. N. Taylor* (substitute), Missouri—*Thomas J. Walker*, Montana—*M. P. Moe*, Nebraska—*Alice M. Robinson*, New Hampshire—*Lyle Wilson Ewing*, New Jersey—*Sarah O. Whitlock*, New Mexico—*Margaret Kennedy* (substitute), New York—*Rena B. Rockwell*, North Carolina—*Elmer H. Garinger*, Ohio—*L. W. Reese*, Oklahoma—*Kate Frank*, Oregon—*C. R. Bowman*, Pennsylvania—*Harvey E. Gayman*, Rhode Island—*James F. Rockett*, South Carolina—*A. C. Flora*, South Dakota—*S. B. Nissen*, Tennessee—*S. L. Ragsdale*, Texas—*Rush M. Caldwell*, Utah—*N. Howard Jensen*, Vermont—*Joseph A. Wiggin*, West Virginia—*W. W. Trent*, Wisconsin—*Amanda H. Schuette*.

Directors ex officio: *Caroline S. Woodruff*; *R. E. Offenhauer*; *Joseph H. Saunders*.

Life directors: Teacher's Institute, Philadelphia, represented by *Samuel Parry*.

The invitations from cities for the 1939 summer convention were considered. The first invitation was from Chicago, presented by *Robert Keenan*. *John W. Thalman* seconded the invitation.

Mr. Reese presented an invitation from Columbus, Ohio.

Mr. Williams extended an invitation from Indianapolis.

Helen Holt presented an invitation from San Francisco. *Superintendent Nourse* and *Deputy Superintendent Kennedy* enlarged upon her remarks. *Mr. Swanson* of the Convention and Tourist Bureau spoke about the desirability of San Francisco as a convention city.

Mr. Banks of Alabama made a motion that the Board of Directors vote for just one city at a time. Seconded by *Mr. Cram* of Iowa. Carried.

Of the fifty-one votes cast for the convention city, San Francisco received 44; Chicago, 5; and Columbus, 2.

Mr. Thalman of Illinois made a motion that the invitation from San Francisco be accepted. Seconded and carried.

President Shaw explained that the selection of the convention city would go to the Executive Committee for final action.

Invitations for the 1940 summer convention were received from *Mr. Morgan*—Atlantic City; *Robert Keenan*—Chicago; *Frances Jelinek* and *Amanda Schuette*—Milwaukee.

Miss Whitlock of New Jersey moved that the Board of Directors proceed to the next order of business—the election of a member of the Board of Trustees.

The president announced an elections committee as follows: *M. P. Moe*—Montana; *S. B. Nissen*—South Dakota; *Rena B. Rockwell*—New York; *Sarah O. Whitlock*—New Jersey; *Earl L. McTaggart*—Hawaii.

Mr. Jensen of Utah opened the nominations with the name of *H. Parley Kilburn*. *Mrs. Edith B. Joynes* nominated *Thomas J. Walker*. *Cora Oleson* nominated *D. E. Temple*. *Kate Frank* of Oklahoma, *John W. Thalman* of Illinois, *Lyle W. Ewing* of New Hampshire, *Rush M. Caldwell* of Texas, and *Helen T. Collins* of Connecticut seconded the nomination of *Mr. Walker*.

Mr. Mooney moved that the nominations be closed. Seconded and carried. Of the total 48 votes cast, *Mr. Walker* received 38; *Mr. Temple*, 6; and *Mr. Kilburn*, 4. *Thomas J. Walker* was declared elected as a member of the Board of Trustees.

Nominations were then in order for election of members of the Executive Committee. The president suggested the possibility of considering the use of the Hare System in the vote on the Executive Committee members at future meetings.

Mr. Mooney made a motion that *Fred D. Cram* and *Amy Hinrichs* be reelected by acclamation. Seconded by *Earl McTaggart* of Hawaii and carried unanimously.

Election of two members of the Budget Committee was then considered. *Secretary Givens* read the following resolution adopted by the Board of Directors at the Atlantic City meeting in 1932: "That the Budget Committee be composed of 5 members elected from the elected Board of Directors and that they serve for a period of 3 years except that the 5 elected this year shall determine among themselves by lot one person to serve for one year, two for two years, two for three years and that they shall not be eligible to succeed themselves." *Mr. Williams* made a motion that the resolution be amended by striking out "they shall not be eligible to succeed themselves." *Mr. Cram* seconded the motion. The motion was lost.

Mr. Walker tendered his resignation as a member of the Budget Committee. *Mr. Thalman* moved that the resignation of *Mr. Walker* be accepted. Seconded and carried.

Mr. Pruitt made a motion that a member of the Budget Committee to fill the unexpired term of *Mr. Walker* be elected first. This motion was carried unanimously. *Mr. Stout* nominated *Harold W. Smith* of Arizona. *Mr. Ewing* nominated *A. C. Flora* of South Carolina. The total votes cast was 45 of which *Mr. Flora* received 29 and *Mr. Smith*, 16. *Mr. Flora* was declared elected to fill the unexpired term of *Mr. Walker*.

Mr. Williams nominated *W. W. Trent* of West Virginia and *Mr. McTaggart* nominated *Harold W. Smith* of Arizona for the other members of the Budget Committee. The ballot was unanimous.

Mr. Flora made a motion that the Board of Directors appropriate funds to meet the budget for the ensuing year. Seconded and carried unanimously.

Mr. Stout made a motion that the Executive Committee be instructed to send appropriate letters of appreciation to officials of New York. Seconded and carried.

A motion was made to accept resignations of members of the Board of Directors who had substituted for this meeting and to reinstate the regularly elected directors. Seconded and carried.

A motion to adjourn was seconded and carried. The meeting adjourned at 10:10 A.M.

WILLARD E. GIVENS, *Executive Secretary*
REUBEN T. SHAW, *President*

MINUTES OF THE MEETINGS OF THE EXECUTIVE COMMITTEE

Washington, D. C.

Saturday, October 2, 1937

(In Brief)

The Executive Committee convened at 10:05 A.M. in the Board of Directors Room of the headquarters building, Washington, D. C., with the following members present: *Caroline S. Woodruff*, president, *Fred D. Cram*, *Mrs. Myrtle Hooper Dahl*, *Amy H. Hinrichs*, *R. E. Offenbauer*, *Reuben T. Shaw*, and *David A. Van Buskirk*. *Willard E. Givens*, executive secretary, and *Harriett M. Chase*, chief assistant to the secretary, were also present. *Mr. Givens* read a letter from *Orville C. Pratt* in which he stated that he would be unable to attend the meeting due to the pressure of duties in Spokane. *Joseph H. Saunders* was unable to be present because of illness. *Mr.*

Shaw made a motion, seconded by *Miss Hinrichs*, and unanimously carried, that a word of greeting be sent from the Executive Committee to *Mr. Saunders* wishing him a speedy recovery.

The minutes of the meetings at Detroit were approved.

Brief reports on the work being carried on in the headquarters building were given by the following secretaries of departments, heads of divisions, and those in charge of other groups: American Association of School Administrators, *S. D. Shankland*; Deans of Women, *Kathryn G. Heath*; Elementary School Principals, *Eva G. Pinkston*; Supervisors and Directors of Instruction, *Mary F. Hazell*; Accounts and Records, *Mary J. Winfree*; Business, *H. A. Allan*; Classroom Service, *Agnes Winn*; Publications—American Education Week, *Lyle W. Ashby*, and Publicity and Radio, *Belmont Farley*; Research, *Frank W. Hubbard*; Rural Service, *Howard A. Dawson*; Educational Policies Commission, *William G. Carr*; School Health Education Service, *Anne Whitney*; and World Federation of Education Associations, *J. W. Crabtree*. No report was given for the Division of Field Service, since *Charl O. Williams*, director, was in the hospital recovering from an accident. *T. D. Martin*, director of the Division of Membership, was out of the city attending educational meetings in New York state, and therefore no report was given for this Division. However, the subject of membership was covered in the report given by the director of the Division of Accounts and Records.

Since the *Journal* was to be discussed later in the meeting, no report was given at this time, *Mr. Morgan*, editor of the *Journal*, being in Maine attending educational meetings.

At this point, *Mr. Offenbauer* made a brief statement to the effect that the N.E.A. was reaching its desirable objective of not having to borrow money during the summer period. Further, he felt that the item of \$8,000 in the budget for "depreciation" should be increased in order to safeguard the future. All members of the Executive Committee who wished to do so were invited to inspect the property, recently purchased, adjoining the N.E.A. on M Street. *Mr. Offenbauer* stated that the income from this property pays for the cost.

The meeting adjourned at 12:30 P.M. for luncheon, reconvening at 2:15 P.M.

President Woodruff called the meeting of the Executive Committee to order.

Mr. Givens read a letter from *Charles H. Judd* to *A. J. Stoddard*, chairman of the Educational Policies Commission, in which he asked to be released from membership in the Educational Policies Commission. A letter was also read, signed by *Mr. Stoddard* as chairman and by *William G. Carr* as secretary of the Educational Policies Commission, recommending the appointment of *Edmund E. Day*, president of Cornell University, as a member to fill the place made vacant by *Mr. Judd's* resignation. *Mr. Givens* explained that *Mr. Judd* is now on sabbatical leave from the University of Chicago, at the end of which time he will retire. *C. B. Glenn*, president of the American Association of School Administrators, who had joined the meeting together with *S. D. Shankland*, executive secretary, stated that his executive committee had accepted *Mr. Judd's* resignation and had authorized *Mr. Glenn* to vote for the appointment of *Mr. Day*. *Mr. Offenbauer* made a motion that the resignation of *Mr. Judd* be accepted. Seconded by *Miss Hinrichs*. Carried. *Mr. Van Buskirk* made a motion that the Executive Committee of the N.E.A. concur with the executive committee of the American Association of School Administrators in the appointment of *Edmund E. Day* in place of *Mr. Judd*. Seconded by *Mr. Cram*. Unanimously carried.

Mr. Glenn and *Mr. Shankland* left the meeting at 2:45 P. M.

The Representative Assembly at the Detroit Convention appropriated \$15,500 for the use of N.E.A. committees. From this amount the Representative Assembly appropriated \$500 for the Legislative Commission and \$10,000 for the Committee on Tenure, leaving a balance of \$5000 available for "other committees and commissions in amounts as determined by the Executive Committee."

The following recommendations for N.E.A. committee appropriations for 1937-38 were unanimously accepted on motion of *Mr. Cram*, seconded by *Mr. Shaw*:

Committee on Academic Freedom.....	\$ 500
Committee on Amending Charter.....	100
(To finish up work of Committee)	
Committee on Economic Status of the Rural Teacher.....	1,700
(Supplemented by General Education Board grant of \$1,500)	
Committee on Equal Opportunity.....	200
Committee on Guidance.....	200
Committee on International Relations.....	100
Joint Committee on Health Problems in Education.....	250
(An equal amount to be appropriated by the American Medical Association)	
Joint Committee of the N.E.A. and A.L.A.....	50
(An equal amount to be appropriated by the American Library Association)	
Committee on Resolutions.....	100
Committee on Reorganization.....	650
(To finish up work of Committee)	
National Council on Teacher Retirement of the N.E.A.....	400
Committee on Social Economic Goals.....	750
(For printing Committee report)	
Total	\$5,000

Mr. Offenbauer made a motion that any expenses incurred by the Committee on Bylaws and Rules in connection with the recodification of the bylaws be referred to the president and executive secretary for approval. Seconded by *Mr. Cram*. Carried.

It was brought out by the executive secretary that the following four committees, yet to be appointed, were suggested in the resolutions passed at the Detroit convention: Credit Unions; Cooperatives; Supply, Preparation, and Certification of Teachers; and Appraisal. *Mr. Shaw* stated that there should be a Committee on Salaries.

Mr. Shaw made a motion that the name of the Committee on Guidance be changed to the "Committee on Individual Guidance." Seconded by *Miss Hinrichs*. Carried.

Mrs. Dahl made a motion that such committees as are appointed this year be committees of five members, to be adequately financed, with a large advisory committee representing every state. Seconded by *Mr. Cram*. Carried.

The possibility of appointing a teachers council made up of the chairmen of the Committees on Retirement, Tenure, Salaries, Academic Freedom, and Equal Opportunity was discussed, but no action taken. It was the feeling of the Committee that this teachers council would do much toward creating a spirit of unity and cooperation among the committees. Again the matter was brought up regarding the president's appointing the new chairmen of committees for a period of three years. However, the Committee felt it unwise to make it impossible for the two following presidents to make changes in the chairmanships if they so desire.

The Representative Assembly of the Detroit convention appropriated \$13,500 for the use of N.E.A. departments. From this amount the Representative Assembly appropriated \$11,000 for the Department of Classroom Teachers and \$2500 for "Secondary Education and other departments in amounts as determined by the Executive Committee." The following recommendations for N.E.A. department appropriations for 1937-38 were unanimously accepted on motion of *Mr. Cram*, seconded by *Mr. Shaw*:

Adult Education	\$ 400
American Association for Health and Physical Education.....	200
Art Education	250
Kindergarten-Primary Education	400
National Council of Education.....	100
Secondary Education	1,500
Total	\$2,850
Available for emergency department needs.....	100

Mr. Shaw made a motion that \$450 be transferred from the Secretary's Contingent Fund to the fund for departments. Seconded by *Miss Hinrichs*. Carried.

The following departments have become self-supporting and can get along without an appropriation: American Educational Research Association, Business Education, Supervisors and Teachers of Home Economics, Rural Education, and Science Instruction.

The National Association of Teachers of Speech has been working for two years toward becoming a department of the National Education Association. The National Association of Teachers of Speech has held the required meetings and it has 503 N.E.A. members in the organization. After some discussion, *Mr. Offenhauer* made a motion instructing the executive secretary to proceed in the direction of having this group affiliate with the N.E.A. Seconded by *Mrs. Dahl*. Carried.

The next item of business was a discussion of the functions, aims, and purposes of the N.E.A. *Journal*. *Mr. Offenhauer*, chairman of the *Journal* Committee, consisting of all members of the Executive Committee, discussed various phases of the *Journal*. All agreed that it is very difficult to produce a *Journal* which appeals to all members of the N.E.A., representing as they do varied fields of education. All agreed that articles for the use of the classroom teacher should continue; that the business of the Association should appear in the text rather than in notes and announcements; that more attention should be given the World Federation of Education Associations and the entire field of international relations; and that it should continue to carry occasional articles on social trends and presentday problems.

The possibility of having an advisory committee representing every state was suggested; also getting reactions from presidents of senior classes in teachers colleges and editors of some leading commercial magazines.

Mr. Offenhauer left the meeting at 4:30 P.M.

After discussion and upon the recommendation of the executive secretary, *Mr. Shaw* made a motion that the expenses of *Miss Tarbell* and *Miss Jelinek* to League College be paid. Seconded by *Mrs. Dahl*. Carried. Upon recommendation of the executive secretary, *Mr. Shaw* made a motion, seconded by *Miss Hinrichs*, that *Miss Tarbell* be paid the equivalent of her night school salary. She gave up this position in order to carry on her duties as president of the Department of Classroom Teachers.

The facilities for the New York convention were outlined by *Secretary Givens* and *Mr. Allan*. It was the feeling of the Committee that in arranging the program much free time should be left so that those attending the convention would be able to visit places of interest in New York City. *Miss Woodruff* announced the tentative theme for the program as being, "The Responsibility of Education in Building Up a Program of Worthy World Citizenship." *Mr. Van Buskirk* made a motion that power to proceed with arrangements for holding the convention in New York City be left with the president, the executive secretary, and the business manager. Seconded by *Mr. Shaw*. Carried.

The following two items taken from the Report of the Committee on Reorganization were referred to the Executive Committee for further study by the Representative Assembly at Detroit:

To amend Article II, Section 1, to include both a first and second vicepresident and that the twelve vicepresidents become district vicepresidents; to set up methods of election of vicepresidents. (Page 6 of the Report of the Committee on Reorganization.)

To amend Article II, Section 8, making it necessary for a person to have been for two years immediately preceding the election of delegates to the Representative Assembly an active member of the N.E.A., of a state, district, or territorial association, and of a local affiliated association. (Page 8 of the Report of the Committee on Reorganization.)

Mr. Cram made a motion that a committee be appointed from the members of

the Executive Committee to study the matter and to report at the next meeting of the Executive Committee. Seconded by *Miss Hinrichs*. Carried.

The executive secretary read a statement submitted by *Howard A. Dawson*, director of the Division of Rural Service, in which the Executive Committee of the N.E.A. was asked to take action upon a new plan of membership for the Department of Rural Education whereby rural classroom teachers, if they so desired, would be allowed to become "active" members of the Department on payment of their N.E.A. membership dues without the payment of any additional membership fee. The plan also provided for "sustaining" members of the Department of Rural Education. These members would pay an annual membership fee of \$2 to the Department. The chief distinction between the two classes of members would lie in the proposal that *active* members would not be eligible to hold elective offices in the Department, or to vote on amendments to the constitution of the Department, to receive the yearbook of the Department without additional charge; while *sustaining* members would be eligible to full privileges of membership as under the present arrangement. After discussion, *Mrs. Dahl* made a motion that a committee be appointed to study the matter more fully and to report at the next meeting of the Executive Committee. Seconded by *Mr. Shaw*. Carried.

The next item of business was a discussion of the request of *Monroe Wheeler*, chairman, Research Committee of the Museum of Modern Art, New York City, for an expression from the Executive Committee of interest in seeing industrial art exhibits circulated without cost to schools thruout the country. *Mr. Shaw* made a motion, seconded by *Miss Hinrichs*, and passed, instructing the executive secretary to send a statement to the Museum of Modern Art expressing the Committee's interest in such an exhibit.

After discussing the request of the Art Project of the Works Progress Administration, *Mr. Shaw* made a motion, seconded by *Mrs. Dahl*, and carried, that the executive secretary send a letter to *Mary Steele*, director, Division of Women's and Professional Projects, wishing the Project well in its endeavor, but stating that the policy of the National Education Association is to cooperate with all worthy projects but not to become an integral part of any.

An announcement was made by *Mr. Givens* concerning the Second National Conference on Educational Broadcasting to be held in the Drake Hotel, Chicago, Illinois, November 29, 30, and December 1.

It was the unanimous opinion of the Executive Committee that stationery should be printed for the Executive Committee listing the names of all the members on the letterhead.

In regard to the payment of expenses of members of the Executive Committee in attending various educational meetings as members of the N.E.A. Executive Committee, *Mr. Shaw* made a motion that these expenses be paid when approved by the executive secretary or the president. Seconded by *Mrs. Dahl*. Carried.

Attendance of delegates at the three business meetings of the Representative Assembly was discussed after the executive secretary had read a statement showing that 75 percent was the highest percent of delegates voting at Detroit on any issue. Both *Mr. Shaw* and *Mrs. Dahl* explained how delegates attendance at meetings was being emphasized at their state association conventions. *Mr. Van Buskirk* stated that in his opinion in the future an effort should be made to keep the business meetings from running over time.

Mr. Givens called to the attention of the members of the Executive Committee the statements in their books on the powers and duties of the following groups and individuals as outlined in the charter and bylaws: Representative Assembly, Board of Directors, Board of Trustees, Executive Committee, president, executive secretary, and treasurer.

Mr. Shaw made a motion that the president appoint a committee from the Executive Committee to study the relationship of the N.E.A. to the World Federation of Education Associations and to give its recommendations at the next meeting of the Committee and provided further that the president may act upon any recommen-

dations which this committee may make to her in the meantime. Seconded by *Mrs. Dahl*. Carried.

The next meeting of the Executive Committee was set for Saturday, February 26, 1938, in Atlantic City, New Jersey.

The meeting adjourned at 6:30 P.M.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Atlantic City, New Jersey

Saturday, February 26, 1938

The Executive Committee met at 10 A.M. in *President Woodruff's* suite in the Ambassador Hotel with all members present: *Caroline S. Woodruff*, president; *Orville C. Pratt*, *Joseph H. Saunders*, *R. E. Offenhauer*, *Amy H. Hinrichs*, *Fred D. Cram*, *Mrs. Myrtle Hooper Dahl*, *Reuben T. Shaw*, *David A. Van Buskirk*. On invitation, *Edgar G. Doudna*, member of the Board of Trustees, was present for part of the meeting. *Willard E. Givens*, executive secretary, and *Harriett M. Chase*, chief assistant to the secretary, were also present.

On motion of *Mr. Offenhauer*, seconded by *Mr. Van Buskirk*, the minutes of the meeting held in Washington, D. C., October 2, 1937, were approved.

Secretary Givens recommended that the request of *Mrs. Ada J. Farmer*, president of the Department of Kindergarten-Primary Education, that her expenses be allowed to the New York City convention from the Department's appropriations, be approved. *Mr. Offenhauer* made a motion that the recommendation be approved. Seconded by *Mr. Pratt* and carried.

At this point, *Mildred Fahy*, president of the Department of Science Instruction, appeared before the Committee in the interest of having a nationwide committee of ten or twelve persons financed to study and coordinate the work being done in the field of science. In her statement, *Miss Fahy* estimated that the committee would need \$2500 for two years to complete the proposed study. The study would cover the entire field from kindergarten thru junior college. *Mr. Shaw* made a motion that the request of *Miss Fahy* be presented to the Budget Committee with the recommendation that it be carefully considered. Seconded by *Miss Hinrichs*. Carried.

Superintendent I. M. Allen of Highland Park, Michigan, appeared before the Committee at 11 o'clock to present suggestions which he considered important regarding future tenure investigations. The Highland Park case involved the dismissal of 42 teachers in July 1936, seven of whom were reappointed during the same month and later all were reappointed with the exception of six who were reappointed after being out of school a year. This case was investigated by the N.E.A. Tenure Committee and a report made at the Detroit convention in 1937. *Superintendent Allen* suggested that:

1. Report should give an adequate background of facts.
2. Report should be authenticated. All facts in a tenure case should be verified. The facts, if possible, should be agreed upon by the Tenure Committee, the board of education, and the superintendent. The Tenure Committee would then draw its conclusions upon these facts.
3. Report should be approved by official body of N.E.A. before being released.

The preparation of a motion regarding the release of committee reports was referred to *Mr. Saunders* and *Mr. Shaw* to bring to the Executive Committee at the afternoon session.

At this point, *President Woodruff* spoke of the unusual setup at the headquarters office and of the excellent work being done by the staff. She referred to her interview with President Roosevelt during which she invited him to be on the New York program. He expressed decided interest in speaking at the New York convention and promised to give definite answer later. *President Woodruff* had the unusual and happy experience of being an overnight guest at the White House on Thursday

evening, February 24, during which time she had an opportunity for a conference with *President Roosevelt* and members of his family. It was on February 24 that a summary of the report of the President's Advisory Committee on Education was released to the press and on the same day five leading superintendents of the country conferred with the President on the Report. At this conference the President gave the impression that he was in favor of federal aid to education, of distributing this aid on an equalization basis, and that he was unalterably opposed to nationalizing the schools.

In reporting on the relation of the National Education Association to the World Federation of Education Associations, *Mr. Shaw* stated that an opinionnaire had been sent to 477 individuals, made up of members of the International Relations Committee and people who attended the Tokyo conference. Eighty-three replies have been received. *Mr. Shaw* raised the question of the desirability of sending these opinionnaires again to at least some of those who had been too busy to reply. It was felt that reports which had been received would give a random sampling and that it would be unnecessary to press the matter further. In summarizing, *Mr. Shaw* stated that the International Relations Committee needs a more aggressive program: that there should be prepared an annual report; there should be a committee in each state; material should be prepared for school use and that the Committee should be given more publicity and should have facilities for furnishing information. Action on this matter was deferred pending a further report from *Mr. Shaw*.

Mrs. Dahl, who had been appointed to report on the recommendations of the Department of Rural Education, made her report at this time. In the preparation of her report, *Mrs. Dahl* sent a series of questions to members of the Executive Committee and to teachers organizations. These questions included:

1. Should we not consider a rural teacher a classroom teacher?
2. Is it not possible for teachers to receive all services of the Department of Rural Education except the yearbooks?
3. Are not teachers entitled to all services of the Division of Rural Service of the National Education Association?
4. Would it not be wiser to set up a committee within the classroom teacher group?
5. Salaries of rural teachers are so low that membership in the National Education Association is all that they can be expected to pay. Are there not already too many subdivisions of classroom teacher groups and, therefore, should we not consolidate rather than enlarge?

Rural teachers look to positions in cities and there is more continuity if they belong only to the classroom teacher group. *Mr. Dawson* of the Division of Rural Service was present on invitation during this discussion. *Mr. Dawson* felt that the officers of the Department of Rural Education would be at variance with *Mrs. Dahl's* report. There are already several statewide organizations of rural education. The only interest of the National Education Association is how best to serve the rural teacher. *Mrs. Dahl* made a motion that the Department of Rural Education center its interests in service to the county superintendents and thru them to the teacher leaving the two departments as they are. Seconded by *Miss Hinrichs*. Motion withdrawn. *Mr. Dawson* pointed out that the Department of Rural Education has amended its recommendation which is now as follows:

Rural classroom teachers may upon request become active members of the Department of Rural Education on payment of their N.E.A. membership dues without the payment of any additional membership fee. Such active members would be eligible to hold elective offices in the Department; to vote on amendments to the constitution, but not to receive the publications of the Department (*Research Bulletins* and *Yearbook*).

Mr. Saunders made a motion that the Executive Committee approve the recom-

mendation of the Department of Rural Education as amended. Seconded by *Mr. Shaw*. Carried.

The meeting adjourned for luncheon at 12:40 P.M., reconvening at 2:10 P.M.

President Woodruff called the meeting to order.

Secretary Givens called attention to two publications—*Motion Picture Guide* and *Group Discussion Guide*—very similar in appearance and edited by the same individual. The *Motion Picture Guide*, sponsored by the Department of Secondary Education of the N.E.A., is a useful and worthwhile pamphlet, while the *Group Discussion Guide*, being similar in appearance, is very misleading.

President Woodruff suggested the desirability of presenting an N.E.A. life membership to *Helen Keller* who will appear on the convention program, Monday evening, February 28, and to *Mrs. Franklin D. Roosevelt*, who will preside at the N.E.A. convention in New York City on Thursday, June 30. *Mr. Cram* made a motion that these life memberships be granted. Seconded by *Mr. Van Buskirk*. Carried.

Secretary Givens brought up the question of the possibility of changing the procedure of presenting a life membership to the retiring president of the N.E.A. Nearly everyone who becomes president of the Association now is a life member, and this together with the action taken by the Representative Assembly at the Detroit convention removing the past presidents from the deliberative body of the Association makes it desirable for a change in the president's award. *Mr. Shaw* made a motion that *President Woodruff* appoint a committee to study and report on the matter later. Seconded by *Mr. Cram*. Carried.

Mr. Offenhauer, who had been appointed chairman of a committee to report on the N.E.A. *Journal*, stated that the more he studies the problem the more complicated it becomes. He suggested the desirability of having the name of the organization hold first place on the *Journal* cover with the name "The Journal" in secondary position. After some discussion, *Mr. Shaw* made a motion that the matter be left with the executive secretary and *Mr. Offenhauer*. Seconded by *Mr. Pratt*. Carried.

At this point *Donald DuShane*, chairman of the Tenure Committee, came before the Executive Committee to report on the San Antonio tenure case. A business man of San Antonio had been elected to the board of education and had been made president of the board. Apparently, he had been given assurance by the other members of the board that they would support him in certain changes that he felt were necessary for the welfare of the schools. The one thing which he felt was most vital was that at least 300 teachers should be dismissed immediately thru a system of recommendations forced from the principals, and a special clinic set up for the examination of some of the teachers. The 150 discharged at first was reduced to 43. The indignation of the entire community finally led to the resignation of the president of the board and the Tenure Committee was assured that practically all of the 43 teachers will be restored. *Secretary Givens* read a letter from the officers of the Dallas Grade Teachers Council commending the work of the Tenure Committee in San Antonio and its resulting effect in the entire state of Texas.

Secretary Givens stated that a request had come from the American Council on Education thru *Mr. Zook* for an appropriation of \$2000 to carry forward the work on the encyclopaedia of educational research. While this is a most worthy enterprise, it was pointed out that the National Education Association is already expending about \$75,000 a year on research. *Mr. Saunders* made a motion that the American Council on Education be advised that the National Education Association is unable at this time to make a contribution for this work. Seconded by *Mr. Van Buskirk*. Carried.

At this point, *Mr. Pratt* gave his report on the questionnaire circulated to members of the Executive Committee on the questions referred to the Committee by the Committee on Reorganization at the Detroit convention. The following summarizes the report:

1. Is it desirable to have a second vicepresident elected from the United States at-large at the same time and in the same manner as the president of the association?

Answer: Yes.

Mr. Pratt moved that the vote taken by letter be sustained by the Committee. Seconded by *Mr. Shaw*. Carried.

2. Is it desirable in case of a vacancy in the presidency of the Association to have this second vicepresident succeed to the presidency?

Answer: Yes.

Mr. Pratt moved that the vote taken by letter be sustained by the Committee. Seconded by *Mr. Shaw*. Carried.

3. Is it desirable in case of another vacancy in the presidency to have the Board of Directors given power to name a president to serve thru the next annual meeting?

Since there was not a majority vote on this question, *Mr. Cram* moved that the matter be left to the Executive Committee with power to act. Seconded by *Mrs. Dahl*. Carried.

4. Is it desirable to have the United States divided into 12 districts with a district vicepresident elected from each?

Answer: No.

Mr. Pratt moved that the vote taken by letter be sustained by the Executive Committee. Seconded by *Mr. Shaw*. Carried.

5. If your answer is "yes," is the proposed district satisfactory?

Since the answer to item four was "no," it carried with it the answer to question five.

6. Is it desirable in order for a local member to be eligible as a delegate to the Representative Assembly for such local member to have been for two years immediately preceding the election an active member of the National Education Association and a member of the state, district, or territorial Association?

Since there was not a majority vote on this question, *Mr. Shaw* moved that the Committee declare itself as opposed to this as an amendment to the bylaws, but that it be considered a pronouncement of the Committee for continuing the effort in behalf of the coinclusive membership. Seconded by *Mr. Saunders*. Carried.

7. Is it desirable if the delegate is to represent a local affiliated association that he have as a prerequisite two years' membership in such association immediately preceding the election, except for newly organized local associations?

Since there was not a majority vote on this question, *Mr. Shaw* made a motion that the Committee declare itself as opposed to this as an amendment to the bylaws, but that it be considered a pronouncement of the Committee for continuing the effort in behalf of the coinclusive membership. Seconded by *Mr. Saunders*. Carried.

In discussing the definition of the term "local" as applied to local associations it was the consensus that the executive secretary be governed by the situation in the particular state.

Secretary Givens discussed the summary of the Report of the President's Advisory Committee on Education, which was released to the public on February 24. This Committee was made up of 21 individuals—three-fourths of whom were laymen. The report which has been transmitted by President Roosevelt to Congress recommends federal aid for education. The greater portion of this aid would be to help in the operation and maintenance of public elementary and secondary schools. The states would be given absolute authority over the distribution of the funds to be apportioned. The largest amount would go to rural schools where there are such glaring inequalities in educational opportunity.

The Committee discussed the possibility of a nationwide group of school trustees becoming a department of the National Education Association. It was the consensus that this group at present should be given an opportunity to meet at the time of our annual convention and that we should cooperate with them in every possible way.

The Executive Committee adjourned in order that the Board of Trustees might hold their scheduled meeting. The Committee reconvened at 5:25 P. M.

The executive secretary discussed the membership and financial situation of the Association. The increase in membership income over last year at the same time is 5.4 percent. The total paid membership as of January 31, 1938, was 169,696. The financial report shows an increase from current income. The cash position is better than at the same time last year. The increase in permanent funds and investments totals \$21,668.29.

At this point, *Mr. Saunders* and *Mr. Shaw* brought in the following resolution on the policy of the Executive Committee regarding the releasing of Committee Reports:

Be It Resolved, That the president of the National Education Association inform the chairman of each standing and each special committee of the N.E.A. that no committee report is to be published until such report has been approved by the Representative Assembly or the Board of Directors or the Executive Committee, unless such report bears on its title page the words "Tentative report of the Committee on _____ to be submitted to the National Education Association for consideration."

Mr. Saunders moved the adoption of the resolution. Seconded by *Mr. Van Buskirk*. Carried.

The question of having committees in departments—particularly the Department of Classroom Teachers—similar to nationwide committees in the National Education Association was discussed. It was pointed out that the purpose of these committees in the Department of Classroom Teachers was for the purpose of encouraging and educating local teachers.

Secretary Givens read a letter from Noble and Noble in which they proposed to furnish an award for the best textbook published during the year, the award to be presented by the National Education Association. After discussion, *Mr. Pratt* made a motion that the offer be not accepted since the possibility of selecting a best textbook is impractical. Seconded by *Mrs. Dahl*. Carried.

Secretary Givens explained that it has been the policy in the appointment of committees this year of having an executive committee of five and an advisory committee of one or more from each state and to finance at least one meeting of the executive committee in order that the committee might adequately carry on its work. It was suggested that this same policy be adopted for next year and that the executive committee of each of the larger committees be furnished sufficient funds from one or two meetings during the year. *Mrs. Dahl* moved that it be the policy of the Executive Committee to arrange for an amount in the budget to take care of this item. Seconded by *Mr. Shaw*. Carried.

The Committee approved the general idea of having the headquarters set up conferences with local teachers associations thru the Department of Classroom Teachers.

The plan for financing the work of state directors this year has been for the director to submit a plan of activity to be carried on in his state, said plan to be submitted to the executive secretary for approval. *Mr. Shaw* made a motion that this general plan for financing the work of state directors be approved for next year. Seconded by *Miss Hinrichs*. Carried.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Monday Evening, February 28, 1938

The Executive Committee met in *President Woodruff's* suite in the Ambassador Hotel at 10:40 P. M., on Monday, February 28, 1938, with all members present except *Joseph H. Saunders* and *Orville C. Pratt*. The meeting was held for the purpose of hearing the report of the committee on an award for past presidents. After careful consideration, *Mr. Offenhauer* moved to recommend to the Representative Assembly that the action of the past in giving a life membership award be changed, inasmuch as many persons now coming up for the office of president are already life members. Seconded by *Mrs. Dahl*. Carried.

Mr. Shaw reported that the Rules Committee suggests that Article II, Section 2, of the bylaws be amended by striking out the word "fourth" in line 17 and inserting the word "third," to provide for voting on Wednesday of the convention week which would enable *President Woodruff* to carry out certain program plans. The bylaw can be amended in this way by two-thirds vote of the Representative Assembly after being printed in the May issue of the *Journal* according to action taken on the report of the Committee on Reorganization at the Detroit convention.

The Committee adjourned to meet in the president's suite in the Pennsylvania Hotel, New York City, on Saturday morning, June 25, at 10 o'clock.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

New York City

Saturday Morning, June 25, 1938

The Executive Committee met at 10 A.M. in *President Woodruff's* suite in the Pennsylvania Hotel with all members present: *Caroline S. Woodruff*, president; *Orville C. Pratt*, *Joseph H. Saunders*, *R. E. Offenhauer*, *Amy H. Hinrichs*, *Fred D. Cram*, *Myrtle Hooper Dahl*, *Reuben T. Shaw*, and *David Van Buskirk*. *Willard E. Givens*, executive secretary, was also present.

The minutes of the meeting held in Atlantic City were approved.

Secretary Givens discussed the program for the New York meeting at some length.

After a discussion of the Secretary's Report, *Miss Woodruff* moved that the report be adopted and presented to the Representative Assembly. Seconded and carried.

The recommendations for adjustments in classifications and salaries as submitted by the executive secretary were approved.

The case of *Mrs. Bertha M. Robbins*, a retired employee, was discussed. *Secretary Givens* made the recommendation that *Mrs. Robbins'* retirement allowance be increased from \$60 to \$75 a month during her illness and that the hospital bill of \$60 incurred by *Mrs. Robbins* be paid.

A motion was made by *Mr. Saunders* that the recommendations of the secretary in the case of *Mrs. Robbins* be approved. Seconded. Carried.

The next matter presented was the Budget Report. *Emily Tarbell*, president of the Department of Classroom Teachers, recommended that future presidents of the Department be paid a salary of \$2500. After considerable discussion, *Secretary Givens* stated that in the past the policy has been for the president of the Department to get permission from her board of education to be absent on official business without loss of pay, if possible. If not, the policy has been to put into the budget a reasonable amount for substitutes' pay when the local board would not grant this privilege.

Mr. Pratt moved that the policy of the Association as outlined by *Secretary Givens* be approved. Seconded and carried with the recommendation that it be referred to the Representative Assembly for action.

Other budget recommendations were discussed. It was the consensus that the membership increase would not be as great next year as it has been this past year due to the business conditions thruout the country. In view of this, *Mr. Cram* moved that the Executive Committee recommend to the Budget Committee that the appropriation for 1938-39 be reduced in the amount of \$20,000. *Mr. Pratt* seconded the motion. Carried.

In discussing the pageant which is to be presented by the New York City schools, *Secretary Givens* stated that the auditorium of Brooklyn Technical High School, where the pageant is to be given, will not accommodate the large number of persons wanting to attend. The possibility of an appropriation for securing a larger auditorium was considered. It was decided to defer action on this question.

The meeting adjourned for luncheon at 1 o'clock, reconvening at 2 o'clock in the same place.

The matter of the pageant was again discussed. *Mr. Pratt* moved that authority be given the executive secretary for securing a larger auditorium with reasonable expense to the National Education Association if after further investigation that seemed wise. The motion was seconded by *Mr. Offenhauer*. Carried.

Secretary Givens proceeded with the report of the Legislative Commission. He stated that there were two questions to be discussed: First, does the National Education Association stand where it has always stood back as far as 1865 for federal money for public schools and public schools alone? Second, are we going to stand for any federal control? *Mr. Cram* pointed out that if a federal aid bill is enacted into law, somebody ought to know whether the law is being carried out as Congress intends it should be. *Mr. Saunders* suggested that we have the possibility of getting a powerful ally in the American Legion if it would cooperate.

Mr. Shaw moved that the Committee recommend to the Board of Directors and to the Representative Assembly that the same stand be taken on federal aid to education that our Association has taken each year since 1918; namely, that our Association should stand for federal aid to the public schools of the nation without federal control. Seconded. Carried.

The next point under discussion was the proposal for two state directors in certain states. *Mr. Givens* stated that he had written to *Mr. Law* and *Mr. Eldred* of New York, *Mr. Kelley* of Pennsylvania, *Mr. Stanton* of Ohio, and *Mr. Cloud* of California, because those four states have the largest membership, asking the question as to what they would think of the suggestion of allowing any state in which 20,000 or more of its teachers were enrolled in the N.E.A. to have two directors if the state association so desired, the state association to divide the territory between directors as they wished. He stated that Pennsylvania and New York would qualify immediately, and that Ohio and California are both close to 20,000. The reactions from *Messrs. Eldred, Kelley, and Stanton* were favorable to this proposition.

Mr. Cloud thought it would be better for the state association to have a director and associate director. The director, with the approval of the association, would appoint an associate director who would have the same privileges. *Mr. Shaw* moved that any state which has 25,000 members in the National Education Association may have two directors elected from that state in a manner determined by a two-thirds vote of the National Education Association members in that state. Action was deferred.

The next item discussed was the statement of procedure in handling receipts and disbursements. *Mr. Givens* proposed the following three suggested bylaws, any one of which would clarify the matter. Add after "Committee" in the fourteenth line of Article III, Sec. 2, one of the following:

1. He shall countersign checks drawn by the treasurer in payment of bills, and shall deposit in an authorized depository in the name of the Association and disburse therefrom any funds authorized by the Board of Trustees advanced to him by the treasurer for the payment of expenses set forth in the budget adopted by the Representative Assembly.

2. He shall countersign checks drawn by the treasurer in payment of bills, and shall deposit to the credit of the Association any funds advanced to him by the treasurer, when so authorized by the Board of Trustees, and shall disburse such funds for the payment of expenses set forth in the budget adopted by the Representative Assembly.

3. He shall deposit to the credit of the Association any funds advanced to him by the treasurer, when so authorized by the Board of Trustees, and shall disburse such funds for the payment of expenses authorized by the budget adopted by the Representative Assembly, and shall countersign all checks drawn by the treasurer in payment of bills.

Mr. Pratt moved that the matter be referred to the Committee on Bylaws and

Rules with the recommendation that they approve an amendment to the bylaws on the subject. Seconded. Carried.

Consideration was given to a request to appoint a member of the Educational Policies Commission representing a special group. After some discussion of the question, *Mr. Saunders* moved that the Educational Policies Commission, having served more than half of its term of office, will continue, as far as the Executive Committee is concerned, with its present personnel. Seconded by *Miss Hinrichs*. Carried.

In discussing the National Association of Teachers of Speech, *Secretary Givens* recommended that this organization be accepted as a department of the Association. *Mr. Shaw* moved that this be done. It was seconded and carried.

A petition from the National Association of Journalism Directors in Secondary Schools to become a department was also presented. After much discussion, *Mr. Shaw* moved that this be laid on the table with the other items until a later meeting. Seconded by *Mr. Pratt*. Carried.

Mr. Offenhauer gave his report on the N.E.A. *Journal* and suggested that this be discussed at a second meeting after members had had time to look over the material submitted.

Mr. Shaw read his report on the World Federation of Education Associations. *Miss Woodruff* suggested that time be taken by the members for looking over this report and that we come back to it at a later meeting.

The next item of business discussed was the invitation from the A.A.U.W. to cooperate with them in securing legislation which would make possible the participation of the United States in the International Bureau of Education at Geneva. *Mr. Shaw* suggested that since we have a federal aid bill in which we are very much interested, the most we should do would be to work with the A.A.U.W. Action was deferred.

The matter of the N.E.A. making an appropriation to the McGuffey Memorial was next discussed. *Mr. Pratt* recommended that the matter be laid on the table and that the Executive Committee come back to it at a future meeting.

In discussing the Teachers Committee for Democratic Rights, it was decided that it needed no action.

Mr. Shaw moved that a subcommittee be appointed to draw up a recommendation looking toward securing the cooperation of the American Legion in the matter of federal aid to education. *Mrs. Dahl* seconded the motion. Carried.

The meeting adjourned at 4 P. M. to meet Sunday morning, June 26, at 8 A. M.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Sunday Morning, June 26, 1938

The Executive Committee met at 8 A. M. in the president's suite at the Hotel Pennsylvania with all members present.

Miss Hinrichs made a motion that a life membership be presented to *Virginia Sappington*, an eighteen-year-old Kansas rural school teacher, whose heroism saved the lives of all her pupils during a tornado which completely destroyed the school. Seconded. Carried.

The proposal for two state directors in certain states was again discussed. *Mr. Shaw's* motion was changed to read that "any state which has 20,000 paid members in the National Education Association as of May 31 of the past year may have two directors." Motion passed sending this as a recommendation to the Board of Directors and Representative Assembly for their consideration and action. After some discussion, the Executive Committee felt that this motion should be referred to the Rules Committee for wording. *Mr. Pratt* so moved. Seconded and carried.

In discussing the possibility of the National Association of Journalism Directors of Secondary Schools becoming a department of the National Education Association,

Mr. Shaw moved that the matter be deferred until Friday morning. Seconded. Carried.

The report of the subcommittee on the National Education Association *Journal* was read by *Mr. Offenhauer*. After considerable discussion, *Mr. Saunders* moved that the committee be continued with authority to associate with itself additional members if desired. Seconded by *Mr. Cram*. Carried.

Mr. Shaw read the report of the subcommittee on International Relations. The following recommendations of the committee were submitted:

1. That the Committee on International Relations be made a joint enterprise between the N.E.A. and the W.F.E.A.: (a) the president of each of these associations to appoint one member to the general advisory committee from each of the 48 states, Alaska, Canal Zone, the District of Columbia, Hawaii, Puerto Rico, and the Virgin Islands; (b) five members of the Committee on International Relations to be designated by the N.E.A. president, one of whom for 1938-39 shall be *Paul Monroe*, president of the W.F.E.A.¹ This latter recommendation appears desirable in view of the next major proposal.

2. That during 1938-39 the major attention of the members of the Committee on International Relations be devoted to administrative organization designed to improve and to coordinate the efforts of the N.E.A. and the W.F.E.A. Among the problems which might properly be studied are the following: (a) What can the N.E.A. do to carry out the W.F.E.A. program in the United States? (b) What relationships should the N.E.A. have with international and other American educational organizations with similar objectives (including groups interested in peace education, exchange of teachers, scholarships, etc.)? (c) What contacts should be established with both national and international non-school agencies which are interested in international understanding (including peace societies, Pan American Union, United States Department of State, etc.)? This report is to be made to the N.E.A. Executive Committee not later than the February meeting in 1939.

3. That during 1938-39 the Committee on International Relations should take the following steps to acquaint N.E.A. members with our international opportunities: (a) cooperate with *Mr. Morgan* in preparing a *Journal* feature, possibly on Pan American relationships (a type of activity recommended by *Secretary of State Hull*); (b) cooperate with *Mr. Farley* in preparing an appropriate radio program (this might be merged with the W.F.E.A.'s goodwill program); and (c) cooperate with *Mr. Hubbard* in compiling a handbook consisting of N.E.A. resolutions, the constitution of the W.F.E.A., names of members of the Committee on International Relations, preliminary plans for the next W.F.E.A. convention, and similar pertinent material of use in promoting interest in international goodwill.

4. That the N.E.A. Executive Committee authorize the 1938-39 president to send a letter informing the W.F.E.A. officers of any of these recommendations which are approved and urging immediate steps necessary to supplement the foregoing proposals. Among the points suggested for emphasis in this communication are: (a) the necessity of cooperative thinking in putting the W.F.E.A. on a sound financial basis; (b) the advisability of an official full-time executive secretary at Washington, D. C.; (c) the desirability of more widespread information on the administration and program of the next W.F.E.A. convention; and (d) the advisability of providing more definitely for coordination among delegates to the W.F.E.A. from all participating American associations.

Mrs. Dahl moved that the report be accepted and recommended that it be referred to the Board of Directors. Seconded by *Mr. Pratt*. Carried.

Mr. Offenhauer moved that the matter of cooperating with the A.A.U.W. in the

¹ Present practice is for the N. E. A. president to appoint a basic committee of five members and an advisory committee of 50 to 100 members. This procedure is followed for all N. E. A. committees.

matter of the International Bureau of Education at Geneva be carried over to Friday morning. Seconded by *Mr. Pratt*. Carried.

Mr. Shaw moved that the Executive Committee make the following recommendation to the Representative Assembly regarding federal aid:

The Executive Committee recommends to the Representative Assembly that a committee of not more than five be appointed to confer with the American Legion and other service organizations having constructive education programs with the view of enlisting their support toward the enactment of laws providing for federal aid for public education.

Seconded by *Mr. Pratt*. Carried.

Secretary Givens suggested that a telegram of solicitude be sent to *John Finley*, editor of the *New York Times*, who was ill and unable to participate in the convention. *Mr. Pratt* moved that this be done. Seconded and carried.

Mr. Offenhauer moved that a telegram also be sent to *Past-President Agnes Samuelson*, who was unable to attend the convention because of her recent illness. Seconded and carried. The wording of these telegrams was left to *Secretary Givens*.

Mr. Pratt made the following motion: "It is the desire of the Executive Committee that the meetings held in connection with the two annual conventions be joint meetings of the Executive Committee and the Board of Trustees and that everyone should feel free to discuss all matters coming before these joint meetings but that when issues are up for vote, only members of the body concerned will vote." Seconded by *Mr. Van Buskirk*. Carried.

The meeting adjourned at 10 A.M.

WILLARD E. GIVENS, *Executive Secretary*
CAROLINE S. WOODRUFF, *President*

Friday Morning, July 1, 1938

The meeting of the new Executive Committee convened in *Miss Woodruff's* suite in the Hotel Pennsylvania, Friday morning, July 1, 1938, at 11:10 A.M., the new president, *Reuben T. Shaw*, presiding, with the following members present: *Caroline S. Woodruff*, *Joseph H. Saunders*, *R. E. Offenhauer*, *Amy H. Hinrichs*, *Fred D. Cram*, *Albert M. Shaw*, and *Mrs. Myrtle Hooper Dahl*. *Sidney B. Hall*, newly elected member, was absent. *Secretary Givens* and *Harriett M. Chase*, chief assistant to the secretary, were also present.

Secretary Givens discussed with the Executive Committee the problems involved in holding the National Education Association convention in San Francisco in 1939. *Miss Woodruff* suggested that the president, *Secretary Givens*, and *Mr. Allan* be authorized to contact the San Francisco people and make whatever arrangements seem wise following this meeting regarding the convention.

Mrs. Dahl moved that the convention open on Sunday, July 2, in 1939. Seconded by *Mr. Cram*. Unanimously carried.

The San Francisco convention invitations were presented by representatives of the schools and convention bureau. After some discussion, *Mr. Offenhauer* moved that the president, *Mr. Shaw*, the executive secretary, *Mr. Givens*, and the business manager, *Mr. Allan*, be instructed to negotiate with San Francisco as a place for the 1939 convention and if conditions are satisfactory to make a contract and recommend its acceptance; but if satisfactory conditions cannot be had, that they be instructed to negotiate with Chicago. Seconded by *Mr. Cram*. Unanimously carried.

Mr. Hennessey of the Chicago Convention Bureau spoke briefly of the convention facilities in that city.

Secretary Givens recommended that the Executive Committee approve the cooperation of the National Education Association with the A.A.U.W. in securing legislation which would make possible the participation of the United States in the International Bureau of Education at Geneva. *Miss Woodruff* moved that the recom-

mendation of *Secretary Givens* be approved. Seconded by *Mr. Saunders*. Carried.

Secretary Givens recommended that the National Association of Journalism Directors of Secondary Schools get its own problems straightened out before seeking further to become a department of the National Education Association. *Miss Woodruff* made a motion that the matter be laid over for further consideration. Seconded by *Mr. Offenhauer*. Carried.

Secretary Givens read a telegram from the Affiliated Teacher Organizations of Los Angeles regarding the American Legion-Gellermann controversy. It was suggested that *Secretary Givens* write *Dean Russell* of Teachers College, Columbia University, quoting this telegram.

The matter of honoring past presidents of the Association was discussed. *Mr. Offenhauer* moved that the matter be deferred until the fall meeting. Seconded by *Miss Hinrichs*. Carried.

Mrs. Dahl moved that a subcommittee to study this matter should be continued. Seconded and carried. *Mr. Shaw* suggested that *Albert M. Shaw* be named in his place and that *Mr. Offenhauer* and *Miss Hinrichs* continue on the subcommittee.

Miss Hinrichs moved that the next meeting of the Executive Committee be held in Washington, D. C., on Saturday, October 1. Seconded by *Mrs. Dahl*. Carried.

The meeting adjourned at 12:25.

WILLARD E. GIVENS, *Executive Secretary*

REUBEN T. SHAW, *President*

MINUTES OF THE MEETINGS OF THE BOARD OF TRUSTEES

Atlantic City, New Jersey

Saturday Afternoon, February 26, 1938

The Board of Trustees of the National Education Association met in *President Woodruff's* suite in the Ambassador Hotel at 4:30 P.M., pursuant to the call of the chairman of the Board. The members present were: *Joseph H. Saunders*, chairman; *Edgar G. Doudna*, secretary; *A. L. Whittenberg*, *Florence Hale*, and *Caroline S. Woodruff*. The meeting was called to order by the chairman of the Board. The minutes of the last meeting were approved.

Chairman *Saunders* gave a report on the Permanent Fund of the Association showing total assets of \$863,048.31—an increase in assets of about \$22,000 over last year. The chairman recommended that about \$4500 of the Parker Fund be placed in United States Savings Bonds. The entire Committee agreed to this recommendation. All bonds have paid interest promptly with the exception of the St. Louis Railway Bonds which have been in default for several years and which are still in litigation.

The chairman explained that his illness had brought about a situation whereby the coupons on various bonds and the statement needed for the Auditing Committee of the American Association of School Administrators could not be obtained without considerable difficulty because all securities and valuable papers were deposited in the safe deposit vault of the American Security and Trust Company in the name of the business manager of the Association and himself and neither could have access to the box without the other. On motion of *Mr. Whittenberg*, seconded by *Miss Woodruff*, the following resolution was carried unanimously:

Resolved, That securities and other valuable papers in the custody of the Board of Trustees be deposited in the safe deposit vault of the American Security and Trust Company, Washington, D. C., in a box rented in the name of the National Education Association of the United States; that rental of such safe deposit box be under conditions of joint access by two persons who may be so authorized by

the Board of Trustees, record of whose selection shall be filed by said Board with the American Security and Trust Company; that until their successors are named and authorized by the Board of Trustees, *Joseph H. Saunders*, chairman of the Board of Trustees, and *Harold A. Allan*, business manager of the National Education Association, are authorized to have access to said safe deposit box and that in the event of death, incapacity, or unavailability of either person so named, *Willard E. Givens*, executive secretary of the National Education Association, is authorized to have access jointly with either of the above named persons who is available.

Secretary Givens, in reporting on life memberships, stated that there are 5335 life members at the present time, 1723 of which have paid in full. On the recommendation of *Secretary Givens*, *Mr. Doudna* made a motion to cancel the unpaid balances of the 40 life members who have died during the time from June 12, 1937, to February 15, 1938, and to cancel the unpaid balances of the 34 life members who have asked that their memberships be dropped. Seconded by *Mr. Whittenberg* and carried.

Secretary Givens recommended that due to circumstances involved, two additional life memberships be discontinued and the notes canceled. *Mr. Doudna* moved that the recommendation of the secretary be approved. Seconded by *Mr. Whittenberg*. Motion carried.

In the case of another member who has paid \$50 on his life membership, who is permanently disabled and has a very small income, and who received a letter from *Mr. Crabtree* stating that his membership would be continued and that his further payments would be canceled, *Mr. Whittenberg* moved that a life membership be awarded for the payment of the \$50. Seconded by *Miss Woodruff*. Carried.

Chairman Saunders reported that the roof on the garage building has been repaired and that the building is now in excellent condition.

On the motion of *Mr. Doudna*, the meeting adjourned at 5:20 P.M.

JOSEPH H. SAUNDERS, *Chairman*
EDGAR G. DOUDNA, *Secretary*

New York City

Saturday Afternoon, June 25, 1938

The Board of Trustees of the National Education Association met in *President Woodruff's* suite in the Hotel Pennsylvania at 4 P.M. pursuant to the call of the chairman of the Board. The members present were: *Joseph H. Saunders*, chairman; *Edgar G. Doudna*, *A. L. Whittenberg*, *Florence Hale*, and *Caroline S. Woodruff*. *Willard E. Givens*, executive secretary, and *Fred D. Cram*, member of the Executive Committee, were also present.

The report of the Board of Trustees was read and adopted.

Mr. Doudna moved that the financial report be approved and submitted to the Representative Assembly. Seconded by *Mr. Whittenberg*. Carried.

On motion of *Mr. Whittenberg*, seconded by *Miss Woodruff*, the following resolutions were adopted for the purpose of renewing and bringing up to date records with reference to the Regular (treasurer's) and Special (secretary's) Accounts:

1. That *R. E. Offenhauer*, the treasurer of the National Education Association of the United States, is authorized and instructed to maintain a deposit account for and in the name of this organization with the National Metropolitan Bank in the city of Washington, D. C., to deposit therein funds of the organization and that said account may be drawn on only by check signed in the name of the organization by its treasurer, *R. E. Offenhauer*, and countersigned by its executive secretary, *Willard E. Givens*, until further notice in writing to said National Metropolitan Bank, and the said National Metropolitan Bank shall not be required, in any case, to make inquiry respecting the application of any instrument

executed in virtue of this resolution or of the proceeds therefrom, nor be under any obligation to see to the application of such instrument or proceeds.

2. That *Willard E. Givens*, the executive secretary of the National Education Association of the United States, is authorized and instructed to maintain a deposit account for and in the name of this organization with the National Metropolitan Bank in the city of Washington, D. C., to deposit therein funds of the organization and that said account may be drawn on only by check signed in the name of the organization by its executive secretary, *Willard E. Givens*, until further notice in writing to said National Metropolitan Bank, and the said National Metropolitan Bank shall not be required, in any case, to make inquiry respecting the application of any instrument executed in virtue of this resolution or of the proceeds therefrom, nor be under any obligation to see to the application of such instrument or proceeds.

The matter of accepting part payments on presented life memberships was considered.

Miss Hale moved that future presented life memberships must be paid for in full on or before the date of presentation. Seconded by *Mr. Doudna*. Carried.

Secretary Givens read *Miss Winfree's* report on deceased life members from February 15, 1938, to June 15, 1938. *Miss Woodruff* moved that the eleven notes amounting to \$490 be canceled. Seconded by *Mr. Doudna*. Carried.

The matter of cancellation of the unpaid balance of \$40 on the life membership of *Cleyta Courtright*, New Lexington, Ohio, was discussed. *Miss Courtright* stated that she had received very little for the amount paid and gave the Association permission to cancel her membership. No action was taken.

Secretary Givens read a memorandum from *Miss Winfree* regarding the unpaid balance on the following presented life memberships: *Lawrence D. Yost*, Des Moines, Iowa (\$90 unpaid); *George O. Smith*, Princeton, Illinois (\$50 unpaid); *James D. Leake*, Denver, Colorado (\$80 unpaid). *Miss Woodruff* moved that the balance due on these memberships be canceled and that the names be put in the inactive file. Seconded and carried.

The matter of cancellation of 41 life memberships was discussed. These consist of those who have either requested that their memberships be canceled, and have returned the certificate, card, and emblem, or some one of these items; or we have been unable to locate them or have received no answers to our letters over a period of years.

Mr. Whittenberg moved that these 34 notes amounting to \$2,334.02 be canceled and that the Permanent Fund be reduced by this amount; also that three notes amounting to \$242, which had not been received, and four payments on which no payment has been received, be canceled. Seconded by *Miss Woodruff*. Carried.

Mr. Doudna moved that a reserve of \$40,000 in life membership notes be set up as a contingent fund against future losses on such notes. Seconded by *Miss Woodruff*. Carried.

The meeting adjourned.

JOSEPH H. SAUNDERS, *Chairman*
EDGAR G. DOUDNA, *Secretary*

Friday Morning, July 1, 1938

The meeting of the new Board of Trustees was called to order by the chairman, *Joseph H. Saunders*, at 10:15 A.M. in *Miss Woodruff's* suite in the Hotel Pennsylvania. The members present were: *Florence Hale*, *Thomas J. Walker*, *Edgar G. Doudna*, *Joseph H. Saunders*, and *Reuben T. Shaw*.

Miss Hale nominated *Joseph H. Saunders* as chairman of the Board of Trustees for the ensuing year. Seconded and carried.

Miss Hale nominated *Mr. Doudna* as secretary of the Board for the ensuing year. Seconded and carried.

Mr. Doudna made a motion that the same institutions, i.e., the National Metropolitan Bank, the Liberty National Bank, and the American Security and Trust Company, all of Washington, D. C., be continued as the National Education Association depositories. *Miss Hale* seconded the motion and it was carried.

On motion of *Mr. Doudna*, seconded by *Miss Hale*, the following motion was passed:

Resolved, That *Joseph H. Saunders*, chairman of the Board of Trustees and *Willard E. Givens*, executive secretary, be authorized to borrow from the National Metropolitan Bank of Washington, D. C., or from any other bank or banker, a sum of money not to exceed \$40,000 or as much thereof as may be needed for current obligations of the institution, when and as such needs occur.

Mr. Shaw moved that the regular procedure be followed in making investments. Approval was given to the recommendation of the chairman that such amount of the excess of income over expense for 1937-38 not to exceed \$25,000 be transferred to the Permanent fund and invested; such investment to be added to the reserve for building depreciation. Seconded by *Mr. Walker*. Carried.

Miss Hale made a motion that *Mr. Saunders* be authorized to handle the matter of minor repairs on the headquarters building as he has done in the past. Seconded and unanimously carried.

Miss Hale made a motion, which was seconded by *Mr. Doudna*, that at the annual conventions of the National Education Association and the American Association of School Administrators, the Board of Trustees meet jointly with the Executive Committee and that each have the right to speak on any question, but that only the members of the body transacting business will vote. Carried unanimously.

The meeting adjourned at 11:05 A.M.

JOSEPH H. SAUNDERS, *Chairman*
EDGAR G. DOUDNA, *Secretary*

FINANCIAL REPORT 1937-38

Submitted herewith is complete financial statement for the fiscal year ended May 31, 1938. It is prepared for the information of the Representative Assembly the Board of Directors, and the officers of the Association.

Included in the Financial Report is the Report of the Board of Trustees (financial), the Report of Auditors, in the form submitted by Wayne Kendrick and Company, Public Accountants, and covering completely the financial records of the Secretary's Office and the Permanent Funds in the custody of the Board of Trustees, and the Report of the Treasurer.

WILLARD E. GIVENS
Executive Secretary

Report of Board of Trustees

Your Board of Trustees submits the following report of your finances and properties for the fiscal year ending May 31, 1938:

The Permanent Fund

Cash on Hand.....	\$ 10,051.17
Securities.....	111,194.66
Life Membership Notes.....	163,964.70
Real Estate, Less Mortgages \$97,000 and Reserve \$8,000.	528,480.50
Elementary Principals' Fund.....	8,971.61
American Association of School Administrators.....	23,110.07
Supervisors and Directors of Instruction.....	3,000.00
Teachers' Welfare Fund.....	6,958.44
Equipment.....	13,144.01
	\$868,875.16

The corresponding total in 1937 was \$842,952.85, a net gain for the year of \$25,922.31.

Our properties are in excellent condition and the expense of operation is comparatively small. The property at 1529 M Street purchased last year has been put in first-class condition by resurfacing the roof and painting the front. The removal of minor fire hazards has secured us a refund on insurance premium of \$404.64. Income from the new property has exceeded carrying charges despite the heavy initial costs of insurance and of putting the property in order.

During the year we reduced our mortgage from \$115,000.00 to \$97,000.00, which under our contract, automatically reduced our interest rate to 4½ percent.

In the Auditors' reports it is shown that during the past three years no payments on life membership notes aggregating \$60,199.50 have been made although the Executive Secretary has made a vigorous campaign to collect on such notes. These notes are non-negotiable and the auditors recommend that a reserve of \$40,000.00 be set up on our books to cover anticipated loss on such notes. Your Board of Trustees concurs in this recommendation. In cases where the makers of such notes have certified their unwillingness or their inability to make further payments, life memberships have been cancelled and the annual five-dollar membership substituted for the number of years equivalent to the amount paid.

Interest on our securities has been promptly paid with the exception of the bonds of the Manhattan Railway and of the St. Louis and San Francisco Railway; the latter has been in default since 1933. The average yield is in excess of four and one-half percent. The income of the Permanent Fund was \$53,878.28. The disbursements covered interest on the mortgage \$2,687.31, repairs and improvements to the building \$1,226.32, attorney fees and deposit box rental \$288.50, insurance and taxes \$2,668.34, settlement for new property \$4,436.19, leaving a net income of \$42,571.62 paid into our operating account. The net income from the Permanent Fund paid into the operating fund for the past seven years is as follows:

1931-32.....	\$32,077	1935-36.....	\$ 41,413
1932-33.....	34,410	1936-37.....	42,764
1933-34.....	36,165	1937-38.....	42,572
1934-35.....	41,143		
		Seven-year period.....	\$270,544

In our operating account there was an increase of income for year ended May 31, 1938, over that of last year of \$29,590.31. Excess of income over expenditures, \$29,703.84, which, after adjustment for provision of bad debts and protested checks, becomes a net operating profit for the year of \$26,665.15.

Not set up in the above assets is an equity in our Retirement Insurance amounting to \$55,284.58.

The itemized statement follows:

Permanent Fund—Principal Account

Cash Report—May 31, 1938

General Funds

Cash on hand, May 31, 1937.....	\$ 4,744.85	
Receipts from Life Members.....	24,554.64	\$29,299.49
Disbursements:		
Reduction on Mortgage, 1201-16th St., N. W., Washington, D. C., held by Penn. Mutual Life Insurance Company, Philadelphia, Pennsylvania.....	18,000.00	
Purchase of State of Arkansas Bonds from Income Account received in lieu of cash..	490.00	
Adjustment of Life Membership.....	24.64	
Adjustment of Interest, New Property.....	733.33	
Collection charge on Alaska check.....	.35	19,248.32
Cash on hand, May 31, 1938.....		\$10,051.17

Elementary School Principals' Fund

Cash on hand, May 31, 1937.....	\$471.23	
Receipts:		
Life Membership.....	900.75	
Cash on hand, May 31, 1938.....		\$1,371.98

American Association of School Administrators—Educational Research Fund

Receipts:		
Membership Donations and Subscriptions..	\$895.00	
Cash on hand, May 31, 1938.....		\$895.00

Teachers' Home and Welfare Fund—Principal

Cash on hand, May 31, 1937.....	\$3,316.57	
Disbursements:		
Purchase of \$4,500 United States Savings Bonds.....	3,300.00	
Cash on hand, May 31, 1938.....		\$16.57

Teachers' Home and Welfare Fund—Income

Cash on hand, May 31, 1937.....	\$ 1,193.12	
Receipts:		
Interest.....	166.13	\$1,359.25
Disbursements:		
Taxes Paid on Real Estate held in Assets of Estate of Marilla Z. Parker.....	\$ 25.72	
Purchase of \$1,500 United States Savings Bonds.....	1,200.00	1,225.72
Cash on hand, May 31, 1938.....		\$ 133.53
TOTAL CASH, MAY 31, 1938.....		\$12,468.25
Deposited in American Security and Trust Company:		
Checking Account.....	\$12,449.01	
Savings Account.....	19.24	\$12,468.25

Permanent Fund—Income Account—May 31, 1938

Receipts:		
Interest on Bonds.....	\$ 4,620.09	
Interest on Bank Deposits.....	245.22	
Rent for Headquarters Building for Year ended May 31, 1938.....	43,000.00	
Rent for New Property for Year ended May 31, 1938.....	4,875.00	
Refund on Insurance.....	404.64	
Interest—New Property.....	733.33	\$53,878.28
Disbursements:		
Interest on Mortgage of Headquarters Build- ing to Penn. Mutual Life Insurance Com- pany, Philadelphia, Pennsylvania.....	2,687.31	
Alterations and Repairs on Building.....	1,226.32	
Ralph D. Quinter-Retainer Fee—First half 1937-38.....	250.00	
Rental of Safe Deposit Box.....	38.50	
Insurance and Taxes on New Property— 1529 M Street, N. W., Washington, D. C.	2,668.34	
District Title Insurance Company—Settle- ment of New Property.....	4,436.19	
To Treasurer of National Education Associa- tion for Income—1937-38.....	42,571.62	\$53,878.28

A full statement of the Permanent Fund is shown in Exhibit "D." The list of securities owned by the Permanent Fund is shown in Exhibit "E." The Parker Estate properties are shown in Exhibit "F."

Board	JOSEPH H. SAUNDERS, <i>Chairman</i>
of	E. G. DOUDNA, <i>Secretary</i>
Trustees	FLORENCE HALE
	A. L. WHITTENBERG
June 16, 1938.	CAROLINE S. WOODRUFF

Report of Auditors

WAYNE KENDRICK & COMPANY

CERTIFIED PUBLIC ACCOUNTANTS

RUST BUILDING, WASHINGTON, D. C.

June 9, 1938

Dr. Caroline S. Woodruff,
National Education Association of the United States
1201 Sixteenth Street, N. W.,
Washington, D. C.

Dear Madam:

We have examined the books and records of account of the National Education Association of the United States for the fiscal year ended May 31, 1938, and submit herewith our report comprised of the following exhibits and comments:

- Exhibit "A"—Statement of Assets and Liabilities as at May 31, 1938.
- Exhibit "B"—Condensed Comparative Statement of Income and Expense for the Fiscal Years ended May 31, 1937 and 1938.
- Exhibit "C"—Income and Expenses for the Fiscal Year ended May 31, 1938.
- Exhibit "D"—Assets of Permanent Funds as at May 31, 1938.
- Exhibit "E"—Investments in Securities—Permanent Funds Bonds as at May 31, 1938.
- Exhibit "F"—Properties Held for the Credit of the Teachers' Home and Welfare Fund as at May 31, 1938.

Comments

Our examination consisted principally of the verification of assets and liabilities of the Association as at May 31, 1938, but we made sufficient tests of income and expense accounts to substantially determine the accuracy thereof.

Cash in banks was verified by a comparison of all checks paid by the banks with the amounts entered in the books of account. We also inspected the checks as to payees and endorsements. All bank accounts were verified by direct correspondence with the depositories, and where statements were furnished by the banks, the balances shown thereon were reconciled to the amounts shown by the books. Cash on hand was verified by actual count. Permanent Fund Income Checks were verified by inspection of the checks showing payments to the Regular Account.

Accounts Receivable amounting to \$10,556.42 were verified by inspection of the individual accounts in the ledger. These accounts are mainly for current exhibit space and advertising, and were verified through inquiries in the Business Manager's Office.

Protested Checks, \$886.94 were examined by us.

Postdated and Foreign Checks Receivable (Time Checks), \$264.15, were verified by inspection of the time checks and by inspection of bank pass books for foreign checks entered for collection. Such checks as were returned by the banks unpaid at maturity dates are included in "Protested Checks."

The Reserve for Doubtful Accounts, covering Accounts Receivable for Advertisers, Publications, Exhibits, Postdated and Foreign Checks and Protested Checks is, in our opinion, sufficient to take care of any loss from these sources.

Commercial National Bank Receiver's Certificates were verified by inspection of the certificates. The amount received is 60 per cent of \$74,111.42, the total amount on deposit in the General Fund at the time the bank was closed in 1933, leaving a balance of \$29,644.57 still held by the Receiver.

State, County, and Municipal Warrants were verified by inspection of such warrants.

Stamped Envelopes and Cards, \$929.90 and Office Supplies, \$902.05 were inventoried by your staff, and an inspection was subsequently made by us to determine the reasonableness as to quantities and prices thereof. We also checked calculations and extensions. We have adjusted the books to agree with the actual physical inventories on hand.

Office Furniture and Fixtures, \$27,423.72 is the net value shown by the records after deducting the Reserve for Depreciation amounting to \$32,874.11. We verified the additions made during the year to this account by inspection of purchase invoices. A physical inventory was made by your employees, which we examined and compared with a similar inventory at May 31, 1937. We decreased the book value to the physical inventory value by increasing the Reserve for depreciation in the amount of \$1,636.94. It is our recommendation that this procedure be followed in future years, and that depreciation be taken on furniture and fixtures only in a sufficient amount to reduce the book value to the physical value placed thereon at the close of each fiscal year.

While depreciation on the building is recognized, if such a deduction were made, it would be necessary to set aside cash from income accounts to increase the "Depreciation Fund." Depreciation has not been deducted for the past six years. However, it will be noted that the Association has curtailed its mortgage obligations as rapidly as the loan contracts permit thereby increasing its equity in real estate. It is our recommendation that any surplus cash not required for operations, after first taking advantage of maximum curtails specified in mortgage payable agreements, should be invested in well secured notes or bonds so that, as far as possible all funds will be earning interest.

Notes Receivable—Life Members \$163,964.70, as shown on Exhibit "D" were examined and found to be in agreement with the books. These are non-negotiable installment notes given in payment of Life Memberships.

The unpaid balances of Life Membership notes have been classified as follows:

Classification	Number of Notes	Balance Due
To be recommended for cancellation.....	40	\$ 2,710.02
Service stopped on members who have indicated a desire to continue but are unable to make payment.....	145	10,397.00
Service stopped on members who have not responded to letters.....	516	39,717.50
Unable to locate members as at May 31, 1938.....	87	6,439.00
Entered on records without initial payment being made..	5	450.00
Gift memberships on which donors are delinquent.....	7	465.00
Current correspondence to determine conditions not yet answered.....	43	2,912.00
All Payments prior to 1935.....	77	3,646.00
Payment in 1935 or promised in 1936.....	44	2,567.00
Payment in 1936 or promised in 1937.....	209	11,666.50
Payment in 1937 or promised in 1938.....	1,159	55,381.68
Payment in 1938 or promised in 1938-39.....	641	27,613.00
Total.....	2,973	\$163,964.70

An active campaign has been in progress during the past two years in an effort to collect as much as possible on such notes and to determine whether any such life members should be dropped from the rolls. The policy of the Association relative to Life Members notes during the past two years has been, that if sufficient payments have not been received to pay for the service rendered on an annual subscription basis, from the time of giving the notes, to discontinue such service and place such members on an inactive list.

The above analysis shows that payments or acknowledgments indicating a

desire to pay in the future have not been received from members during the past three years on notes aggregating \$60,199.50, and it is contemplated that notes amounting to \$2,710.02 will be charged off in the immediate future. It, therefore, seems apparent to us that a large percentage of these notes is worthless and it is our recommendation that a reserve approximating \$40,000.00 be set up on the books to cover such anticipated loss. Such a reserve would reduce the value of the Permanent Fund Assets and Permanent Fund Net Worth as shown on Exhibits "A" and "D" of this report to the extent of the Reserve.

In the course of our examination we also found that members who did not sign notes, are making payments on life memberships, as follows:

	Number of Sub- scriptions	Amount Subscribed	Collected	Balance Unpaid
Payment Promised or Made in 1937-38.....	279	\$27,900.00	\$14,678.83	\$13,221.17
Payment Promised or Made in 1936-37.....	30	3,000.00	1,191.00	1,809.00
Payments Made Prior to 1936..	26	2,600.00	920.00	1,680.00
Accounts in Which Correspond- ence is still open.....	17	1,700.00	384.00	1,316.00
	<u>352</u>	<u>\$35,200.00</u>	<u>\$17,173.83</u>	<u>\$18,026.17</u>

The balance of these accounts has not been entered on the books and is not included in the assets of the Permanent Fund. We understand these accounts are definite pledges for Life Memberships.

Investments in Securities were verified by actual inspection. It will be noted from Exhibit "E" that no interest was received on the St. Louis and San Francisco Railroad bonds during the year, which are in default on interest due January 1, 1933, and subsequent thereto. Interest on Manhattan Railway Co. bonds due April 1, 1938 is also in default.

It will be noted from Exhibit "A" that the total net equity value of the Permanent Fund Assets was \$868,875.16 at May 31, 1938, as compared to \$850,952.85 at May 31, 1937. The increase is accounted for as follows:

Gross Value at May 31, 1937, as shown by Prior Audit Report.....	\$966,686.18
Less: First Trust Payable and Accrued Interest May 31, 1937.....	115,733.33
Net Equity shown above at May 31, 1937.....	\$850,952.85
To Which add:	
<i>Increases in the following:</i>	
Life Memberships.....	\$17,751.15
Less: Notes Charged Off.....	4,765.00
	<u>12,986.15</u>
Elementary School Principals' Account.....	900.75
American Association of School Administrators.....	895.00
Teachers' Home and Welfare Fund.....	140.41
Supervisors' and Directors of Instruction.....	3,000.00
	<u>12,986.15</u>
Net Equity at May 31, 1938—As shown by Exhibit "A"	<u>\$868,875.16</u>

The amount of the first trust payable shown above is as of the beginning of the fiscal year, it having been reduced during the year to \$97,000.00 as stated elsewhere in this report.

Vouchers Payable, \$3,439.82 were verified by inspection of invoices and statements from creditors and examination of the accounts in the voucher register. We also ascertained from the cash book that none of these liabilities had previously been paid. Inquiry was made of the Business Division to determine that no purchases had been made that were not recorded on the books.

We checked the amounts due to the Elementary School Principals and American Association of School Administrators with records kept by these Departments. Amounts due other Associated Departments were accepted as shown by the books. The total shown on Exhibit "A" consists of amounts due Departments as follows:

American Association of School Administrators.....	\$26,591.62
Rural Education.....	240.92
Lip Reading.....	150.67
Elementary School Principals.....	3,214.66
American Educational Research.....	8,830.48
Supervisors and Teachers of Home Economics.....	1,162.52
Supervisors and Directors of Instruction.....	1,658.63
Science Instruction.....	64.29
Health Education Service.....	11.59
Secondary Education.....	15.59
Art Education.....	210.01
National Council on Teachers Retirement of N. E. A...	324.00
	\$42,474.98
Less: Overdrawn:	
Adult Education.....	\$137.39
Secondary School Principals.....	44.73
	182.12
	\$42,292.86

Included on the liability side of the Balance Sheet are Reserves representing unexpended funds received for the support of the following:

Educational Policies Commission.....	\$8,521.48
Horace Mann Centennial Fund.....	3,343.71
Grant for Study of Economic Status of Rural Teachers.	331.35
Safety Education Project.....	2,161.75

The first trust note payable against the real estate and buildings at 16th and M Streets, was verified by direct correspondence with the holder of the note. This note was curtailed \$18,000.00 during the year reducing it from \$115,000.00 to \$97,000.00.

Your Association owns certain personal and real property received from the Estate of Marilla Z. Parker, as shown on Exhibit "F" of this report. These assets are in process of liquidation, and as definite values have not been placed thereon, they have not been entered on the books of the Association as assets of the Teachers' Home and Welfare Fund.

A comparative summary of budgeted and actual expenditures showing the amounts under or over the budget figures is shown below:

	Actual Expenditures	Budget Allowance	Under or Over Budget
Board of Trustees.....	\$ 490.03	\$ 750.00	\$ 259.97
Board of Directors.....	7,133.60	12,000.00	4,866.40
Executive Committee.....	3,183.83	2,600.00	583.83
Office Expense for President.....	245.47	500.00	254.53
General Office Expenses.....	8,084.51	8,440.00	355.49
Physical Plant.....	57,729.06	57,350.00	379.06
Annual Conventions.....	8,365.95	6,000.00	2,365.95
Journal of the N. E. A.....	89,854.08	81,000.00	8,854.08

Other Publications.....	\$23,106.92	\$21,800.00	\$1,306.92
Expenses of Delegates.....	9,175.00	9,000.00	175.00
Association Membership Fees.....	1,100.00	1,100.00	
Retirement Annuities and Insurance.....	9,802.82	11,000.00	1,197.18
Departments.....	14,331.99	13,950.00	381.99
Committees and Commissions.....	10,137.20	15,500.00	5,362.80
Executive Secretary's Office.....	31,839.69	32,585.00	745.31
Division of Accounts and Records.....	35,776.11	35,680.00	96.11
Division of Field.....	12,343.88	13,075.00	731.12
Division of Business.....	23,707.01	24,075.00	367.99
Division of Publications.....	34,536.71	34,125.00	411.71
Division of Research.....	61,601.11	62,610.00	1,008.89
Division of Classroom Service.....	7,999.79	8,020.00	20.21
Division of Administrative Service.....	8,466.78	8,575.00	108.22
Division of Membership.....	13,153.50	12,925.00	228.50
Promotion and Maintenance of Member- ship.....	22,009.26	17,500.00	4,509.26
Division of Rural Service.....	10,491.36	11,195.00	703.64
Publicity Section.....	11,376.67	11,595.00	218.33
Executive Secretary's Contingent Fund...	150.00	2,050.00	1,900.00
	<u>\$516,192.33</u>	<u>\$515,000.00</u>	<u>\$1,192.33</u>

It is noted that no cash value for the Retirement Annuities Insurance Policies owned by the Association on the lives of its employees is carried on the books. The Cash surrender value of all policies issued under this insurance plan at May 31, 1938, aggregates \$154,532.66 of which, under the operation of the plan, \$99,248.08 belongs to employees and \$55,284.58 belongs to your Association.

Prepaid subscriptions and memberships have been treated as income at the time received. Likewise such items as costs of unprinted journals, prepaid insurance, prepaid commission on renewal of first trust note payable, etc., have been treated as expenses at the time the invoices were received.

The following is a summary of the Permanent Fund Income Account for the Current year:

Income:

Interest on Deposits.....	\$ 245.22
Interest on Bonds.....	4,620.09
Rent from Headquarters Building.....	43,000.00
Rent from Garage Property.....	4,875.00
	<u>\$52,740.31</u>

Deduct:

Expenses:

Attorney's Retainer.....	\$ 250.00
Interest on First Trust Payable.....	4,879.37
Insurance and Taxes.....	2,263.70
Rent Safe Deposit Box.....	38.50
Building Repairs.....	1,226.32
Refinance Charges.....	1,510.80
	<u>10,168.69</u>

Balance Transferred to Treasurer of National Education Association.....	<u>\$42,571.62</u>
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Subject to the foregoing comments, we hereby certify that in our opinion, the attached Statement of Assets and Liabilities, marked Exhibit "A", reflects the true financial position of the National Education Association as at May 31, 1938.

Respectfully submitted,

WAYNE KENDRICK & COMPANY,

By T. DELOS PAXMAN,

Certified Public Accountant.

Statement of Assets and Liabilities—as at May 31, 1938

EXHIBIT "A"

Assets

GENERAL ACCOUNTS

Cash		
Special Account—On Deposit and On Hand.....	\$ 13,124.48	
Regular Account—On Deposit, In Transit and On Hand.....	86,260.12	
Petty Cash.....	500.00	
Stamps.....	308.42	\$ 100,193.02
Accounts Receivable		
Advertisers, Publications, Exhibits, Etc.....	\$ 10,556.42	
Postdated and Foreign Checks.....	264.15	
Protested Checks.....	886.94	
	\$ 11,707.51	
Less: Reserve for Doubtful Accounts.....	750.00	10,957.51
Commercial National Bank Receiver's Certificates..	\$ 29,644.57	
Less: Reserve for Unpresented Checks.....	185.00	29,459.57
State, County and Municipal Warrants.....		1,043.62
Inventories		
Stamped Envelopes and Cards.....	\$ 929.90	
Office Supplies.....	902.05	
Volume of Proceedings and Publications.....	500.00	2,331.95
Travel Advances.....		350.00
Office Furniture and Fixtures.....	\$ 60,297.83	
Less: Reserve for Depreciation.....	32,874.11	27,423.72
TOTAL GENERAL ACCOUNTS ASSETS.....		\$ 171,759.39
PERMANENT FUNDS' ASSETS—From Exhibit "D" (Net)....		868,875.16
TOTAL ASSETS.....		\$1,040,634.55

Liabilities and Net Worth

LIABILITIES

Vouchers Payable.....	\$ 3,439.82	
Due Associated Departments.....	42,292.86	
Real Estate Notes Payable (\$97,000.00 Contra Deducted from Assets on Exhibit "D").....		
Suspense.....	159.84	
TOTAL LIABILITIES.....		\$ 45,892.52

RESERVES

Educational Policies Commission.....	\$ 8,521.48	
Horace Mann Centennial Fund.....	3,443.71	
Grant for Study of Economic Status of Rural Teachers.....	331.35	
Safety Education Project.....	2,161.75	14,458.29

NET WORTH—REPRESENTED BY

Permanent Funds—Shown in Detail on Exhibit "D".....	\$868,875.16	
Surplus		
Balance June 1, 1937.....	\$84,743.43	
Add:		
Net Profit for the Fiscal Year Ended May 31, 1938—From Exhibit "B"	26,665.15	111,408.58
		980,283.74
TOTAL LIABILITIES AND NET WORTH.....		\$1,040,634.55

Condensed Comparative Statement of Income and Expenses for the Fiscal Years Ended May 31, 1937 and 1938

	Fiscal Year Ended May 31		Increase or Decrease Over 1937	
	1937	1938		
INCOME				
Permanent Fund—Net Income.....	\$ 42,763.69	\$ 42,571.62	\$ 192.07	
Memberships from Secretary's Office....	186,911.00	198,618.04	11,707.04	
N. E. A. Journal—Subscriptions and Ad- vertising.....	221,937.73	238,866.91	16,929.18	
Convention Exhibits (Net).....	30,218.76	32,205.57	1,986.81	
Research Bulletins.....	3,792.89	3,797.54	4.65	
Honorariums.....	3,431.69	2,530.16	901.53	
Rentals.....	8,710.08	8,286.24	423.84	
Sales of Publications.....	17,174.42	18,244.00	1,069.58	
Sundry Income.....	517.68	491.68	26.00	
Adjustment of Postage and Stationery	847.92	284.41	563.51	
TOTAL INCOME.....	\$516,305.86	\$545,896.17	\$29,590.31	
EXPENSES				
	Schedule			
Board of Trustees.....	"B-1"	\$ 907.70	\$ 490.03	\$ 417.67
Board of Directors.....	"B-1"	11,187.66	7,133.60	4,054.06
Executive Committee.....	"B-1"	2,677.95	3,429.30	751.35
General Office.....	"B-2"	8,693.96	8,084.51	609.45
Physical Plant.....	"B-3"	56,870.51	57,729.06	858.55
Annual Conventions.....	"B-4"	5,079.96	8,365.95	3,285.99
Publications—Printing and Dis- tribution.....	"B-5"	102,319.18	112,961.00	10,641.82
Special Appropriations.....	"B-6"	24,580.79	24,469.19	111.60
Association Membership Fees.....	"B-6"	1,100.00	1,100.00	
Expenses of Delegates.....	"B-6"	6,948.00	9,175.00	2,227.00
Retirement Annuities and Ins.	"B-6"	11,116.71	9,802.82	1,313.89
Executive Secretary's Office.....	"B-7"	32,894.44	31,839.69	1,054.75
Division of Accounts and Records..	"B-8"	34,542.59	35,776.11	1,233.52
Division of Field.....	"B-9"	11,894.63	12,343.88	449.25
Division of Business.....	"B-10"	23,022.03	23,707.01	684.98
Division of Publications.....	"B-11"	31,956.85	34,536.71	2,579.86
Division of Research.....	"B-12"	55,155.28	61,601.11	6,445.83
Division of Classroom Service....	"B-13"	7,709.97	7,999.79	289.82
Division of Administrative Serv.	"B-14"	9,275.14	8,466.78	808.36
Division of Membership.....	"B-15"	12,525.07	13,153.50	628.43
Promotion and Maintenance of Membership.....	"B-16"	20,587.64	22,009.26	1,421.62
Division of Rural Service.....	"B-17"	8,444.52	10,491.36	2,046.84
Publicity Section.....	"B-18"	10,333.44	11,376.67	1,043.23
Executive Secretary's Contingent Fund.....	"B-19"	477.44	150.00	327.44
TOTAL OPERATING EXPENSES.....	\$490,301.46	\$516,192.33	\$25,890.87	
NET PROFIT BEFORE PROVISION FOR BAD DEBTS, PROTESTED CHECKS AND DEPRECIATION....				
	\$ 26,004.40	\$ 29,703.84	\$ 3,699.44	
Deduct:				
Provision for Bad Debts and Checks	\$ 510.16	\$ 1,401.75	\$ 891.59	
Depreciation on Furniture and Fixtures		1,636.94	1,636.94	
	\$ 510.16	\$ 3,038.69	\$ 2,528.53	
NET PROFIT FROM OPERATIONS	\$ 25,494.24	\$ 26,665.15	\$ 1,170.91	

Income and Expenses for the Fiscal Year Ended May 31, 1938

EXHIBIT "C"

INCOME

Permanent Fund Net Income.....	\$ 42,571.62
Memberships from Secretary's Office.....	198,618.04
N. E. A. Journal	
Subscriptions (Part of Membership Dues).....	\$187,611.91
Advertising.....	51,255.00
	238,866.91
Convention Exhibits.....	32,205.57
Research Bulletins—Subscriptions.....	3,797.54
Honorariums.....	2,530.16
Rentals.....	8,286.24
Sales of Publications.....	18,244.00
Sundry Income.....	491.68
Adjustment of Postage and Stationery Inventories.....	284.41

TOTAL INCOME.....		\$545,896.17
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Schedule "B-1"

EXPENSES

Board of Trustees.....	\$	490.03
Board of Directors.....		7,133.60
Executive Committee Expense		
President 1936-1937.....	\$	209.30
President's Office Expenses 1936-1937.....		.47
President 1937-1938.....		987.05
President's Office Expenses 1937-1938.....		245.00
First Vice-President 1937-1938.....		258.81
First Vice-President 1936-1937.....		93.65
Treasurer.....		192.05
Chairman Board of Trustees.....		269.88
Member by Election.....		1,173.09
		3,429.30
		\$ 11,052.93

EXHIBIT "C"

Schedule "B-2"

General Office Expenses

Auditing Association Accounts.....	\$	500.00	
Express and Freight.....		147.42	
General Expense.....		207.03	
Insurance.....		774.44	
Interest and Discount Allowed.....		926.85	
Repairs—Office Furniture and Fixtures.....		296.55	
Surety Bonds.....		262.50	
Telephone Service.....		1,669.68	
Operators and Information.....		3,300.04	
			\$ 8,084.51

Schedule "B-3"

Physical Plant

Rent.....	\$	43,000.00	
Light and Power.....		1,902.01	
Heat.....		1,353.27	
Janitor Service.....		8,788.90	
Maintenance.....		2,684.88	
			57,729.06

Schedule "B-4"

Annual Convention

Registration.....	\$	269.59	
Stenographers and Typists.....		362.61	
Publicity.....		162.50	
Printing.....		2,538.69	
Express and Freight.....		395.60	
Telephone and Telegraph.....		91.56	
General Program.....		2,939.76	
Badges.....		679.44	
Representative Assembly Expense.....		926.20	
			8,365.95

Schedule "B-5"

Publications—Printing and Distribution

Journal of the N. E. A.....	\$	89,854.08	
Other Publications			
Volume of Proceedings.....	\$	8,112.26	
Publications and Reports.....		3,461.28	
Research Bulletin.....		6,403.16	
American Education Week Materials		5,130.22	23,106.92
			112,961.00

EXHIBIT "C"

Schedule "B-6"

Special Appropriations

Departments

American Association for Health and Physical Education.....	\$	277.39	
Kindergarten-Primary Education...		78.49	
Adult Education.....		400.00	
Classroom Teachers.....		11,645.02	
Secondary Education.....		1,500.00	
National Council of Education.....		89.25	
Art Education.....		250.00	
Emergency Needs of Others.....		91.84	
			\$ 14,331.99

Committees and Commissions

Economic Status of the Rural Teacher.....	\$	377.17	
Retirement.....		400.00	
Social-Economic Objectives of America.....		797.10	
Tenure.....		4,276.93	
Health Problems in Education (Joint)		107.55	
Legislative Commission.....		1,989.84	
Prevention of Juvenile Delinquency and Crime.....		7.80	
Resolutions.....		67.02	
Amending Charter of N. E. A.....		65.78	
Library.....		11.20	
Credit Unions.....		378.01	
Reorganization.....		864.19	
Academic Freedom.....		327.12	
International Relations.....		1.26	
Equal Opportunity.....		27.33	
Salaries.....		349.83	
Supplies, Preparation and Certification of Teachers.....		89.07	10,137.20
			\$ 24,469.19

Association Membership Fees

American Council on Education....	\$	100.00	
World Federation of Education Associations.....		1,000.00	
			1,100.00
Expenses of Delegates.....			9,175.00
Retirement Annuities and Insurance.....			9,802.82

\$ 44,547.01

Schedule "B-7"

Executive Secretary's Office

Salaries and Wages.....	\$	29,587.15	
Travel Expense.....		1,145.61	
Stationery and Supplies.....		395.53	
Postage.....		631.49	
Telegrams.....		79.91	

31,839.66

EXHIBIT "C"

Schedule "B-8"

Division of Accounts and Records			
Salaries and Wages.....	\$	32,815.80	
Travel Expense.....		170.51	
Stationery and Supplies.....		813.44	
Postage.....		998.79	
Telegrams.....		4.99	
Graphotype Supplies.....		972.58	
			\$ 35,776.11

Schedule "B-9"

Division of Field			
Salaries and Wages.....	\$	11,544.45	
Travel Expense.....		593.80	
Stationery and Expense.....		84.06	
Postage.....		108.32	
Telegrams.....		13.25	
			12,343.88

Schedule "B-10"

Division of Business			
Salaries and Wages.....	\$	20,033.55	
Travel Expense.....		558.61	
Stationery and Supplies.....		342.60	
Postage.....		398.19	
Telegrams.....		38.27	
Advertising.....		442.94	
Mailing Section.....	\$	1,064.10	
Multigraph Section.....		595.91	
Addressograph Operation.....		232.84	1,892.85
			23,707.01

Schedule "B-11"

Division of Publications			
Salaries and Wages.....	\$	30,278.92	
Travel Expense.....		561.63	
Stationery and Supplies.....		457.42	
Postage.....		704.49	
Telegrams.....		26.31	
Reprints, Leaflets and Packets.....		1,200.90	
American Education Week Promotion.....		1,307.04	
			34,536.71

Schedule "B-12"

Division of Research			
Salaries and Wages.....	\$	57,569.13	
Travel Expense.....		588.86	
Stationery and Supplies.....		1,196.88	
Postage.....		702.47	
Telegrams.....		23.13	
Charts, Tables and Legislative Reference Service...		931.74	
Books and Pamphlets—Library.....		588.90	
			61,601.11

EXHIBIT "C"

Schedule "B-13"

Division of Classroom Service		
Salaries and Wages.....	\$ 7,498.18	
Travel Expense.....	241.28	
Stationery and Supplies.....	105.56	
Postage.....	152.57	
Telegrams.....	2.20	
		\$ 7,999.79

Schedule "B-14"

Division of Administrative Service		
Salaries and Wages.....	\$ 8,274.52	
Travel Expense.....	84.72	
Stationery and Supplies.....	105.22	
Postage.....	2.32	
		8,466.78

Schedule "B-15"

Division of Membership		
Salaries and Wages.....	\$ 11,918.31	
Travel Expense.....	896.17	
Stationery and Supplies.....	119.60	
Postage.....	210.32	
Telegrams.....	9.10	
		13,153.50

Schedule "B-16"

Promotion and Maintenance of Membership.....	\$ 22,009.26	
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Schedule "B-17"

Division of Rural Service		
Salaries and Wages.....	\$ 9,360.42	
Travel Expense.....	938.20	
Stationery and Supplies.....	64.37	
Postage.....	100.46	
Telegrams.....	27.91	
		10,491.36

Schedule "B-18"

Publicity Section		
Salaries and Wages.....	\$ 8,914.37	
Travel Expense.....	1,000.97	
Stationery and Supplies.....	259.20	
Postage.....	282.73	
Telegrams.....	80.17	
Photos and Prints.....	202.11	
Radio Broadcasts.....	637.12	
		11,376.67

Schedule "B-19"

Executive Secretary's Contingent Fund.....	150.00	
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TOTAL EXPENSES.....	\$516,192.33	
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NET PROFIT BEFORE PROVISION FOR BAD DEBTS, PRO- TESTED CHECKS AND DEPRECIATION.....	\$ 29,703.84	
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Assets of Permanent Funds as at May 31, 1938

EXHIBIT "D"

GENERAL FUND

Cash.....			\$ 10,051.17
Notes Receivable—Life Members.....			163,964.70
Investments in Securities (Book Value) Exhibit "E".....			111,194.66
Office Equipment.....			13,144.01
General Office Real Estate, Building and Improve- ments.....	\$570,313.00		
Garage Real Estate and Building.....	63,167.50		
			<u>\$633,480.50</u>
Deduct:			
First Trust Payable.....	\$97,000.00		
Reserve for Depreciation.....	8,000.00	105,000.00	528,480.50

TOTAL GENERAL FUND..... \$826,835.04

ELEMENTARY SCHOOL PRINCIPALS' FUND

Cash.....	\$ 1,371.98		
Investments in Securities (Book Value) Exhibit "E".....	7,599.63		
			<u>8,971.61</u>

AMERICAN ASSOCIATION OF SCHOOL
ADMINISTRATORS

Cash.....	\$ 895.00		
Investments in Securities (Book Value) Exhibit "E"..	22,215.07		
			<u>23,110.07</u>

SUPERVISORS' AND DIRECTORS' OF INSTRUCTION

Investments in Securities (Book Value) Exhibit "E".....			3,000.00
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TEACHERS' HOME AND WELFARE FUND

Cash.....	\$ 150.10		
Investments in Securities (Book Value) Exhibit "E"..	6,808.34		6,958.44

TOTAL PERMANENT FUND ASSETS—To Exhibit "A"..... \$868,875.16

NOTE: Teachers' Welfare Fund includes \$1,333.53 income received since establishment of this fund.

Investments in Securities—Permanent Funds Bonds as at May 31, 1938

EXHIBIT "E"

	Par Value	Book Value	Interest Collected For Fiscal Year 1937-1938
GENERAL FUND			
City of Monessen, Pennsylvania 4½% Due 8-1-51.....	\$ 5,000.00	\$ 5,206.39	\$ 225.00
State of Arkansas Toll Bridge 5% Due 10-1-60.....	5,000.00	5,166.51	250.00
State of Arkansas Toll Bridge 5% Due 10-1-54.....	23,000.00	23,558.90	1,150.00
State of Arkansas Toll Bridge Series B 3½% Due 10-1-53.....	3,511.48	3,511.48	115.09
County of Columbus, N. C. 5% Due 1-1-54.....	5,000.00	5,470.75	250.00
County of Aiken, S. C. 4½% Due 2-1-39	5,000.00	5,064.38	225.00
City of Newport News, Va. 4½% Due 6-1-48.....	1,000.00	892.50	45.00
St. Louis and San Francisco R. R. Co. Prior Lien 4½% Due 7-1-50 Certifi- cate of Deposit.....	5,250.00	4,331.25	
Atlantic Coast Line R. R. Co. 1st Con- solidated Mortgage 4% Due 7-1-52..	10,000.00	9,600.00	400.00
Manhattan Railway Co. Consolidated Mortgage 4% Due 4-1-90.....	4,000.00	3,900.00	160.00
Baltimore and Ohio R. R. Co. (Pitts- burgh Lake Erie and W. Va. System) Refunding Mortgage 4% Due 11-1-41.	20,000.00	19,942.50	800.00
Chicago, Indiana and Southern Ry. Co. 4% Due 1-1-56.....	10,000.00	9,500.00	400.00
Terminal Railroad Association of St. Louis, General Mortgage 4% Due 1-1-53.....	15,000.00	15,050.00	600.00
TOTAL TO EXHIBIT "D".....	\$111,761.48	\$111,194.66	\$ 4,620.09
ELEMENTARY SCHOOL PRINCIPALS' FUND			
Newport News City Street Improvement and Sewerage Construction 5½% Due 12-1-50.....	\$ 5,000.00	\$ 5,000.00	\$ 275.00
City of Portsmouth, Va., Waterworks 5% Due 12-1-48.....	1,000.00	1,053.49	50.00
U. S. Treasury 2¾% Due 1956-59.....	1,500.00	1,546.14	41.25
TOTAL TO EXHIBIT "D".....	\$ 7,500.00	\$ 7,599.63	\$ 366.25

EXHIBIT "E"

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS

South Carolina Certificates of Indebtedness 4¾% Due 12-1-46.....	\$ 2,000.00	\$ 2,077.28	\$ 95.00
Newport News City Street Improvement and Sewerage Construction 5½% Due 12-1-50.....	11,000.00	11,285.00	605.00
City of Portsmouth, Va. Waterworks 5% Due 12-1-48.....	3,000.00	3,160.51	150.00
U. S. Treasury Savings Bonds.....	3,000.00*	2,250.00	
U. S. Treasury 3¼% Due 1944-46.....	150.00	200.00	6.49
U. S. Treasury 3¼% Due 1943-45.....	50.00		
U. S. Treasury 2⅞% Due 1955-60.....	150.00	150.00	4.31
U. S. Treasury 2¾% Due 1956-59.....	3,000.00	3,092.28	82.50
TOTAL TO EXHIBIT "D".....	\$ 22,350.00	\$ 22,215.07	\$ 943.30

* Maturity Value.

SUPERVISORS' AND DIRECTORS' OF INSTRUCTION

U. S. Treasury Savings Bonds.....	\$ 4,000.00*	\$ 3,000.00	\$.....
TOTAL TO EXHIBIT "D".....	\$ 4,000.00	\$ 3,000.00	\$.....

TEACHERS' HOME AND WELFARE FUND

Home Owners' Loan Corporation Series "B" 2¾% Due 8-1-49.....	\$ 1,550.00	\$ 1,550.00	\$ 42.65
Home Owners' Loan Corporation 3% Due 5-1-44.....	750.00	758.34	22.50
U. S. Treasury Savings Bonds.....	6,000.00*	4,500.00	
TOTAL TO EXHIBIT "D".....	\$ 8,300.00	\$ 6,808.34	\$ 65.15

*Maturity Value.

Properties Held for the Credit of the Teachers' Home and Welfare Fund as at May 31, 1938

EXHIBIT "F"

(The properties listed below were received in the settlement of the Estate of Marilla Z. Parker. These assets are in process of liquidation and as definite values have not been placed thereon, they have not been entered on the books of the Association as assets of Permanent Funds.)

BONDS AND CERTIFICATES

\$ 250.00	City of Park Ridge Improvement Bond No. M-180, Balance Due 12-15-31
1,000.00	Allie M. Anderson 6% First Mortgage Note No. 32 Due 5-20-36
1,000.00	Certificate of Interest in \$25,000.00 Loan on 6154-56 Rhodes Avenue (Burkhardt Loan)
1,000.00*	John J. Duffin 3% First Mortgage Note #30 Due 2-28-37
1,000.00	Certificate for 2-63 Interest in 7800-4 Champlain Avenue, Chicago, Ill. (Hokanson Note)

* On Deposit with Ratner, Miller and Ratner.

STOCKS

20 Shares	International Textbook Company Stock (No Par Value)
5 Shares	International Educational Publishing Company Common Stock @ \$50.00
10 Shares	International Educational Publishing Company Preferred Stock 7% @ \$50.00
10 Shares	4000 Drexel Boulevard Corporation Common Stock (Issued in lieu \$1,000.00 First Mortgage 6% Note No. 28, of Richard and Gisela Rosenheim, Due 10-20-32.)
10 Shares	208 South LaSalle Street Corporation, Common Stock (Issued in lieu of \$1,000.00 5½% First Mortgage Bond—M-1834 Due 11-1-58)

REAL ESTATE

One-half Ownership of 192 8-10 Acres of Land, Burleigh County, North Dakota
One-half Ownership of Contract of Purchase for 320 Acres of Land, Blaine County, Montana.

Auditor's Certificate on Report of Treasurer

WAYNE KENDRICK & COMPANY

Certified Public Accountants

Rust Building, Washington, D. C.

June 10, 1938.

Dr. Caroline S. Woodruff,
National Education Association of the United States,
Washington, D. C.

Dear Madam:

We have examined the records of the Secretary of your Association for the fiscal year ended May 31, 1938, and have checked the cash transactions shown therein to the cash records of the Association, and have found them in agreement. We hereby certify that the attached Treasurer's Report correctly reflects the cash transactions for the fiscal year ended, and the cash balance at the close of business

May 31, 1938. The attached statement does not include a claim in the form of receiver's certificates against the Commercial National Bank, Washington, D. C. in the amount of \$29,644.57, representing forty per cent of the balance of the Regular and Special Accounts on deposit at the time the bank was closed in March, 1933.

Respectfully submitted,

WAYNE KENDRICK & COMPANY,

By T. DELOS PAXMAN,

Certified Public Accountant.

Treasurer's Report for the Fiscal Year Ended May 31, 1938

R. E. OFFENHAUER, *Treasurer*

CASH ON HAND JUNE 1, 1937..... \$ 85,541.81

To which Add:

RECEIPTS

Memberships.....	\$390,027.49	
Advertising.....	51,255.00	
Convention Exhibits—(Net).....	32,205.57	
Permanent Fund Income 1937–1938.....	42,571.62	
Honorariums.....	2,530.16	
Rentals.....	8,286.24	
Sale Reports and Publications.....	18,244.00	
Sundry.....	776.09	
		\$545,896.17

	Balance	Balance
	May 31, 1937	May 31, 1938

Other Sources

Increases In Liabilities

Associated Depart-

ments.....	\$41,892.06	\$ 42,292.86
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Educational Policies

Commission.....	1,698.34	8,521.48
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Horace Mann Centen-

nial Fund.....	1,916.63	3,443.71
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Safety Education Proj-

ect.....		2,161.75
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Grant for Study of Eco-

nomic Status of Rural

Teachers.....	750.00	331.35
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Suspense.....	32.78	159.84
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	\$46,289.81	\$ 56,910.99

\$ 10,621.18

Decrease in Assets

Accounts Receivable...	\$10,988.46	\$ 10,056.42
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Time Checks.....	6,573.45	1,307.77
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Travel Advances.....	760.00	350.00
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Stamped Envelopes....	1,219.37	929.90
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	\$19,541.28	\$ 12,644.09

	6,897.19	17,518.37

TOTAL CASH ACCOUNTABILITY

\$648,956.35

TOTAL CASH ACCOUNTABILITY (carried forward)		\$648,956.35
From which Deduct:		
DISBURSEMENTS		
Board of Trustees.....	\$	490.03
Board of Directors		7,133.60
Executive Committee.....		3,429.30
General Office.....		8,084.51
Physical Plant.....		57,729.06
Annual Conventions.....		8,365.95
Publications—Printing and Distribution.		112,961.00
Special Appropriations.....		24,469.19
Association Membership Dues.....		1,100.00
Expenses of Delegates.....		9,175.00
Retirement Annuities and Insurance....		9,802.82
Divisions.....		251,292.61
Promotion and Maintenance of Member- ship.....		22,009.26
Executive Secretary's Contingent Fund..		150.00
		\$516,192.33
Purchases of Furniture and Fixtures.....	\$	4,996.72
	Balances	Balances
	May 31, 1937	May 31, 1938
Other Disbursements		
Increases in Assets		
Stationery and Supplies.	\$578.78	\$ 902.05
Protested Checks.....	343.60	636.94
	\$922.38	\$1,538.99
		616.61
Uncollectible Accounts Charged Off.....		1,401.75
Decrease in Liabilities		
Vouchers Payable.....	\$28,995.74	\$3,439.82
TOTAL DISBURSEMENTS.....		\$548,763.33
CASH BALANCE MAY 31, 1938.....		\$100,193.02

BUDGET REPORT

BUDGET DATA AND RECOMMENDATIONS FOR 1938-39
APPROVED BY BOARD OF DIRECTORS, JUNE 28, 1938
ADOPTED BY REPRESENTATIVE ASSEMBLY,
JUNE 30, 1938

1. Board of Trustees:

Actual expenses for last five years:

1933-34	\$ 601
1934-35	1,492
1935-36	556
1936-37	908
1937-38	490

Amount recommended for 1938-39\$ 600

2. Executive Committee:

Actual expenses for last five years:

1933-34	\$ 2,382
1934-35	3,112
1935-36	3,100
1936-37	2,567
1937-38	3,184

Amount recommended for 1938-39\$ 3,500

3. Board of Directors:

Actual expenses for last five years:

1933-34	\$ 7,249
1934-35	9,704
1935-36	8,263
1936-37	11,188
1937-38	7,134

Amount recommended for 1938-39\$ 9,500

4. Office Expense for President:

Actual expenses for last five years:

1933-34	\$ 319
1934-35	1,200
1935-36	464
1936-37	111
1937-38	245

Amount recommended for 1938-39\$ 500

5. Executive Secretary's Office:

Actual expenses for last five years:

1933-34	\$29,985*
1934-35	36,235*
1935-36	40,938*
1936-37	32,894
1937-38	31,840

Amount recommended for 1938-39:

Salaries and wages	\$30,215
Travel expense	1,200
Stationery and office supplies	400
Postage	575
Telegrams	100

Total	\$32,490
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* Includes expense for accounts now included in Division of Accounts and Records.

6. Division of Accounts and Records:

Actual expenses for last two years:

1936-37	\$34,543
1937-38	35,776

Amount recommended for 1938-39:

Salaries and wages	\$34,920
Travel expense	175
Stationery and office supplies	750
Postage	950
Telegrams	5
Graphotype supplies	900

Total	\$37,700
-------------	----------

7. Division of Membership:

Actual expenses for last five years:

1933-34	\$25,977*
1934-35	28,968*
1935-36	35,863*
1936-37	12,525
1937-38	13,154

Amount recommended for 1938-39:

Salaries and wages	\$10,810
Travel expense	800
Stationery and office supplies	125
Postage	200
Telegrams	10

Total	\$11,945
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* Includes expense for membership records now included in Division of Accounts and Records.

8. Promotion and Maintenance of Membership:

Actual expenses for last five years:

1933-34	\$25,703
1934-35	26,065
1935-36	22,093
1936-37	20,588
1937-38	22,009

Amount recommended for 1938-39 \$19,500

9. Division of Field:

Actual expenses for last five years:

1933-34	\$12,020
1934-35	12,888
1935-36	11,503
1936-37	11,895
1937-38	12,344

Amount recommended for 1938-39:

Salaries and wages	\$11,850
Travel expense	1,400
Stationery and office supplies	90
Postage	100
Telegrams	20

Total \$ 13,460

10. Division of Business:

Actual expenses for last five years:

1933-34	\$16,308
1934-35	17,889
1935-36	21,332
1936-37	23,022
1937-38	23,707

Amount recommended for 1938-39:

Salaries and wages	\$20,425
Travel expense	650
Stationery and office supplies	325
Postage	400
Telegrams	40
Advertising	300
Mailing and multigraph sections and addressograph service	2,300

Total \$24,440

11. Division of Classroom Service:

Actual expenses for last five years:

1933-34	\$ 7,314
1934-35	7,308
1935-36	7,331
1936-37	7,710
1937-38	8,000

Amount recommended for 1938-39:

Salaries and wages	\$ 7,700
Travel expense	300
Stationery and office supplies	90
Postage	140
Telegrams	5

Total	\$ 8,235
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12. Division of Publications:

Actual expenses for last five years:

1933-34	\$42,325*
1934-35	45,120*
1935-36	43,734*
1936-37	31,956
1937-38	34,537

Amount recommended for 1938-39:

Salaries and wages	\$31,370
Travel expense	700
Stationery and office supplies	400
Postage	625
Telegrams	25
Reprints, leaflets and packets	1,000
American Education Week promotion	1,000

Total	\$35,120
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* Includes expense for Publicity Section.

13. Publicity Section:

Actual expenses for last two years:

1936-37	\$10,333
1937-38	11,377

Amount recommended for 1938-39:

Salaries and wages	\$ 9,445
Travel expense	950
Stationery and office supplies	220
Postage	250
Telegrams	75
Photographs and prints	225
Radio broadcast incidentals	900

Total	\$12,065
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14. Division of Administrative Service:

Actual expenses for last five years:

1933-34.....	\$ 8,545
1934-35.....	9,163
1935-36.....	8,560
1936-37.....	9,275
1937-38.....	8,467

Amount recommended for 1938-39:

Salaries and wages.....	\$ 8,620
Travel expense.....	70
Stationery and office supplies.....	100

Total\$ 8,790

15. Division of Research:

Actual expenses for last five years:

1933-34	\$54,900
1934-35	63,116
1935-36	61,151*
1936-37	55,155
1937-38	61,601

Amount recommended for 1938-39:

Salaries and wages.....	\$61,020
Travel expense.....	700
Stationery and office supplies.....	1,100
Postage	700
Telegrams	30
Special charts, tables and legislative ref. studies.....	1,500
Books and pamphlets (Library).....	600

Total\$65,650

* Includes expense for Division of Rural Service.

16. Division of Rural Service:

Actual expenses for last two years:

1936-37	\$ 8,445
1937-38	10,491

Amount recommended for 1938-39:

Salaries and wages.....	\$10,075
Travel expense	1,000
Stationery and office supplies.....	100
Postage	150
Telegrams	30

Total\$11,355

17. Physical Plant:

Actual expenses for last five years:

1933-34	\$54,498
1934-35	56,033
1935-36	57,703
1936-37	56,871
1937-38	57,729

Amount recommended for 1938-39:

Rent	\$43,000
Light and power	1,850
Heat	1,350
Janitor service	9,070
Maintenance	2,600

Total	\$57,870
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18. General Office Expenses:

Actual expenses for last five years:

1933-34	\$ 6,591
1934-35	7,666
1935-36	8,635
1936-37	8,694
1937-38	8,085

Amount recommended for 1938-39:

Auditing Association accounts	\$ 500
Express and freight	175
General expense	200
Insurance	775
Interest and discount allowed	1,000
Repairs—Office furniture	300
Surety bonds	265
Telephone service	1,700
Operators and information	3,620

Total	\$8,535
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19. Annual Conventions:

Actual expenses for last five years:

1933-34	\$ 3,948
1934-35	5,724
1935-36	5,043
1936-37	5,080
1937-38	8,366

Amount recommended for 1938-39	\$7,000
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20. Journal of the National Education Association:

Actual expenses for last five years:

1933-34	\$69,183
1934-35	72,271
1935-36	85,941
1936-37	81,042
1937-38	89,854

Amount recommended for 1938-39.....\$92,400

21. Other Publications:

Actual expenses for last five years:

1933-34	\$12,007
1934-35	21,276
1935-36	23,180
1936-37	21,276
1937-38	23,107

Amount recommended for 1938-39:

Volume of Proceedings.....	\$ 8,000
Yearbook, Dept. of Classroom Teachers.....	2,100
Publications and reports for sale.....	2,400
Research Bulletin	5,500
American Education Week material.....	5,000

Total\$23,000

22. Expenses of Delegates:

Actual expenses for last five years:

1933-34	\$ 9,352
1934-35	6,489
1935-36	6,611
1936-37	6,948
1937-38	9,175

Amount recommended for 1938-39.....\$9,000

23. Association Membership Fees:

Actual expenses for last five years:

1933-34	\$ 1,200
1934-35	1,100
1935-36	1,100
1936-37	1,100
1937-38	1,100

Amount recommended for 1938-39:

World Federation of Education Associations.....	\$ 1,000
American Council on Education.....	100

Total\$1,100

24. Retirement Annuities and Insurance:

Actual expenses for last five years:

1933-34	\$ 8,914
1934-35	9,468
1935-36	10,603
1936-37	11,117
1937-38	9,803

Amount recommended for 1938-39\$10,800

25. Departments:

Actual expenses for last five years:

1933-34	\$11,309
1934-35	12,174
1935-36	12,469
1936-37	12,367
1937-38	14,331

Amount recommended for 1938-39:

Classroom Teachers	\$12,100
Yearbook cost transfer (see Item 21)	2,100

_____ \$10,000

Other departments and Association purposes in
amounts as determined by Executive Committee.. 4,400

Total\$14,400

26. Committees and Commissions:

Actual expenses for last five years:

1933-34	\$16,208
1934-35	15,556
1935-36	10,687
1936-37	11,339
1937-38	10,137

Amount recommended for 1938-39:

Committee on Tenure\$10,000

Other committees and commissions and Association
purposes in amounts as determined by Executive
Committee

2,000

Total\$12,000

27. Secretary's Contingent Fund:

Actual expenses for last two years:

1936-37	\$ 1,352
1937-38	150

Amount recommended for 1938-39\$1,500

GRAND TOTAL\$532,455

Comparison of Expenditures

1934-35 to 1937-38

And Recommended Appropriations for 1938-39

APPROPRIATION	Expended 1934-35	Expended 1935-36	Expended 1936-37	Expended 1937-38	Recom- mended Appro- priation 1938-39
Board of Trustees.....	\$ 1,492	\$ 556	\$ 908	\$ 490	\$ 600
Executive Committee.....	3,112	3,100	2,567	3,184	3,500
Board of Directors.....	9,704	8,263	11,188	7,134	9,500
Office Expense for President.....	1,200	464	111	245	500
Executive Secretary's Office.....	36,235	40,938	32,894	31,840	32,490
Division of Accounts and Records.....*	*	*	34,543	35,776	37,700
Division of Membership.....	28,968	35,863	12,525	13,154	11,945
Promotion and Maintenance of Membership.....	26,065	22,093	20,588	22,009	19,500
Division of Field.....	12,888	11,503	11,895	12,344	13,460
Division of Business.....	17,889	21,332	23,022	23,707	24,440
Division of Classroom Service....	7,308	7,331	7,710	8,000	8,235
Division of Publications.....	45,120	43,734	31,956	34,537	35,120
Publicity Section.....**	**	**	10,333	11,377	12,065
Division of Administrative Service	9,163	8,560	9,275	8,467	8,790
Division of Research.....	63,116	61,151	55,155	61,601	65,650
Division of Rural Service.....		***	8,445	10,491	11,355
Physical Plant.....	56,033	57,703	56,871	57,729	57,870
General Office Expenses.....	7,666	8,635	8,694	8,085	8,535
Annual Conventions.....	5,724	5,043	5,080	8,366	7,000
Journal of the N. E. A.....	72,271	85,941	81,042	89,854	92,400
Other Publications.....	21,277	23,180	21,277	23,107	23,000
Expense of Delegates.....	6,489	6,611	6,948	9,175	9,000
Association Membership Fees....	1,100	1,100	1,100	1,100	1,100
Retirement Annuities and Insur- ance.....	9,468	10,603	11,117	9,803	10,800
Departments.....	12,174	12,469	12,367	14,331	14,400
Committees and Commissions.....	15,556	10,687	11,339	10,137	12,000
Secretary's Contingent Fund.....			1,352	150	1,500
	\$470,018	\$486,860	\$490,301	\$516,192	\$532,455

* Expense included in Executive Secretary's Office and Division of Membership.

** Expense included in Division of Publications.

*** Expense included in Division of Research.

INCOME STATEMENT

	1934-35	1935-36	1936-37	1937-38
Membership Dues.....	\$318,174	\$335,932	\$366,307	\$390,027
Journal Advertising.....	38,171	42,289	46,335	51,255
Exhibits (net).....	10,980	25,196	30,219	32,206
Honorariums.....	2,243	2,439	3,431	2,530
Rentals.....	9,177	9,380	8,711	8,286
Sales of Publications.....	23,228	19,247	17,174	18,244
Permanent Fund—Net Income.....	41,393	41,163	42,764	42,572
Sundry Income.....	3,401	1,666	517	389
	\$446,767	\$477,312	\$515,458	\$545,509

REPORT OF COMMITTEE ON ACADEMIC FREEDOM¹

HENRY LESTER SMITH, DEAN, SCHOOL OF EDUCATION, INDIANA UNIVERSITY, BLOOMINGTON, IND., *Chairman*

OF ALL THE PROBLEMS in school administration and in classroom technics which can raise a general discussion, there is perhaps not one as full of fire as the problem of academic freedom. A school might be accused of spending too much money; its teachers may have insufficient training; school taxes may be considered too high; the salaries of its teachers may be wholly inadequate. But none of these things will excite as much public comment as the mere whisper of the words "academic freedom." It is a question in which the public is vitally concerned, and, happily enough, one in which the public likes to be concerned. Newspapers are quick to realize the news value of a case of teacher dismissal; communities are quick to take sides.

This sensitivity exists because the issues involved are so fundamentally important to our society. To the school the present society has assigned the task of imparting to the child the more formal lessons in learning to live. There the child is introduced to the highest products of our civilization. In "seven league boots" he traverses the lengthy history of his race and encounters, enroute, its greatest men and stirring events. He is taught to believe in the values of this culture. It is extremely important to that society that the child learn these things wisely and respectfully. When a community believes that a child has not learned these things, it becomes frightfully indignant and clamors for the removal of the responsible—or perhaps irresponsible—persons. With these facts probably we would all agree.

Unfortunately, however, human problems are not always so coldly reasonable. Almost always they are hopelessly tangled up with emotion and prejudice. There is no doubt that injustice has been done many times by a community which believes that it is saving its children from the baneful influence of non-social teachers. There is no doubt also that an unfair accusation has many times been made to cover some personal hatred or malice. In fact, there is no doubt that many of the people most seriously involved in the whole question of freedom of speech in the schools have never thought out the question and have no definite idea of its boundaries.

Indeed, the mind of the unfortunate person who attempts to clarify his thoughts on the question of academic freedom will swim amid conflicting opinions. Leaders in education themselves do not agree on a definition. A member of a board of trustees of a prominent university said:

We cannot allow public servants—and teachers are public servants—to threaten the government's overthrow by complete freedom of expression. . . . Some judgment has to be imposed upon them from above.

A nationally famous college president said:

Before and above academic freedom of any sort comes university freedom, which is the right and obligation of the university to pursue its high ideals unhampered

¹ Accepted by Board of Directors, June 27, 1938.

and unembarrassed by acts or conduct on the part of any of its members which tend to damage its reputation. . . .

Another leader in education would restrict a teacher's activities:

The exercise of a teacher's rights as citizen should not interfere with the proper discharge of his duties to his school.

The president of a large eastern school states his position thus:

We cannot permit academic freedom which is academic license. If we are the last refuge of conservatism, let us glory in it.

If these college and university officials, whose positions make them umpires in cases of academic freedom, think of academic freedom in definitions so widely divergent, how can we be sure what the teaching body and the general public think? How is it possible for teachers to work out a general code of ethics and professional boundary lines when leaders in the field are arguing over the fundamental meaning of the words "academic freedom"? How can a teacher know whether he is pursuing his duty or harming himself and his community when he takes some side in a social controversy?

The National Education Association has gone on record against infringement of intellectual freedom and freedom of teaching. The Committee on Academic Freedom has given much thought to the limitations and the definition of this question of freedom of teaching. It appears to the Committee that controversy on the question can never cease until the profession clearly understands what the community expects of it and until the community appreciates the position of the teaching profession.

In order to analyze this controversy, the Committee has examined a number of cases of dismissal which appeared to involve the principles of intellectual and academic freedom. These cases were not composed of simple elements. Analysis indicated that academic freedom involves two areas: (1) freedom within the classroom, and (2) freedom outside the classroom. Outside the classroom, the teacher's activities also may be divided into two categories: (1) activities pertaining to his job, such as participation in parent-teacher groups or local teachers associations; and (2) social and civic activities outside the field of education. The problem of academic freedom, then, has at least three aspects. It is vastly important that we know exactly how far in each direction the community is willing for the teacher to go. We must know if a teacher is to be given unlimited rights *inside* his own classroom, if he may present to his pupils facts on all sides of all questions, if he may express his own opinions on controversial issues. We must also know if a community is to allow him to express his opinions *outside* the classroom, to participate unstintingly in the political and social life of his community, to take a position on questions of general public interest. It must be repeated that, until both the profession and the community understand each other on these questions, we shall continue to have dismissals for so-called "misuse of the rights of the classroom" or "conduct unbecoming a teacher." These dismissals *may* be tragic; they *always* lower the morale of the profession of teaching.

Last year the Committee on Academic Freedom thought it would be wise to attempt to measure opinion on these several aspects of the whole problem. A questionnaire form was constructed on which teachers were to be given an opportunity to vote on the wisdom of certain decisions. Ten cases of teacher dismissal were outlined briefly on this form; at the end of each case certain questions were asked. Each of the problems was slightly different in its accent: some involved the question of freedom of subjectmatter; some were concerned with difference between administrators and teachers; and some measured the willingness of teachers to grant freedom of intellectual pursuit to their colleagues and their students.

This questionnaire was answered by a sample of about a hundred teachers and administrators in Massachusetts, Michigan, and California. This small sample helped to improve the form and indicated the kind of information which could be derived from such a study. For instance, teachers from the different parts of the country showed differences of opinion on what constitutes an infringement of their own rights. They showed themselves willing to restrict their own activities when they felt that the community would suffer from privilege granted to them. They even felt it their duty, under certain circumstances, to relinquish rights granted them by the Constitution and the Bill of Rights if pursuit of those rights should threaten their effectiveness as teachers. However, in a case of flagrant injustice to a fellow teacher, their vote supporting that teacher was practically unanimous. The administrators who answered the questionnaire indicated that they were willing to defend the rights of the teachers under their jurisdiction against attacks by special interests in the community. On several questions, administrators demanded *even more* freedom for teachers than the teachers demanded for themselves! It would have been constructive to have had the opinions and the votes of persons outside the profession of teaching. There would be great value in knowing the feeling of boards of education, patriotic societies, church bodies, and the public in general on the rights of teachers in this question of academic freedom.

This exploratory use of the questionnaire has made the Committee enthusiastic about the possibility of arriving at a clearer definition of intellectual freedom for teachers. When the questionnaire is perfected, the Committee would like to have it answered by a cross section of the American public. It should be sent to teachers, administrators, members of boards of education, church leaders, businessmen, and all other community members who might be called upon to make a decision about a teacher's activities. The Committee believes that when the opinions of this whole cross section are tabulated we shall have a definite idea about what the public expects a teacher to do and what a teacher thinks it is his duty to do. Such a study cannot help but be valuable in adding refinements to our present code of ethics and in reducing the number of dismissals involving academic freedom.

The National Education Association has taken a courageous stand for the support and defense of "freedom of teaching and full opportunity to present differing points of view on . . . controversial questions." This pro-

posed study is a further step in the same direction. As a profession we have one primary interest—the welfare of the student. The real benefactor of the teacher's academic freedom is the student, and thru him society, a more satisfying society which believes as Franz Leiber believed, "We cherish fatherland, freedom, and truth—but the dearest of these is truth."

REPORT OF APPRAISAL COMMITTEE

ORVILLE C. PRATT, SUPERINTENDENT OF SCHOOLS, SPOKANE, WASH.,
Chairman

The New York City convention was outstanding in a number of ways, some of which were the result of careful preliminary planning and some the result of meeting in New York City.

1. It was an outstanding attainment to have as chairman of the final session the wife of the President of the United States and to have the President himself as the featured speaker. Such recognition of the importance of education and of the N.E.A. as officially representing it has doubtless increased the prestige of our organization.

2. No state or city has given our convention as much official notice as was accorded this meeting. Governor Herbert H. Lehman and Mayor Fiorello H. La Guardia addressed the opening session. Mayor La Guardia was especially generous with his interest and time, speaking several times and arranging a special demonstration of the police and fire departments for the convention in Madison Square Garden.

3. The personnel of the New York City schools had gone to great pains and considerable expense to entertain and instruct the delegates and visitors attending the convention. Notable in this convention were the excellent school pageant, staged in the new Brooklyn Technical High School building, and the remarkable exhibit of school work in the Port Authority building.

4. New York City itself was an education for all the delegates and other teachers who had not previously seen this miracle city.

5. However, the very size and manifold attractions of New York tended to distract attention from the convention and prevented it from having the unity and coherence so desirable for a convention.

6. A regrettable incident was the release of publicity about a book just issued from the press which was timed so that it seemed to have some connection with the N.E.A. Fortunately, the matter was straightened out. What makes it worthy of special comment is that it illustrates the method frequently employed by some people to get publicity at the expense of a great national organization. The N.E.A. should take whatever action is necessary to protect its standing and reputation from publicity-seeking persons.

7. Secretary Givens and the headquarters staff are entitled to high praise for the efficiency in arranging and conducting the convention notwithstanding the difficulties inherent in holding it in New York City.

The wonder city has no suitable convention hall. The convention was, therefore, held in many places: the school pageant in Brooklyn, the school exhibit in the Port Authority building, the commercial exhibit in the Pennsylvania Hotel, the general meetings in Radio City, the Hippodrome, Madison Square Garden, and the 1939 World's Fair Grounds.

8. President Caroline S. Woodruff deserves special mention because of the unfailing courtesy and kindness with which she met the numerous trying situations which arose in the Representative Assembly. Her thoughtfulness and consideration for others was marked in many ways.

The Appraisal Committee

The Representative Assembly at Detroit in 1937 adopted the following resolution:

The National Education Association recommends that the president be authorized to appoint an Appraisal Committee whose duty it shall be to make a critical appraisal of the 76th annual convention and all subsequent annual conventions. The committee shall be representative of the membership of the Association and shall consist of nine persons, three to serve for one year, three for two years, and thereafter three persons shall be appointed each year for terms of three years. The first nine members appointed to the committee shall draw lots to determine the lengths of their terms. The report of the Appraisal Committee shall be made available to the members of the Association.

Accordingly, under date of October 13, 1937, President Woodruff appointed Orville C. Pratt as chairman of the Committee.

On November 10, 1937, President Woodruff named the other members of the Committee, as follows:

1. Lillian Broderick, Yonkers, New York.
2. E. B. Couch, Glendale, California.
3. Robert C. Keenan, Chicago, Illinois.
4. J. Herbert Kelley, Harrisburg, Pennsylvania.
5. Mrs. Inez Johnson Lewis, Denver, Colorado.
6. Mrs. Emery Lively, New Orleans, Louisiana.
7. Daisy Lord, Waterbury, Connecticut.
8. Albert M. Shaw, Los Angeles, California.

At the Atlantic City meeting in February the Committee met and formulated an "Audience Report," to be used at the New York City convention, with the following questions:

I. *Speakers:*

1. How many speakers have you heard at this convention?
2. Who were the best three speakers of those you heard?
3. What outstanding speaker would you like to suggest for next summer's meeting?

II. *Topics or issues:*

1. What topics or issues discussed do you consider most valuable?
2. In what ways could the program be improved?
 - A. In topics or issues?
 - B. In discussion groups?
 - C. In exhibits?

- D. In entertainment or other features?
- E. Should the time of any sessions be changed?
- F. Should any present features be omitted?

III. *Selection of convention city:*

1. What is your opinion of New York as a convention city?
2. Should the N.E.A. work out a policy concerning the location of the convention city? If so, what?
3. Where would you like to have the next convention held?

IV. *Additional comments:*

These Audience Reports were distributed to all delegates and several hundred were filled out and returned. From them the following items were taken.

Speakers

The choice of "best speakers" took a wide range, including a total of about seventy different persons. Those named most frequently were Buck, La Guardia, Munro, Woolley, Sizoo, Thomas, Bliven, Lehman, and Roosevelt.

As outstanding speakers for next year, there was a still more marked divergence of opinion.

Ways of Improving the Program

This part of the Audience Report received the fullest response and was richest in suggestion. Some of the more valuable points are enumerated here:

1. Limit the reports of committee chairmen to the high points of previously printed reports.
2. Some programs were too crowded. Limit them to two main speakers.
3. See that all programs start on time and that speakers are held to the time allotted. A signal of "time up" should be arranged on the speaker's desk so that he cannot fail to see it.
4. Best speakers should come last on a program.
5. There should be more time devoted, in sectional meetings, to the smaller school systems.
6. There should be more meetings devoted to organization work and welfare work for teachers.
7. There should be less time taken with the welcoming addresses or greetings at the initial session.
8. There should be more facility in handling items of business and less bickering.
9. Less time should be devoted to music.
10. There should be more practical discussions and less of theory.
11. Limit time of luncheon discussions.
12. Have more discussion group programs.
13. Each state headquarters should be hostessed by teachers from that state.
14. Arrange guided tours sponsored by the N.E.A.
15. A more definite program of letting the "uninitiated" delegates know the most interesting things to see, to attend, etc.
16. There is too much "bally-hoo" and too much expenditure of money in the campaign for the presidency.
17. All breakfast meetings should be eliminated except the state breakfasts.
18. Have resolutions and other committee work formulated before the regular sessions begin.
19. Furnish delegates with more detailed and specific information before they arrive. The time is too short after arrival to absorb so much so quickly.

20. The publication and other committees needing to finish their work at once should meet just after the convention and not take convention time.
21. Arrange for the voting to take place in connection with the same place where the Representative Assembly meets.
22. Limit the speaking at any one session to an hour and a half.
23. Utilize music as a break near the middle of the program, rather than at the beginning. Furnish genuinely worthwhile musical numbers.
24. Invite as guest performer at least one truly great author, actor, or singer.
25. All delegates should be furnished with a simplified map, indicating the location of all places mentioned in the program and containing directions for reaching these places most quickly and inexpensively.
26. All differences as to policy arising within a state should be reconciled without being aired and taking the time of the national convention.
27. Delegates ought to receive the envelope containing all essential information at least two weeks before the convention.
28. The persons in the information booths should be better informed.
29. Printed programs ought to reach local organizations in advance of the convention so that delegates may plan their time to better advantage.
30. In the advance publicity material for the convention, list good and unusual places to get meals, with addresses and prices.
31. Major entertainment features, including banquets, should not be permitted to conflict with general programs.

Most Valuable Topics for Discussion

1. Presentday Developments in the Use of Radio and Motion Pictures
2. Guidance and Its Practical Application to Pupils
3. Democracy in Schools
4. Mental Hygiene
5. Topics of Nationwide or Worldwide Interest
6. Visual Education
7. World Citizenship
8. Changing Social Trends and Their Implications for Education
9. A Philosophy of Life and How It May Be Developed
10. The American Way of Life.

Selection of a Convention City

1. A large majority felt it to be desirable for the N.E.A. to have a policy as to the cities in which the convention would be held—a sort of cycle plan including only those with best facilities, and geographical in rotation; some such plan as taking some ten major cities and returning to each once in a decade.

2. Some delegates felt that the delegates themselves ought to be privileged to vote on this matter. Quite a number of delegates expressed a choice for 1939 and San Francisco received almost as many votes as the 21 other places combined.

Appraisal Committee for Next Year

In the drawing of lots for the one, two, and three year terms, Mrs. Lewis and Messrs. Kelley and Couch drew the one-year term, Mrs. Lively and Messrs. Keenan and Pratt drew the two-year term, and Misses Broderick and Lord and Mr. Shaw drew the three-year term.

REPORT OF COMMITTEE ON BYLAWS AND RULES

CORNELIA S. ADAIR, PRINCIPAL, FRANKLIN SCHOOL, RICHMOND, VA.,
Chairman

The report of the Committee on Bylaws and Rules will be found in full in the minutes of the First Business Session of the Representative Assembly, Tuesday morning, June 28, 1938.

REPORT OF COMMITTEE TO COOPERATE WITH THE
AMERICAN TEACHERS ASSOCIATION¹

N. C. NEWBOLD, DIRECTOR, DIVISION OF NEGRO EDUCATION, STATE DEPARTMENT OF EDUCATION, RALEIGH, N. C., *Chairman*

What was perhaps the most successful meeting this Committee has held in its twelve years of service was held in the Ambassador Hotel, Atlantic City, New Jersey, on March 2, 1938. The attendance was the largest since the beginning in Philadelphia in 1926. Nineteen members, one proxy, and six visitors were present. Seventeen states and the District of Columbia were represented, as were all points of the compass in the United States.

A brief report of our Subcommittee on Textbooks and Motion Pictures was given by Chairman S. L. Smith. He pointed out that "study of textbooks used in the public schools reveals that little is said, especially in the history texts, about the history and achievements of the Negro." Discussion by members of the Committee and visitors, which continued for more than two hours, centered largely around the matter of securing fairer and more treatment of Negroes than is now true in textbooks used in public schools. This important matter was emphasized again and again by those present.

R. B. Eleazer, educational director of the Commission on Interracial Cooperation, Atlanta, Georgia, outlined the work of that Commission—(a) courses on race relations in colleges; (b) publication of bulletins pertaining to the Negro; (c) essay contests in schools; and (d) conferences held to improve race relations.

T. G. Duckrey suggested "that this Committee make a review of textbooks in northern and western as well as southern areas, and make available information relative to good books on the Negro."

Garnet C. Wilkinson raised the question as to what is being done in Negro colleges with reference to race relations. He moved that a subcommittee be appointed to promote race relations programs in Negro colleges similar to those which have for several years been organized and conducted in white colleges. That motion prevailed, and Mr. Wilkinson was appointed chairman of this subcommittee, four others being named to assist him.

U. W. Leavell stated that more than one hundred master's theses on various phases of Negro life had been written by graduate students at Peabody College for Teachers. He also pointed out how difficult it is to get publishing houses to print texts containing pictures of Negroes.

¹ Accepted by Board of Directors, June 28, 1938.

A motion was offered by J. R. E. Lee, seconded by R. S. Grossley, that the work of the Subcommittee on Textbooks and Motion Pictures be continued, extending its work nationwide, including all racial groups in its efforts to build better race relations, that it serve as a clearinghouse for a wide range of materials that might come in from all over the nation; and that a number of small committees be appointed or organized to carry forward the enlarged work, each smaller committee heading up in this large Subcommittee on Textbooks and Motion Pictures. The motion prevailed.

Complying with the responsibility placed upon him by the motion just quoted, the chairman appointed two subcommittees: (1) to make a study of the treatment of Negroes in textbooks used in public schools in northern and midwestern areas—T. G. Duckrey, chairman; and (2) to study the racial situation, including Negroes, Japanese, Chinese, and Mexicans in California and other far western states—Jane Maxwell, chairman.

Following further discussion in which members participated freely, action was taken as follows:

1. By Mr. Duckrey and Mr. Grossley: "That this committee go on record as endorsing federal financial aid to needy schools thruout the country . . . distributed equally without regard to race."

2. By Mrs. Louise Burgess Herndon: "That the National Education Association be petitioned for a thousand dollars to carry forward the work of this Committee."

3. By V. L. Nickell: "That it would be appropriate recognition if a distinguished Negro educator should be appointed to membership on the Educational Policies Commission."

4. By A. D. Wright: "That efforts be made to get a section meeting on the program of the American Association of School Administrators at the February convention, for discussion of problems on which work is being done by this Committee." Mr. Wright was asked to serve as chairman of a subcommittee to work on this matter.

5. By Mr. Eleazer: "That the chairman, or a special committee, be asked to take up with the textbook publishers, personally or by correspondence, the need of a more constructive and helpful treatment of minority groups in the United States."

During the discussions, references were made to six recent books which contain helpful material on subjects pertaining to Negro education and Negro life; also to useful curriculum material developed in several colleges; and state courses of study which prevent use of books or material unfavorable to Negroes.

REPORT OF COMMITTEE ON COOPERATIVES *

ALBERT M. SHAW, TEACHER, PUBLIC SCHOOLS, LOS ANGELES, CALIF.,
Chairman

I. Brief Description and Historical Sketch of Cooperatives and a Comparison with the Competitive System

Significance of the cooperative movement—America is slowly becoming cooperative-minded, slowly but surely coming to use intelligently the terms "consumer," "producer," and "cooperative," and to adopt for practical use some of the principles which these terms imply.

* Accepted by Board of Directors, June 28, 1938.

"Cooperation" is a general term and has a wide variety of meanings. Its usual significance implies that a group is working together toward a common end or for the benefit of all. But a great many different kinds of organizations—social, religious, industrial, and even governmental—are doing this and yet may not be called really cooperatives in the true sense of the word.

What is a cooperative?—A cooperative is more than merely an organization, or society of people, or voluntary union of persons banded together on a democratic basis to attain a certain end or benefit for their common welfare.

A true cooperative as the term is used in the particular and modern sense connotes an economic enterprise; a democratic organization of people for the purpose of producing and distributing commodities on a collective basis, or sometimes only distributing goods and supplies to the members on a non-profit basis. The true cooperative is a purely voluntary association. Members may join and leave freely.

Two types of business philosophy—In the matter of securing a supply of the necessities of life to meet the daily and constantly recurring needs of people, there are two kinds of philosophy, two types of thought which have developed. These are quite opposed to each other.

In one, business corporations and their executives contend with one another in the sharpest kind of competition with the evident purpose of beating the other fellow in the race for exacting from the consuming public the largest possible return which the traffic will bear for the service or commodity which they have to market, and which is often many times the original cost of production.

In the other, a cooperative group of neighborly-minded people band together, not only for the purpose of eliminating competitive, middleman monopoly, but also for paying to themselves the profit on their own purchases, or a larger percent of the profit on their own productions.

Historical background of one type—By tracing back historically the first of these two methods of business and industrial administration to its probable origin, we can visualize the cave man in the early days of mankind's existence as going out to meet his neighbors in vigorous combat, and the severest kind of competition. In this manner he secured and retained his marital companion. He protected his home, and by dint of much strenuous effort he procured and guarded his daily supply of food. In these things the battle was won by the strong with little or no regard, or consideration, for the weak. Truly, it was a case of "the survival of the fittest."

A type resulting from a refinement of civilization—The second of these two opposing systems seems to be one of the refinements which modern civilization is bringing into being in recent times. Champions of the first contend that only thru keen, combative competition is progress developed; that only by means of the most vigorous, ability-testing contests in all lines of activity can mankind attain his highest possibilities; that we should, figuratively speaking, always continue to place progressively an ever higher top rung in the ladder of human accomplishment in business and industry toward which the super-ambitious may climb.

Advocates of the second of these two systems of economic endeavor, the cooperative type, declare that there is a golden rule as applicable in business ethics as it is in moral conduct.

The true ideal in cooperatives—However, too many people, even among the members of cooperative societies, have in mind nothing better than the possible reduction in prices, or the increase in dividends. Too many think only of the individual profit which they can draw thru the activities of their organization. Large numbers of consumers come into cooperatives only for these motives of personal interest. This appeal is probably necessary at the outset, and probably will ever remain as a strong incentive in bringing people together in cooperative action and effort. But there should gradually develop this higher ideal: the broad conceptions of the general interest and welfare of the whole community from which the group is assembled. This ideal is already crystallizing in some sections in which cooperatives have been functioning for some time, and with the clearly evident upbuilding of a higher morale of the people and a stronger economic status of the whole community.

Without further presentation of the conflicting ideals of these two opposing systems, the reader is left to choose which one he prefers to support.

II. Different Types of Cooperatives Explained

The Rochdale Plan

Numerous and varied experiments in cooperative effort were attempted during the first three decades of the nineteenth century, but it was not until 1844 that the Equitable Society of Pioneers at Rochdale, England, established in practice the form which is the basis of the subsequent successes of the cooperative movement.

The organization was formed by a small group of less than thirty flannel weavers of the town who started this pioneer, cooperative plan by subscribing twenty-eight pounds sterling, as a working fund with which to begin business.

The success of the venture was noteworthy and the growth was steady from the start. In thirty-five years its membership was over 10,000, its reserve over 35,000 pounds, its annual business over 283,000 pounds, and its annual profits over 35,000 pounds. Its subsequent growth was equally substantial so that today this same organization has a membership exceeding 44,000 and a capital of more than \$10,000,000.

The wisdom and wise foresight of the founders of the plan are clearly shown, first by the fundamental rules which they drew up for the administration of the plan, and second by the remarkable success of the undertaking.

All these years of experience have developed no better rules by which to conduct an organization of this kind, and most states in our own country have enacted legislation which embodies a number of the original principles set up by this first little group in 1844.

Rochdale principles—These principles are as follows:

1. Membership fee, or value of stock low in price, so as to be within the reach of all. Membership is open to all applicants, and no one is debarred from membership because of his financial status.

2. Limitation of the number of shares of capital held by any one member. Capital shall be widely distributed among the members and not concentrated in the hands of a few.

3. One vote and only one for each member regardless of the number of shares owned. This provision insures the equal rights and voting powers of all members.

4. Sales at regular prices rather than at cut rates. This practice insures against ruinous price-cutting wars with competing business concerns.

5. All sales are made for cash, thus eliminating the inevitable losses which always result from the granting of credit.

6. Payment of a low rate of dividend on capital stock, and the distribution of savings on the basis of the volume of purchases made by each member. Capital is hired at a reasonable rate and patronage is justly rewarded.

These principles were originally established for the government of a consumer cooperative but some of them have been welcomed for adoption by producer cooperatives.

Some of these basic, fundamental, cooperative principles have even been enacted into United States federal and state laws.

Other Types of Cooperatives

The Rochdale Plan is a true consumer cooperative. This has been briefly explained. Some other types which should be mentioned are these:

1. *Producers*—A brief discussion of these will follow. They are mostly confined to the handling of farm products.

2. *Self-help*—These have been organized during recent years by the unemployed to gain the necessities of life by cooperative effort employing all or some of the members, exchanging labor with producers for needed commodities. They also solicit governmental units and industries for donations, purchase supplies with cash income, produce for their own use but not for sale, and exchange labor and commodities among members.

3. *Credit unions*—These are so common now as to be quite well understood. Since a separate report is to be made on this item by another committee, no extended explanation need be given in this report.

4. *Mutual insurance*—Insurance companies organized on the mutual or cooperative plan are becoming common and popular. When established on sound actuarial principles as they should be, they are successful and very satisfactory. When it is realized that in many of the older type of insurance companies about three dollars is paid by the insured for each dollar's worth of actual insurance value, it is clear that there is a great need for cooperative insurance. A cooperative automobile insurance company with headquarters at Columbus, Ohio, is now twelve years old, and is the fifth largest mutual automobile insurance association in America.

Mutual insurance associations have been in operation in the United States for over a hundred years. Farmers mutual companies, however, have been the most prominent in this field. It is estimated that about 55 percent of the insurable farm property in the United States is covered by farmers mutual companies. A large amount of farm property is also insured by cooperative associations which do both a rural and urban business. Of the 1900 farm fire insurance mutuals in operation, about half have been in business for over fifty years. Their total insurance in force is about twelve billion dollars.

Large numbers of these associations have operated for a total annual charge of from 10 to 20 cents per \$100 of insurance in force. The average in the North Central states has been about 23 cents. When this rate is compared to other insurance premiums three or four times as large, it clearly shows the outstanding value of cooperative or mutual insurance.

5. *Medical cooperatives*—While the medical profession has been slow in beginning to work on a cooperative basis, a few bright spots are appearing in medical practice to indicate a slight breaking away from the old, inefficient, and outmoded system of individual effort.

One outstanding example is the Ross-Loos Medical Group in Los Angeles. While this group is not organized on a cooperative plan, as its clinic is privately owned and managed, it does work on somewhat of a cooperative basis. Under their plan individuals of large, unified groups, such as teachers and civil service employees of different kinds, take out memberships in the Medical Group Clinic for a nominal, annual fee averaging about \$25. This pays for medical and surgical service, and hospitalization for the member and his family. In some cases a small, extra fee is paid for service to the member's dependents.

The Clinic has considerable equipment which includes nearly everything which modern science has devised for this type of professional work. There is no comparison between the type of service given by such an organization and that given by an individual physician working along with his limited equipment, no matter how skilful and expert he may be.

This organization also includes a sufficient number of physicians to supply ample day and night service and has specialists in all the more important departments.

It is easy to understand that this Medical Group has met with strenuous opposition in carrying out its plans for giving the community a high type of professional, humanitarian service. The opposition has gone so far as to introduce bills in the State Legislature to cripple and discredit the Clinic's humane efforts. This is only a repetition of history in the development of other forward-looking, progressive movements. Even the flannel weavers of Rochdale in their day met with the most strenuous opposition in carrying out their cooperative, self-help plans. Many other undertakings of high character have shared the same fate.

How much longer will the states of our country muddle along before our whole population can secure a satisfactory cooperative or socialized medical service at reasonable cost, and can have some of the distressing presentday medical problems attacked in an intelligent, efficient way?

6. *Cooperative colonies*—Many experiments in establishing cooperative colonies and settlements have been made from time to time, but with few exceptions these have not been permanently successful. Since this is not a prominent modern activity it is not desirable to give it more than passing attention. This movement is more historical than current.

7. *Agricultural processing, marketing, and supply cooperatives*—Agricultural processing, marketing, and supply cooperatives are discussed in another part of this report. They constitute the largest, most successful,

and most extensive group of cooperatives in the United States at the present time, and are a fine example for other types of cooperatives.

8. *Student cooperatives*—Student cooperatives have come to hold a very prominent place on, and adjacent to, nearly every college and university campus in the country. While not all of them are true cooperatives they approach this standard in one way or another, and are rendering a distinct service to the students who are patronizing them in increasingly large numbers.

According to Fred E. Luchs in the April 1938 issue of *Social Frontier*, a survey by the National Committee on Student Cooperatives shows that there are 195 campus cooperatives, supported by 50,000 students, and doing an annual business of over \$3,230,000. Students have found them great money savers. On books a saving of 10 percent is claimed, 40 percent on cafeterias and dormitories, 60 percent on cleaning and pressing, and 35 percent on miscellaneous enterprises.

The students report that a stronger feeling of fellowship is promoted by the "co-ops" and this is particularly appreciated by the non-fraternity groups. The "co-op" spirit on the campus has been augmented by the fact that many of the students have received training in cooperatives, and have had a chance to observe the practical working of them in their home communities before leaving for their college careers.

Large numbers of students have declared that college attendance would be impossible for them without the benefits of the "co-ops."

Thru the influence of college cooperatives, much intelligent information about the cooperative principle will drift back to local communities as these college men—the future teachers, lawyers, doctors, ministers, and business men—return there to take up their life work.

A Cooperative and a Standard Type of Corporation Compared

While the cooperative when properly organized is one type of corporation, it differs from the usual standard type of corporation in the fact that each member or stockholder in the cooperative has only one vote regardless of the number of shares he may own, and the earnings are distributed on the basis of patronage given to the organization, and not on the basis of the stock which is owned. Also the rate of dividend on capital stock is usually limited by law.

It is the provision which involves the allocation of trade surpluses back to the members which radically differentiates a cooperative enterprise from a joint stock company, private profit as the initiative being displaced by social service as the chief purpose. During the early days of cooperatives and up until recent times it may be truthfully stated, however, that the movement was purely utilitarian in character, the cooperative societies being formed solely for the mutual benefits derived from the enterprises conducted in their behalf.

Cooperatives Decidedly Not Socialism

The stupendous growth of these enterprises, which in some countries are now serious rivals of private industry and trade, has in recent years devel-

oped a distinct cooperative social philosophy, having nothing in common with socialism, however, except the general principle of collectivism. Briefly, it may be said that it is purely an economic movement, in contrast to the political aspects of socialism, based on the fundamental principle of voluntary action, or free will, as distinguished from the coercion of majority rule usually included in any system of socialism. The process by which cooperative enterprise progresses is purely evolutionary, which is another contrast to socialism, whose program may be put into effect only by means of some decided change in current affairs, such as a political upheaval at the polls.

Cooperation contemplates a system carried on by an organization of people as consumers, to be controlled by them democratically, quite aside from any political organization of any sort.

III. Growth, Development, and Present Extent of Cooperatives Abroad and at Home

Early beginnings—Historically, the first local societies usually began with groceries in England, and with bakeries in Belgium, France, and Switzerland. With growing success other distributive enterprises were established such as clothing, dry goods, shoes, etc., until now the larger cooperatives supply their members with most of the necessities of life and many of the luxuries.

Early federation, or union of local cooperatives—In Europe, federation was first effected for the purpose of manufacturing but later these federations acquired land and engaged in agriculture as in the case of the British cooperatives, which thru their two national federations—the Scottish and the English wholesale cooperatives—grow tea on several thousand acres of plantations in Ceylon and India, and raise dairy products on farms at home.

Development in the United States—The movement had made comparatively little progress in this country up to the period of the World War, but since then there has been a noteworthy development.

In 1916 when the Cooperative League of the United States was formed there were about 600 local cooperative organizations in the United States. In several sections of the United States, local cooperatives have combined to form sectional federations thereby greatly strengthening the effectiveness of their cooperative effort, decreasing their overhead costs, and increasing their general efficiency.

The Cooperative League already mentioned, with headquarters in New York City, is a national federation of local cooperatives. One of its main purposes is educational, to promote a better understanding of presentday cooperative effort.

More extensive development abroad—The greatest development probably has been achieved in Great Britain where the enterprises in operation include the largest flour mills, boot factories, and bakeries in the country. The membership of the local organizations includes over 8,000,000 families. In Switzerland approximately half of the population are affiliated with cooperatives, while in Denmark, Finland, Norway, and Sweden the devel-

opment is quite extensive. Before the World War, the membership of all cooperative organizations in Europe, including Asiatic Russia, was about 8,000,000. Now it is over 40,000,000.

Present extent of cooperatives in the United States—Thruout the United States cooperative buying and selling is carried on extensively.

There are approximately 11,000 cooperative associations in the United States, with a membership of about 3,330,000. They transact over \$1,500,000,000 worth of business annually. The cooperatives organized by the farmers for processing and marketing their products include cheese factories, creameries, cotton pools, fruit, nut, and vegetable organizations of many kinds, livestock, etc.

One state alone, California, markets \$180,900,000 worth of products in this way annually. Illinois is a close second with \$141,700,000. The next eight highest states in the order of the value of their cooperatively handled products and business are: New York, Minnesota, Iowa, Wisconsin, Ohio, Missouri, Nebraska, with Michigan which does an annual cooperative business of about \$42,050,000.

The average number of members per association for the United States is somewhat over 300 and the average volume of business per association is about \$143,000.

Approximately one-fifth of the farm products of the United States are marketed by cooperative associations. Twenty-nine purchasing cooperatives in the United States do an annual business of \$1,000,000 or more. Of these, the Cooperative Grange League Federation Exchange, Inc., which operates in several of the eastern states, is the largest. Its annual business, partly wholesale and partly retail, is about \$40,000,000. The Eastern States Farmers' Exchange is the next largest with over \$20,000,000 worth of business. These statistics could be extended considerably but this much is adequate for presenting a general idea of the size and extent of cooperatively handled business in our country at the present time.

"It is interesting to note that there have been very few failures of retail cooperatives in the last ten years, but the failures among private retail business have been more than 20 percent per year." (Quotation from E. R. Bowen in March 1938 *Journal of Educational Sociology*.)

IV. The Need for Consumer Cooperatives

Consumers compared with producers—There are those who insist that when we speak of the consumer we are at the same time also considering the producer. They are not necessarily one and the same. There are 45,000,000 producers in this country, but what about all the rest of the people who constitute our entire population of 125,000,000? It is easy to see that the consuming class is far broader than the producing class in society. From the cradle to the grave each and every one of us is a consumer, whether we ever produce or not.

Multiplicity of retail commodities—More and more as time goes on the average consumer is confused by the multitude of commodities that are available on the market. You are a consumer, so transplant yourself in

thought to the threshold of a large department store in any one of our cities. There you are with a few hard earned dollars in your pocket. What will you exchange them for? Well, you have a nice choice of approximately 350,000 different commodities. In short, the consumer today is confronted with vastly more choices on the market than has any generation in our history. If you wish to buy a washing machine there are a hundred kinds from which to choose. How do you come to a decision? Probably because one has a nice shiny metal top, or because of the most attractively convincing salesman. What did your grandmother do? She had no such problem. All she had to do was to go to the store and in exchange for a coin pick out a simple washboard, choosing the one which seemed to have the appropriate quantity of bumps on it.

Suppose you want to buy a vacuum cleaner. Your decision is determined in about the same manner as in selecting a washing machine. This was not so with that grandmother of yours. For a quarter she bought a good broom that conformed to two tests—it was sturdy enough to brush up the dirt every day, and the bristles were sufficiently rigid for testing the cake on Saturday.

No longer can the housewife test a fabric by rule of thumb, or be able to determine if it is "all wool and a yard wide." The synthetic processes, the artificially weighted goods, defy our average knowledge. Add to this the newly magazine-created diseases, the vitamins, the importance of style in model in everything from the automobile to the bathtub, and the poor consumer is left in a daze.

Consumer subjected to exploitation—As a result of the confusion in which the consumer finds himself he is exposed to exploitation of two kinds: (1) by being compelled to pay too much for what he buys; and (2) by purchasing commodities which are not what he thinks he is buying. For example: (a) food which may be adulterated; (b) appliances which may not do the work he expects them to do; or (c) drugs which may be useless or adulterated or even poisoned.

The remedy—What can the cooperative do about it? In addition to forming the usual cooperative retail stores as is done so universally in Europe, the consumer groups could well add certain other activities of additional significance. Of course, every cooperative has study groups, but all too often these groups devote an undue amount of effort to the history and philosophy of the movement. After a good basic understanding of this has been reached, it is better to concentrate along the following lines.

Best type of consumer study—1. Make an intensive study of how to buy. Learn to know proper, simple tests in the buying, for example, of sheets and silks. Be able to recognize weighted goods, or the relative degree of wool contained in a given material. Both the federal and state departments of agriculture are very cooperative and helpful along these lines. In some states they will go so far as to send exhibits accompanied by a lecturer, giving hints on reading labels intelligently and recognizing good and bad qualities in commodities. In addition, they have issued numerous pamphlets giving specific rules whereby one can determine qualities. A study of the various

aspects of the buyers' problems would be economically valuable to every member of the group.

2. Along this same line the cooperative should make a study of standards and brands, as related to canned goods. The present Pure Food and Drug Act does require that all labeling be accurate, but the important thing is that labeling is not required on all canned or bottled goods. Think, for example, the value that would be derived by having the canned corn or tomatoes you buy labeled as A, B, and C grades. Many cooperative organizations in the United States are doing this with their own products. Not only this, but with state and federal information they are studying brands and standards so that they can inform local merchants of their preference for graded goods, with the result that some companies are beginning to grade their wares, as is so commonly done in Canada. A simple A, B, and C grading would be much better than the present method of labeling fine, superfine, superb, etc., which means little or nothing. The merchant as well as the consumer will ultimately profit.

3. A most important project for the consumer cooperative group is to make a study of the present food and drug legislation, beginning with the Act of 1906. As you probably know, that law makes no reference to advertising or the regulating of the contents of cosmetics. Fraudulent manufacturers of medicines and cosmetics may make any claims they like, regarding the wonders of their products, in magazines, newspapers, and over the air. This deplorable situation is costing the consumers of America billions of dollars thru buying comparatively useless products; and what is worse, ill health and even death may be the result of using certain commodities. The tragedy is that nothing can be done about it, except the spreading of information thru scientific channels, for under the Pure Food and Drug Act the government must prove in each individual case where adulteration is charged that the article is harmful or falsely recommended. Further, the government must prove that the claim on the label is fraudulent as well as false. After that is accomplished, about all that Uncle Sam can do is to order the company to "cease and desist" manufacturing the particular product, and possibly inflict a nominal fine. In most cases the company will make a slight change in the ingredients of the product or change its name and continue putting it on the market. Then the government must wait until new complaints are made before again proceeding against them.

Questionable influence of powerful legislative lobbies—It is said that organizations representing 17 percent of our population have powerful lobbies at the national as well as at the state capitals, molding legislation. With this in mind think what the other 83 percent of the population, composed of organized consumers, could do by demanding adequate food and drug legislation.

The consumer cooperative movement can do much to improve the conditions in the commercial world and thereby assure to its members "a good product at a fair price."

Babson's report—The significance of the movement was recognized by Roger W. Babson in 1935 when he said in one of his reports: "This con-

sumers movement has something of truth, and a crusading quality almost like a spiritual revival. Potentially it has enough votes, enough money, and enough economic soundness to split things wide open. As the leaders of such crusades know, if consumers ever get organized and go into real action, our present retailing, wholesaling, and producing systems will be blown to bits."

Constructive progress by use of dynamite—" . . . At present there are four kegs of dynamite: Consumers are already entrenched in Washington. Another attempt will be made in January to tighten up the food and drug laws . . . Consumers' advisory services undertake to inform their subscribers on the merits of various makes of goods. Finally—and this may become the biggest of all—there is dogged growth of consumers' cooperative societies on the Rochdale type. In other countries there are sections where about half of the retail trade volume is handled by such societies. They are expanding into wholesaling and producing activities. In the United States about 10,000 of these societies are getting a foothold. Some are large, some are small—all are symptoms. We all must watch our step if consumers *ever become wise to their latent power and decide to become dictators in fact as they already are in theory*. We say, and say earnestly, that merchants who laugh off these consumers' crusades are sitting on dynamite."

V. Cooperative Education in High Schools

Preliminary assumptions—Before attacking the problem of introducing the study of cooperatives in the curriculum, a few preliminary assumptions should be made clear. We first assume a changing civilization. Then we assume that the schools should parallel civilization and not lag behind. Furthermore, the schools should undertake to improve the social order in many essential respects. If the school is to achieve these objectives, it is clear that the foundation of its work must set in the current social scene. Then it must reach back into the past for comparison and contrast with the scene to identify and appraise the trends of the present. From the point of view of acquiring experience, the basic importance of the current scene in the curriculum is apparent. These assumptions give the past a functional position in the curriculum. Linked with the present, the past and the present take on new and valid meanings, which neither has without the other. We need a continuous revision of the curriculum beginning always with the current scene. The following statements of procedures explain our way of developing a systematic, continuous curriculum revision. The plan is relatively simple and is being carried on by students preparing for teaching and by teachers in service.

Study of cooperatives thru integrated curriculum—The introduction of cooperative education into the curriculum of the high schools should not be undertaken simply by adding another subject, either to be required or elected. The integration of the curriculum as a whole, with a study of cooperatives as an integral part, should be the goal. High-school curriculums, at present, for the most part, represent a collection of odds and ends called subjects, which have been favored and promoted by minority groups. The influence of minority groups should be recognized, of course, in setting up the

high-school curriculum. But this does not mean that a separate subject should be included to advance the interests of any group. The contribution of the minority group interest should be linked with those of all other important groups in integrated areas of economics, industry, and business. The study of the various phases of cooperation involving study groups, credit unions, producers cooperatives, and consumers cooperatives should be taken up in the larger fields of high-school studies, such as the social studies, chemistry, physics, home economics, health, and English. To make the foregoing position clear a statement is needed regarding the principal procedures involved.

Establishment of major areas—We should set up the major areas of socially significant relations as follows: community relations, state relations, national relations, and international relations. These major areas represent the central emphasis in the continuous redirection of the curriculum. They are obviously closely interrelated and not in any sense mutually exclusive.

Secondary and intermediate areas—The secondary centers of emphasis should then be set up under each major area in terms of language, citizenship, health, vocations, and leisure time. These centers, also, are not mutually exclusive but are closely interrelated. Analyze these secondary centers of emphasis into intermediate areas of significant relations.

Distribute these intermediate areas among the existing subjects and activities of the curriculum, so far as the latter prove to be effective technics in achieving the various intermediate areas under consideration. Relate each subject in the high-school curriculum to the intermediate areas by setting up guiding statements of issues, problems, and questions which will suggest and point in the direction of the final elaboration of the intermediate areas in fruitful units of experience.

Under the major area of the nation, senior college students in my high-school curriculum class have set up tentatively forty-five intermediate areas in citizenship relations. Several of these areas require a direct study of cooperatives, while several others imply some consideration of the cooperative movement. The following is an example of those areas requiring the direct study of cooperatives: "Present possible answers to the question, Should our industrial and commercial system exist primarily for the comfort and the happiness of the masses or for the profits and the happiness of the few who control the manufacture and the selling of goods?"

The class made a tentative distribution of this area among the following high-school subjects. For the purposes of this report only a brief abstract of the distribution follows.

Problems of American Democracy

Make a study of a few existing traditional types of industrial and commercial organizations of our nation to determine the principles, objectives, and policies involved. Ascertain the status of employers, employees, and consumers as these groups are interrelated. What improvements in these relations can you suggest? In your judgment, what changes are needed?

Make a study of the cooperatives to learn their principles, objectives, and policies. The cooperatives in the United States are beginning to assume con-

siderable importance. It is said that the consumers cooperatives alone transacted business in 1937 to the amount of approximately \$500,000,000, the profits or savings on which were returned to the member consumers.

A study should be made of the various types of cooperatives, both consumer and producer. Survey farmers marketing cooperatives, credit unions, and the ordinary consumers cooperatives in towns and cities to discover the nature of the organization of each. How are they interrelated? How does the credit union differ from the ordinary bank?

Current influences upon cooperatives—What effect has the recent depression had upon the growth of cooperatives?

How do the consumers cooperatives attempt to protect the individual consumer by a proper labeling of goods? What do the consumers cooperatives do in the way of advertising, and how does this method of advertising differ from that of private and corporate business?

How was the Consumers' Advisory Board recently restrained in its attempt to enlighten the consumer regarding the purchase of pure foods?

How are the various types of cooperatives organized in relationship to each other? This study should include such retail cooperatives as farmer's marketing association, consumer cooperative grocery store and general supplies, and cooperative gas and oil station, selling tires, also selling tractors and other supplies to farmers. It should also include a study of the wholesale cooperatives in relation to the retail cooperatives. Finally, the study should include the National Cooperatives, the Cooperative League of the U. S. A., and their two-way relationships to the wholesale cooperatives and the cooperative organizations of other countries. How does this network of cooperatives compare in organization to the modern day corporation with all of its interrelationships? Make a study of the cooperatives in terms of the principles of democracy. Some of the essential concepts of democracy are: self-activity growing into purposeful activity, interaction between the individual and his environment; the concept of a changing civilization and the discovery of stability and change; freedom of the individual always balanced with social obligation; the spirit of liberty always paired with tolerance; acquisition always squared with sharing; initiative always coupled with cooperation; and patriotism always in terms of desirable social consequences.

Study the report submitted by the committee sent by President Roosevelt to Europe in 1936 to make a survey of the cooperative movement abroad.

What is the meaning of the term *cooperation*? Laborers as a class cooperate thru trade unions to protect their interests. Corporations cooperate with each other by trade agreements, interlocking directorates, holding companies, and trust relationships. The problem is, How can and should corporations and labor organizations cooperate, and how can these two groups cooperate with the consumers? Manufacturers have worked men, women, and children long hours and for small wages to pile up profits for the stockholders. Labor unions have engaged in an industrial warfare which has been economically wasteful and unjust to the consumers. Make a study of the social maladjustments resulting from the lack of cooperation. At the present time, there is scarcity in a world of plenty, and sharp decrease in

many industrial wage scales and in the market value of the products of the farm. Poverty and unemployment loom large among the masses in a world which has abundant resources to satisfy the needs of the people.

Try to determine whether or not the cooperative movement is based on a classless society. It is the purpose of this movement to place the emphasis upon people rather than upon capital, and the organization of capital for use rather than for profits.

Principles of the consumers cooperative movement—The principles upon which the consumers cooperative movement are based may be stated as follows: (1) to sell goods at prevailing local prices; (2) a restriction to a fixed rate of interest upon all capital invested; (3) distribution of savings in proportion to purchases; (4) no credit; (5) both sexes to have equal membership rights; (6) each member to have one vote and no more; (7) regular and frequent meetings of the cooperative groups; (8) accounts to be properly and systematically kept and audited; and (9) continuous cooperative education (which incidentally provides an excellent type of adult education).

Effective cooperation can be accomplished only thru an awakening of citizens to the meaning of liberty for themselves and its attainment thru organization. It is the task of the school to help the pupils to realize how important it is that our productive machinery must be organized and controlled to work for the benefit of society as a whole, raising all levels of living at least to the point of comfort.

It is important to note that the Negroes are finding a solution to some of their immediate needs thru the consumers cooperatives, and that many other races have benefited in a large degree in the same way. Study the Negro cooperatives at Gary, Indiana.

American History Since 1789

Make a study of the beginning and gradual development of cooperatives in our nation. Study the principles and objectives of the National Grange and the early attempts at cooperation in different sections of the nation. From those early beginnings the idea has spread and the application has broadened.

When did the Industrial Revolution take place in the United States? How did the increase in business affect the producer and the consumer? What were the problems of each? Trace the rapid rise of great industrial concerns following the Civil War. How did the growth of monopolies in business affect prices? What attempts were made by the consuming public to cooperate in waging a determined struggle against such oppression on the part of the powerful producing interests? Did farmer cooperative movements meet with any success during the nineteenth century in this nation?

With the laissez faire system of commerce and trade being introduced into America at an early date, there came a realization of the theory of rugged individualism and of individual initiative as applied to commerce and industry. Merchants, tradesmen, and financiers readily sensed the material gains to be acquired thru an exploitation of trade, commerce, and business interests. With a theory of non-governmental interference pre-

dominating thruout the early history of the United States, it is not difficult to understand the questionable practices resulting in the virtual plunder of a nation's resources. Unlicensed competition and the eventual growth of monopolies were a natural result of the utter failure of recognition of the rights and privileges of the masses of people.

The development of trusts—Of particular interest to the student of history and of social and economic development in our nation, should be a study of the period of greatest national expansion—1865-1914. The method of accumulation of vast fortunes is one of uncurbed competition, in which the smaller, less potent industrial concern, lacking economic advantages possessed by the more powerful rival, was eventually forced into submissiveness. Giant industrial concerns and monopolies were organized in the petroleum industry; railway interests were dominated by a select group of capitalists; the steel industry catered to the demands of a single, dominating figure; and the beef and pork concerns of the nation bowed in subservience to a single leader. In general, the masses, lacking a sufficient unity and leadership to question such policies and to protect in an organized manner that would have some assurance of gaining results, were forced to bow to the commands of high finance. Governmental assistance to the cause of the consumer was devoid of sufficient strength with which stabilization of markets and price rates might have been secured, and as a direct result capital and industry failed to heed the demands of labor and of the consuming public. In fact the federal government magnanimously assisted industry in a definite program of exploitation by granting privileges to industrial concerns in the form of land grants to the railroads, and in that way was instrumental in aiding the growth of monopolistic tendencies in our nation.

Discuss the Sherman Anti-Trust Law enacted in 1890, in regard to its primary purpose, its use by succeeding administrations, and similar laws which have been derived from this first federal concept of the need for governmental direction. What industrial interests and concerns have repeatedly attempted to hinder and eliminate the passage of laws beneficial to the interests of the individual consumer? It would be well to note and study the various sections represented during the history of our nation in which powerful interests impeded legislative and judicial action concerning the enactment of suitable laws governing commerce and industry.

Development of the cooperative movement—What organizations in the United States are recognized as prototypes or forerunners of the present cooperative movement? Were they dominated by the desire to combine in the interests of the whole community, in an attempt to provide the necessities of life at a fair and reasonable rate? Were these organizations successful in carrying out a justifiable program?

It is interesting to note that foreign immigrants, at first principally the Finnish and Swedish people, were instrumental in organizing the first successful cooperatives in the United States. Did such endeavors meet with determined resistance? Trace the brief history of the cooperative movement in the United States beginning in 1910 at Cloquet, Minnesota, and at Waukegan, Illinois, where Finnish and Swedish elements, retaining much of

their Old World spirit of thrift and being forced to conserve their expenditures for daily sustenance, banded together in a determined attempt to secure a more adequate price level and instituted active cooperative movements in the United States based upon the Rochdale Plan which originated in England in 1844.

Study the gradual development of the plan as exemplified in these two communities. Today Cloquet possesses one of the largest cooperative stores in North America, handling groceries, meats, hardware, dry goods, building material, machinery, feed, cement, fuel, oil, gas, tractors, trucks, automobiles, and automobile accessories. What salient features have contributed to the growth of that institution during the past two decades? Starting with a net capital of \$1000 in 1910 it possesses a capital of more than \$200,000 today.

At Waukegan in 1910 the wives of Finnish and Swedish laborers, protesting against exorbitant milk rates, were the first to declare for a cooperative dairy.

The above listed examples of the cooperative movement are but typical of the pervading spirit of interest manifested in the United States today. Numerous other cooperative agencies, emanating directly from those first attempts that were based on a desire to secure the necessities of life without being forced to pay an extremely high price for the same, have developed thruout the major portion of the nation.

National and state legislation for cooperatives—What national and state regulations have guided and directed the rights and privileges of cooperatives and their movements in the United States? Has there been recent legislation assisting cooperative concerns? What has been the attitude of the popular public opinion in the past in regard to the cooperative movement? How is it directly manifested today?

The Bureau of Labor Statistics made its first statistical report of the cooperative movement in the United States in 1920. Since the World War the movement has gained rapidly in membership and support.

The Wisconsin Legislature early in August 1935, passed an amendment to the state constitution to the effect that the presentation of a course in agriculture and scientific farming should also include a survey of the consumer cooperative movement thruout the public school system from the state university downward. It stated that hereafter no certificates were to be granted for the teaching of courses in economics, the social studies, or agriculture unless the applicant's course of study included the subject of cooperation. This signifies a step toward democracy in our history of education movements.

The consumers cooperative is evolutionary to the extent that it is changing old theories and rules by the simple method of replacing them with principles that are classless and democratic.

Contemporary Civilizations

England is about 50 percent cooperative. Study the beginning of cooperatives among the weavers in Rochdale, England, in 1844.

Trace the development of the movement in Denmark, Sweden, Norway, Finland, Holland, Switzerland, France, and Canada, especially in Nova Scotia. Study plans, principles, methods, and application of the same in these various nations. What is the stand of Dr. Kawaga and his associates on the cooperative movement in Japan? Why have Sweden and Switzerland been so successful in cooperative movements? Emphasize the existing conditions of each of the different nations that have tended to make the cooperative movement highly desirable. The educational activities of various foreign cooperatives are interesting. They include study groups, newspapers, endowed guilds, and also recreational centers.

How has the consumer cooperative materially aided laborers in foreign lands? Does there appear to be a promising future for the movement in England? In the remainder of Europe?

What has hindered a definite, logical growth of the cooperative in Germany, Italy, and Russia?

Study the growth of the International Cooperative Association originating in England in 1884. Groups in Great Britain and France combined in that year in the first attempt at international organization in this phase of development.

Constructive English

Information themes, panel and oral discussions, and individual interpretations on phases of cooperatives are particularly interesting and may be used to good advantage. In what way would cooperatives be successful or unsuccessful in your local community? Make a list of the cooperative enterprises in the United States today, including the cooperative store, the cooperative oil and gas association, credit unions, cooperative bakeries, cooperative housing associations, cooperative insurance associations, cooperative dairies and creameries, etc.

Read current literature regarding the cooperative movement in this nation and abroad, and attempt to gain an insight into the actual existing conditions of this institution.

Home Economics

What is the significance of labels on various goods? Illustrate and explain various labels on different kinds of goods purchased by the consumer. Illustrate and explain the various labels used on cooperative goods. Compare costs and qualities of the two brands. Make comparisons of quantities, taste or flavor, food value, and cost of goods purchased. Make a study of cooperative research laboratories. What provisions do cooperatives make for sanitation in goods sold?

Discuss the advantages, or disadvantages, if any, to the American home when goods are purchased direct from the consumers cooperative. Attempt to discover the exact manner in which the cooperatives attempt to protect their customers by accurately and conscientiously labeling all goods which are sold to the consumer, and to make a survey of the methods employed in securing the best of material to be used in production.

Show how the consumers cooperative thru pooling its resources has been

able to supply the individual consumer in his search for a reliable source of needed supplies.

General Mathematics

Many opportunities are found in this study for the use of mathematics in wholesale manufacturing, inventories, and general expense accounts.

Draw a graph showing the growth of our cooperatives in comparison with those in other countries. Show by another chart the gradual advancement of the cooperatives during the past five years.

Make a study of the many different types of retail concerns which are owned and operated by the consumer cooperatives. Find out how each is organized and analyze the business setup of each in terms of capital invested, rentals or interest on the money invested, how the savings in the net income varies in the various concerns, and, in short, a financial interpretation of the present business interests. Keep in mind that consumers own the cooperatives, not stockholders.

What percent of the total population now possesses membership in the consumers cooperative movement?

Note definitely in percent of increase the actual amount of the sum derived by the federal government in point of income as contributed by commercial and industrial concerns over a period of years. Have there been periods of sharp fluctuation? What factors have definitely contributed to the same? Draw graphs and tables representing the income of the individual wage-earner in industry and commerce as compared with price levels over a period of years for needed subsistence items. Make adequate comparisons and discuss the same.

Make budgets for needs in food and clothing of an ordinary family and determine cost when obtained in the ordinary way, and when purchased by the cooperative plan together with rebate savings. How are the profits treated under each plan? If there is a local credit union, obtain facts and figures directly, and determine cost of operation and savings to the consumer borrower and lender.

Compare the status of the owners of the cooperative stores and the stockholders of other business concerns.

Agriculture

Make a study of cooperative markets. How have they benefited the farmer in different sections of the nation? Study the Citrus Fruit Growers Association on the Pacific Coast as to plans, principles, and methods. How might these general principles be used in local cooperation? Make investigations of the success of cooperative grain elevators and cooperative gasoline stations as applied to farmer consumption. How have these been beneficial to the farmers? Suggest improvements. What are credit unions? In what ways might a credit union be useful in an agricultural community?

Why do farmers need to cooperate in production and marketing? What governmental assistance has been accorded farming interests in recent years? Have such acts been instrumental in securing better and more accessible markets for the farmer, and have they tended to increase his earning ca-

capacity as a producer of foodstuffs? Has such action aided the farmer from a consumer standpoint? List New Deal legislative action, and the dominant reasons advanced for such action.

Has the cooperative movement definitely established itself in agriculture? Is the Farmer Cooperative an attempt to contribute to the individual consumption problem of the farmer?

Chemistry

Test reliability of quality of goods as advertised under the cooperative label. Administer the same test to non-cooperative goods under label of the same kind.

The Cooperative Distributors Incorporated is an organization for securing the finest available products for the money expended by the consumer. This organization has asked three major questions in arriving at a decision regarding products distributed by its mail order department. They are: (1) How useful is the product? (2) How economical is it? (3) How safe is it for the consumer?

Test clothing for texture, workmanship, and durability. Are the materials resistant to heat, dampness, and liquids of acid content? Will they retain their original color when subjected to cleaning fluids? Are they constructed from the stated material?

Health Education

America's crying need today is for the establishment of a more adequate national health program. Competing physicians in medical service, along with the failure of thousands to pay for medical accounts of long standing, and many other thousands deprived of adequate health service, show the existing situation.

The cooperative movement in the United States has broadened to include work in the medical field. Dr. M. Shadid, at Elk City, Oklahoma, in 1929, created the first cooperative hospital association, for the purpose of securing adequate medical attention to all interested families in an attempt to eliminate excessive charges due to various economic conditions that existed.

Biology

This study might be adequately used in attempting to give to the student a viewpoint concerning plant and animal life, and the manner in which food and clothing might be more substantially protected from parasitic, disease-bearing germs and insects.

Physics

Power machinery, steam, gas, electricity in the form of rural electrification programs in which the cooperatives are entering on a major scale give splendid opportunities for the application of the principles of physics.

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12. The President's Research Committee. *Recent Social Trends*. New York: McGraw-Hill Book Co., 1933. 1568 p.
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VI. Cooperative Education in Colleges and Universities

We shall not attempt at this time to elaborate this part of the report. We merely wish to state three general principles of organization.

1. *General education*—In the colleges as in the high schools, the need for the study of cooperatives will be best served by the use of the existing courses. In this way the cooperative studies will be integrated with other significant social relations and a much larger group of students will be reached than would be possible by the introduction of single elective courses. The study of the cooperatives in the colleges should become integral parts of courses in economics, sociology, history, political science, home economics, chemistry, physics, biology, industrial arts, health, and English.

2. *General management and service in cooperatives*—In addition to the work outlined above, students expecting to enter into management or service occupations of the cooperatives should pursue courses which include technical knowledge in cooperative business management, cooperative accounting and financing, cooperative buying and selling, food and textile analysis, etc.

3. *The preparation of teachers of cooperative studies*—This group of students should be well grounded in the general phases of cooperative education and, if possible, in some of the phases listed in group 2 on management and services. All of the teaching group who are preparing to teach in the social subjects, the sciences, and constructive English in the high schools should take productive curriculum courses, in which adequate attention is given to the cooperative development.

Cooperation in Eastern Nova Scotia¹

Adult cooperative education in Nova Scotia started in every community in the organization of small study groups, ranging from five to twelve in each group.

¹ A sample unit outline developed in connection with one of the items assigned to Contemporary Civilizations referred to in Part V.

1. The study groups were made up of the poorest class of people in the community—the fishermen, the miners, the steel workers, or farmers.
2. Each group was highly homogeneous, i. e., they had the same occupation, were on the same level economically and socially, in most cases had the same religion. There was enough differentiation in the composition of each group, however, to make their discussions interesting and to provide for leadership. Even illiteracy on the part of some did not impede the progress of a group very long, for the illiterate became literate.
3. The chairmen of the groups formed groups of chairmen. These groups became the exchange centers of ideas, which were carried back to the primary groups to stimulate more thoughtful study and discussion and to establish more intergroup unity.
4. None of the groups were organized or conducted on the basis of the autocratic, authoritarian teacher-pupil relation. The leaders were not teachers but were stimulators. The leaders earned their status as leaders by their achievements within the groups. There were no sinecure positions. These groups represented the limit of democracy—in initiative coupled with cooperation, in freedom squared with responsibility, in conviction equated with toleration, and in the gradual development of a common purpose and united action.
5. The common purpose grew out of their insistent common economic needs, then their common health needs, their esthetic needs, their social needs, etc.
 - a. The fishermen groups were receiving three cents or less a pound for their catches. Their families were living in shacks located along wind swept shores of the sea. Rarely did a fisherman even own his own dory and nets. Private individuals or corporations owned the canneries. The fishermen's families lived constantly in debt and under slum conditions.
 - b. The miners' and the steel workers' families also lived in slum conditions. The miners had embraced communism as the last hope of survival.
 - c. The farmer was little better off, if any, than the other three classes.
6. St. Francis Xavier University, the priests, and the Protestant ministers of Nova Scotia came to the rescue of these four classes of people—not by doles, not by securing government aid for them, but by stimulating them to lift themselves collectively out of their economic mire. St. Francis Xavier University thru its Extension Division furnished all kinds of study materials including cooperative readings. It put extension agents on the road to find out what the groups needed and wanted.
7. The result was that practically all groups decided that cooperative organization was what they needed most at the beginning.
8. Active cooperation grew out of the study groups in the four occupational classes in the following order:
 - a. *Fishermen*—Credit union, cooperative cannery, consumers cooperative store
 - b. *Farmers*—Credit union, marketing cooperative, consumers cooperative store
 - c. *Miners and steel workers*—Credit union, consumers cooperative store.
9. The study groups continue their work related to the needs even more actively than at the beginning. They prepare the people for membership

as at the beginning and make better cooperators of the members. No one is encouraged to become a member of a cooperative until he is willing to support his organization with a 100 percent loyalty.

10. The study groups are branching out into allied interests and are taking up such topics as housing, health and sanitation, community citizenship problems, handicrafts, art, literature, etc. (There were many fine exhibits of handicrafts along the road.)
11. Then, of course, the cooperative activities of the members in relation to their several cooperative organizations constitute the real base of their dynamic, on-going, educational experience.
12. Practical results:

- a. The fishermen at Dover now own their own nets, other boat equipment, dories, three large power-driven fishing smacks, two cooperative canneries sufficient in capacity for the annual catch, and they receive on the average nine cents a pound for fish instead of three cents as in the non-cooperative days. The three hundred people at Dover are now living on much higher standards. They are hopeful for the future and are very active in furthering the development of their cooperatives.

- b. The secretary of the fishermen's union of Nova Scotia, residing at Halifax, acts as the exporting and importing agent for all the fishing cooperatives.

- c. The miners in and around Sydney have abandoned communism (they say forever) and now are enthusiastic cooperators, in which they join their purposes and activities with those of the liberal and conservation elements in society.

- d. A typical credit union at New Waterford in three years grew from 149 members to 1240; from \$491 in savings to \$33,598.52. During this time 2826 loans amounting to \$111,075.04 were made. In 1935 a 4 percent dividend on savings was distributed among the members. During the last year this credit union had a monthly business of from \$12,000 to \$14,000.

- e. Everywhere among the cooperators the spirit of democracy runs high. Individual initiative and collective cooperation are effectively in balance.

- f. Father Tompkins, one of the pioneers in Nova Scotia cooperation, says that "the ministers and priests of that country agree that a religion that fails to work consistently and continuously for the improvement of the economic status of the masses of the people is no religion at all."

VII. How To Organize and Manage a Cooperative

In beginning the work necessary to organize a new cooperative, either one of the following two plans of action have been found to be satisfactory:

First, a group of persons who are interested may talk the matter over together and decide to call a meeting, or give out a notice for a meeting at some particular time and date. Another way is for an interested person to circulate a petition for a meeting to be called at a convenient time for the purpose of organizing.

At the meeting a temporary chairman, and a secretary to take the minutes, should be elected. Then after a full discussion, if it is decided to go forward with the organization, permanent officers and directors should be elected.

If a corporate form of organization is decided upon, either the officers or a special committee should be authorized to confer with legal counsel for drawing up the articles of incorporation. These, of course, should conform to federal law and the law of the state in which the group is to do business. If the organization expects to do much business the corporate form is usually best.

If only a simple form of a setup is adequate, then bylaws only may be sufficient and a committee should be authorized to draft these and report back to the next meeting.

In the corporate form, the non-profit type would be satisfactory for a cooperative and this would relieve the organization of some responsibilities which they might have under a profit corporation.

The following items for inclusion in the bylaws, or articles of incorporation as the case may require, have been suggested. Not all of these items will be necessary for any one organization, but each cooperative should select the particular items which are adapted to its type of organization.

1. Name of the organization
2. Objects and purpose
3. Place of business—city, county, and state (also with provision for branches if desirable)
4. Membership
5. Voting power of members
6. Government or administration
7. Meetings and elections
8. Officers and directors (duties and powers)
9. Quorum
10. Stocks, if any
11. Bonds
12. Bonding of fiscal officers
13. Fees
14. Benefits
15. Interchangeability of privileges between this and other recognized associations or cooperatives
16. The fiscal year
17. The manager and his duties, or the executive secretary
18. Limitation of powers of officers and agents (any agreements they may make not to be binding beyond their authority)
19. Liabilities of officers and members (members not liable for debts of the organization)
20. Reserves—for emergencies
21. Deficits—to be met by reserves
22. Stockholders (if any), and liability
23. Dividends and finance
24. Certificates of stock
25. Order of business
26. Seal
27. Names and places of business of the incorporators
28. Term of existence of the corporation
29. Miscellaneous provisions (to include any needs of the organization not mentioned above)
30. Amendments.

Further suggestions for organization and management—A cooperative, like a credit union which is only another type of cooperative, is most successful when it can draw its membership from a large, intelligent population, the individuals of which hold a reasonable confidence in one another, and who have considerable similarity of tastes.

Under one common type of consumer cooperative, a store is established under a manager and the necessary assistants.

Goods of the best quality are purchased on favorable terms and retailed to members for cash at such an advance on cost price as will pay the expenses and leave a small profit to be held in a reserve fund for expanding the business, depreciation, etc. All sales whatsoever are for ready money. No credit is given to anyone.

Fine quality in the articles purchased and comparative cheapness are alone aimed at. Such results are attained by care in the management and by adhering to the cash payment system. There is little trouble in book-keeping, and no loss thru giving credit.

Membership may be secured by the payment of an entrance fee or by the purchase of shares. Where shares are issued they are usually non-transferable. Making the shares personal to the holder in this way is a valuable provision, as by this means all stock-jobbing or gambling in shares is certainly prevented.

Provision is made for withdrawal from the organization and when a member dies, his shares, if any, are accounted for to his legal heirs.

Good business management indicates that a small reserve should constantly be maintained to replace depreciation in property owned, to provide working capital for the expansion of the business, and in giving first-class service to the members.

In some cooperatives, shareholders or members only are entitled to purchase supplies at the stores. In others, the privilege is extended to friends of the members approved by the organization.

After several cooperatives have been established in adjacent communities, the next step forward should be the formation of a central cooperative wholesale organization, which as its name indicates, would supply goods at wholesale to the nearby cooperatives.

It is also desirable to have a central cooperation board and an educational staff which may serve for consultation and in giving mutual advice.

A newer and quite adaptable type of cooperative—Recently a small group of progressively-minded educators in Los Angeles became interested in cooperatives and gave very careful, intensive study to the whole field. Finally, a plan was evolved which has proved quite satisfactory and is meeting with gratifying success evidenced by a steady and substantial growth.

A brief outline of the plan follows:

It is a membership, non-profit corporation organized under the laws of the state which govern corporations and cooperatives. Membership is secured and retained by the payment of a modest fee. The officers and elected directors form the board of directors which is the administrative authority.

An office and a store with a small stock of goods and samples in various lines are maintained under charge of a secretary-manager.

Instead of carrying a large stock of goods in all the lines which members would need, and which would be impossible without a heavy investment of capital, purchasers are sent with a cooperative purchase order directly to the dealer or wholesaler who carries the desired articles and with whom the cooperative corporation has a working agreement.

The member usually purchases for cash. But in the case of large purchases such as an automobile, new or used, or a large order of furniture, the cooperative has

facilities for financing the purchase so as to give the member convenient terms, but at a low, cash price rate. On all transactions, the member's savings on purchases of various kinds range from 10 to 40 percent.

For the large volume of business which the cooperative sends to the dealers with whom the cooperative has contracts, the dealers are pleased to give and can well afford to allow the substantial discounts which the cooperative members thus secure. In this type of cash transactions the dealer has no credit losses, no interest losses, no expensive mail or personal collections to make, and no sales costs.

At each monthly settlement of the member's purchase accounts, the cooperative deducts a small percent for its expenses and the balance is remitted to the member as his net saving. This net saving, averaging 10 percent on all purchases, is practically equivalent to that much increase in the member's salary. For after all, one's real salary is the buying power which it represents rather than its actual amount.

The cooperative keeps on hand at its store a small stock of goods of various kinds which it sells at prices very attractive to the buyer, and yet at a small profit, sufficient to meet the needs of the organization which operates on a non-profit basis as already stated.

The quality of all these goods is conscientiously maintained at the standard or better than the standard United States government specifications for first quality merchandise.

Non-members as well as members may make purchases at the store.

Besides the satisfactory savings which this organization makes possible, another of the substantial benefits which it provides for its members is its expert counseling service.

The present head of the organization is an expert chemist who prepares the formulas for manufacturing many of the products which the cooperative supplies. One of the directors is an expert automobile man. Another prominent member is a college-trained authority on insurance and serves as counselor to members, helping them to place their insurance premiums so as to secure the best values.

Several of the lady members are experts in house furnishings, interior decorating, women's clothing, etc., and not only can give dependable advice as to service and values in these lines, but also assist in making the best contacts with dealers who can supply dependable, high-class merchandise of these kinds at cooperative prices.

Besides the individuals who are working in this way, the organization has established a committee of counseling experts consisting of college and university professors, and college-trained men who are expert authorities in many fields, so that members desiring assistance in buying or investing may have the benefit of this wide experience and counseling service.

VIII. Cooperatives Relieve Economic Stresses

Following the great business and industrial panic of 1873, many factories and industrial enterprises which had been closed by the depression were reopened on cooperative plans by groups of workingmen who had been thrown out of employment, particularly in the large industrial cities. In this experience, history has repeated itself during the years of the recent business depression, for again large numbers of unemployed workmen have

joined together in starting new business and manufacturing enterprises on a cooperative plan. So far these seem to have been of uncertain success and it remains to be seen whether they can be permanently successful when regular business secures a substantial and successful financial footing again.

IX. Legal Concepts

Some important federal legislation has been enacted for the assistance and government of cooperatives, and now most of the states have enacted supplementary enabling legislation which also defines the rights and powers of cooperatives. As previously noted in this report, much of this legislation includes the original principles laid down by Rochdale weavers.

While some previous federal legislation has been enacted for the assistance of cooperatives, much of which was rather weak and uncertain, the most outstanding support given was thru the passage by Congress of the Capper-Volstead Act in 1922. This Act provides:

" . . . that persons engaged in the production of agricultural products as farmers, planters, ranchmen, dairymen, nut or fruit growers may act together in associations, corporate or otherwise, with or without capital stock, in collectively processing, preparing for market, handling, and marketing in interstate and foreign commerce, such products of persons so engaged. Such associations may have marketing agencies in common, and such associations and their members may make the necessary contracts and agreements to effect such purposes; provided, however, that such associations are operated for the mutual benefit of the members thereof, as such producers, and conform to one or both of the following requirements: "First. That no member of the association is allowed more than one vote because of the amount of stock or membership capital he may own therein, or,

"Second. That the association does not pay dividends on stock or membership capital in excess of eight per centum per annum.

"And in any case to the following:

"Third. That the association shall not deal in the products of non-members to an amount greater than such as are handled by it for members."

This Act removed the "restraint of trade" threat that hung over cooperatives from 1890 to 1922 because of the federal anti-trust laws.

The Rochdale experiment has been an encouraging example for the formation of many similar cooperatives in many different countries and with a fine record of success.

X. Some Sources of Instructional Materials ²

1. *Commonwealth of Massachusetts*, Room 24, State House, Boston, Mass. Report of the Committee on Consumer Credit, February 17, 1936. An 86-page analysis of the abuses in installment sales and suggestions for remedying them. Secondary-school range.
2. *Consumers' Counsel*, Agricultural Adjustment Administration, Washington, D. C. Issues biweekly a *Consumers' Guide*, which is mailed free upon request to be placed on the mailing list. This governmental division published *Sources of Information on Consumer Education and Organization*, a 33-page booklet listing with brief descriptions federal and private agencies rendering consumer services. Suggestions for study courses are also included.

² From *Journal of Educational Sociology* 2:437-48; March 1938.

3. Consumers' Research, Inc., Washington, N. J. A membership corporation organized to provide unbiased information and counsel on goods purchased by the consumer. It issues each September an *Annual Cumulative Bulletin* which contains a condensed summary of most of the organization's previous researches on goods and services. Members receive during the year a *Monthly Bulletin* reporting the results of current researches. The organization prepared a *Consumers' Test Manual*, a 38-page pamphlet which comprises a number of simple tests of common household articles. Valuable for students of chemistry, physics, general science, and domestic science. Consumers' Research also issues a popular magazine, entitled *Consumers' Digest*, containing articles based on data in its files. A Teachers' Manual and Study Guide is prepared for each issue and furnished with group orders.
4. *Consumers' Union of the United States, Inc.*, 22 East 17th Street, New York, N. Y. A membership organization similar in purpose to Consumers' Research, Inc., which publishes a monthly magazine, *Consumers' Union Reports*, and an *Annual Handbook of Buying*. Labor conditions under which the described articles were prepared are frequently given. A series of articles on life insurance has also been given.
5. *The Cooperative League*, 167 West 12th Street, New York, N. Y., publishes monthly *Consumers' Cooperation*, the aim of which is to spread information about the consumers' cooperative movement "whereby the people in voluntary association, purchase and produce for their own use the things they need." It acts as a distributing center for various significant publications and issues numerous pamphlets on cooperative subjects.
6. *Farm Credit Administration*, 1300 E Street, N. W., Washington, D. C. A cooperative service operated on a business basis. Its primary purpose is to help farmers get out of debt. This Administration issues a large volume of first-hand information on various types of credit and credit systems and cooperatives.
7. *Federal Home Loan Bank Board*, Washington, D. C., publishes monthly *The Federal Home Loan Bank Review*.
8. *Household Finance Corporation*, 919 North Michigan Avenue, Chicago, Ill., issues carefully prepared pamphlets on *Better Buymanship*.
9. *International Cooperative Alliance*, London, England, publishes a monthly *Review of International Cooperatives* which features news concerning the development of the cooperative movement thruout the world.
10. *National Advisory Council on Radio in Education*, University of Chicago, Chicago, Ill. *More for Your Money: A Radio Program for Consumers*. A series of nine programs, which has been published by the University of Chicago.
11. *Pollak Foundation for Economic Research*, Newton, Mass. An organization interested in the dissemination of economic information.
12. *United States Department of Agriculture*, Washington, D. C., issues a wide variety of material. *The Notices of Judgment of the Food and Drug Administration*, issued regularly, are very enlightening. The Department's Bureau of Home Economics issues consumer materials from time to time. A sample of its valuable pamphlets includes: *Standards for Consumers' Goods* (13 p.); *Present Guides for Household Buying* (36 p.); *Sound Buying Methods for Consumers* (11 p.).
13. *The United States Department of Commerce, National Bureau of Standards*, Washington, D. C., has issued many circulars and research papers on building and housing, commercial standards, and federal specifications. Some excellent ones are: *The Certification Plan—Its Significance and Scope*; *Aid for Over-the-Counter Buyers* (Labeling Plan); *Services of the National Bureau of Standards to the Home-Building Industry*. Also, *Measurements for the Household*, *Materials for the Household*, and *Safety for the Household*.
14. *The United States Department of Labor*, Washington, D. C., has issued an unusually large amount of material in the field of consumer education and consumer cooperation.

Names of a few of the many other organizations which supply very helpful materials follow:

American Home Economics Association, Mills Building, Washington, D. C.
Consumers' National Federation, 205 East 42d St., New York, N. Y.
National Consumers' League, 156 Fifth Avenue, New York, N. Y.
Society for Curriculum Study, 425 West 123d St., New York, N. Y.

Course Outlines and Discussion Materials³

Cooperative Education in France by Emile Bugnon, president.
National Office of Cooperation in the School issued by International Cooperative Alliance, 14 Great Smith Street, London, S. W. I.
Consumers' and Producers' Cooperatives, A Short-Lesson Course. A. J. Hayes, assistant educational director, Central Cooperative Wholesale, Superior, Wis.
Cooperative Marketing and Consumers' Cooperative Handbook, Price, Walton, Kaasa, Hovde, and Goodell.
Cooperative Life and Business, by Harriet Bunn and Ethel Falk. A textbook for schools distributed by the Cooperative League, 167 West 12th Street, New York, N. Y.
Course of Study on Cooperation, State Department of Education, St. Paul, Minn. A recently prepared and excellent outline for high-school teachers and discussion-group leaders. Bibliography of supplementary materials in preparation.
A Unit on Cooperatives, Department of Social Studies, City Schools, Tulsa, Okla. A three weeks' teaching unit for the eleventh grade. Excellent, with comprehensive bibliography.
"The Cooperative Movement" by Benson Y. Landis, reprinted from the January 1937 issue of the *Journal of the National Education Association*, Washington, D. C.
Special cooperative issue of *Scholastic*, October 16, 1937. The Scholastic, 250 East 43d Street, New York, N. Y.
"We Consumers," Volume 2, No. 6, of *Building America*, Society for Curriculum Study, 425 West 123d Street, New York, N. Y.
Suggested Reading on Consumers Cooperation in Theory and Practice, Antioch College, Yellow Springs, Ohio. (Mimeo.)
Studies in Principles of Cooperation for Kansas Young People, by Vance M. Rucker and Glenn S. Fox, Kansas State College, Manhattan, Kans.
Cooperation, five lessons prepared by the Home Study Program, State Department of Education, St. Paul, Minn.
Extension Course in Cooperation, a 110-page outline prepared by the State Department of Education, St. Paul, Minn.
How Can the Buyer Get His Money's Worth? by R. K. Froker and M. P. Andersen, Extension Service, Extension Circular 178, 30-page outline, College of Agriculture, Madison, Wis.
Consumers' Course, twelve units, approximately 100 p., State Department of Education, Boise, Idaho.
Film—*Cooperatives in Wisconsin*, a visual-education film soon to be released by the Department of Visual Education, University of Wisconsin, Madison, Wis.
Co-ops, How Far Can They Go? outline for discussion groups, United States Department of Agriculture, Washington, D. C.
Cooperation, for use by study groups in Resettlement Administration Communities, Resettlement Administration, Washington, D. C.
Cooperation for Oklahoma Indians, United States Department of the Interior, Washington, D. C.

³ Supplied thru the courtesy of E. R. Bowen, executive secretary of the Cooperative League.

- Course of Study in Consumers Cooperation*, bulletins and outlines prepared by WPA, State of Washington, Seattle, Wash.
- Discussion Outline on Consumers Cooperation*, outline and extensive handbook, WPA, State of Utah, Salt Lake City, Utah.
- Cooperatives—A Discussion Program*, to be used with the Headline Book Cooperatives by R. Goslin, Foreign Policy Association, New York, N. Y.
- Rural Life Study Projects*, each deals with separate problems such as private property, credit unions, cooperation and cooperative associations, and legislation, published by the Queen's Work, 3742 West Pine Blvd., St. Louis, Mo.
- Methods of Achieving Economic Justice*, a syllabus by the Friends Book Store, 304 Arch Street, Philadelphia, Pa.
- Seeking a New World through Cooperatives*, by Carl Hutchinson, a 60-page discussion unit planned for Christian youth groups, distributed by the Cooperative League.
- Consumers' Cooperatives* (A Debate Handbook) by Julia E. Johnsen, 1937, 297 p. Summarizes arguments for and against the cooperative movement, distributed by the Cooperative League.
- Fundamentals of Consumers Cooperation*, by V. S. Alanne, a 120-page pamphlet distributed by the Cooperative League.
- Questions Facing Consumers*, a 24-page pamphlet prepared by Benson Y. Landis, Eastern Cooperative League, 112 Charlton Street, New York, N. Y.
- Guide for Discussion Circles*, pamphlet on methods of organizing and administering discussion groups by the Cooperative League. "Discussion Outline," to be used with *Consumer Cooperation in America*, Carl Hutchinson, Ohio Farm Bureau Cooperative Association, Columbus, Ohio.
- Story Without End*, by Leslie A. Paul, a syllabus prepared for use in the schools in England. 76 p. Cooperative Union, Ltd., Holyoake House, Hanover Street, Manchester, England.

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- Cooperative Bookshelf*, Consumers' Counsel, AAA, Washington, D. C.
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- Cooperation in Great Britain.* Sir Arthur Herbert Dyke Acland, Bart. Benjamin Jones and Julia P. Madams. 7th Edition, Manchester Cooperative Union, Ltd., Manchester, England, 1936.
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REPORT OF COMMITTEE ON CREDIT UNIONS ¹

JAMES E. MORAN, WILBY HIGH SCHOOL, WATERBURY, CONN., *Chairman*

Teacher credit unions are local associations for helping their members save money and giving them a place to borrow at reasonable rates. Teachers have many calls for extra funds—for summer courses, help to relatives, attending conventions, buying clothes and equipment, vacations, medical service, house and car repairs, and family expenses. They need facilities which will make it easy for them to anticipate money demands by regular savings, or to obtain loans without having to pay excessive interest charges.

The National Education Association Committee on Credit Unions, appointed by President Woodruff in accordance with the vote of the Representative Assembly in Detroit in 1937, has held two meetings—one in Atlantic City in February, and one in Madison, Wisconsin, in April. The personnel of the Committee was carefully chosen from active credit union leaders in the various state associations. Eleven of its members are also members of the Board of Directors of the Credit Union National Association. The Committee objectives are:

1. To make a survey of the problems of organization and operation in the various states
2. To compile statistics on both state and federal teacher credit unions
3. To encourage statewide development thru credit union committees in each state teacher association
4. To arrange an effective credit union program for the N. E. A. convention in June
5. To effect close cooperation between teacher credit union committees, the Credit Union Section of the Farm Credit Administration, the Credit Union National Association, and the various state leagues of credit unions
6. To publish credit union articles in the *N. E. A. Journal* and the various state teacher magazines
7. To compile information about organization and operation in such form as will be most useful to teacher groups
8. To have discussions about credit unions included in the programs of state teacher association conventions and local teacher associations.

Progress has been made on all parts of this program. At the Committee meetings representatives of about four hundred teacher credit unions have discussed the development in California, Colorado, Connecticut, Delaware, Georgia, Illinois, Louisiana, Michigan, Missouri, Montana, Oregon, New Jersey, New York, North Carolina, Oklahoma, and Vermont. Other members have supplied us with data on New Hampshire, Idaho, Wisconsin, Pennsylvania, and Ohio. Work on the program for the June convention is under way. Material for publication is being assembled. Coordination of the work of the Committee with various state associations and the agencies mentioned above has been secured.

This is not, however, a one-year project. The nationwide development of teacher credit unions will take many years to complete. However, thru the establishment of an effectively operating credit union department in the

¹ Accepted by Board of Directors, June 27, 1938.

National Education Association to foster the development, the National Education Association is making a signal contribution to teacher economic security. The function of the department will be to familiarize teachers in every state with the advantages of credit union operation, making available to them the knowledge and experience that has already been gained in regard to this means of saving their own money and using it to solve their own credit problems.

REPORT OF COMMITTEE ON ECONOMIC STATUS OF THE RURAL TEACHER ¹

KATE V. WOFFORD, DIRECTOR OF RURAL EDUCATION, STATE TEACHERS
COLLEGE, BUFFALO, N. Y.; MEMBER OF THE COMMITTEE

Each of the delegates has been given a copy of the *Economic Status of the Rural Teacher*, a preliminary report of the Committee. We shall hope, during the next coming school year, to complete this report so that we may give to this group and to teachers thruout the country a picture of the rural teacher so far as his economic status is concerned.

This Committee is a creature of the National Education Association, composed of seven members, whose numbers have been amplified and enlarged thru appointment of consultants in many states thruout the Union. You will notice that the information contained in this preliminary report was secured thru a questionnaire, distributed to about 38,000 teachers, and that it covers the year June 1936 to May 1937. Since our time is limited this morning, I shall give you only a few highlights of the report.

Those of you who have read it know something of which we are all aware—that the economic status of the rural teacher has always been low, but many of us needed this report to convince us how low it actually is. The range of salaries as represented by this group extends from \$1937 for white married men teachers, in rural areas, to \$370, which is the average amount paid to Negro women teachers in rural areas. If you will do some quick mathematical calculation, you will see that the medium income from teaching for the rural teacher of the United States is less than a thousand dollars.

Within each racial group, white and colored, single women receive the lowest average salary. Another interesting feature of this report is the fact that the rate of pay in rural areas depends upon a great many factors: where the school is located, the size of it, the state in which it is located, and the section of the country in which it is located.

On the average, as you might surmise even without reading the report, the one-room rural school teacher receives the lowest salary of any group, lower than the villages, and lower than the counties or towns. This is true of the Negro teacher as well as the white teacher, and achieves somewhat considerable significance when one remembers that of the large group of

¹ Accepted by Board of Directors, June 27, 1938.

teachers in rural areas, teaching more than 50 percent of our American youth, one-fourth of them teach in one-room schools, representing 138,000 of our profession.

One of the discouraging features of the report is that the length of service or the length of experience does not influence materially the increment of salaries. This is a discouraging picture for all teachers. It is discouraging particularly for Negro teachers. Not only do Negro teachers in rural areas begin at a much lower salary, but those having the most experience are receiving pay which is little different from those with no experience.

There are factors, however, which will influence particularly the increase in professional education, that work toward the advantage of the rural teacher just as they work for the advantage of teachers in urban areas. One of the touching parts of this report, if I may use a descriptive word for so scientific a study, was the amount of salary of this group of teachers with respect to necessities.

The Committee feels that our work really has just begun, that in these days of emphasis on labor and hours, this group in the profession presents to the National Education Association a real responsibility and a real challenge; that depending upon the support of this group, to give this report publicity, rests, I think, probably the future of the economic status of rural teachers thruout the country, and for this, we ask your support.

REPORT OF PROGRESS ON THE WORK OF THE EDUCATIONAL POLICIES COMMISSION¹

JOHN A. SEXSON, SUPERINTENDENT OF SCHOOLS, PASADENA, CALIF.; AND
MEMBER OF THE COMMISSION

For two and a half years now you have had an Educational Policies Commission at work defining new pathways of progress for our profession. As the months have passed, the program which this Commission has laid out for itself is slowly being achieved. New policies—new pathways toward improvement of the American school system—are being constructed by these educators in whom you have invested the responsibility of leadership.

In these few minutes I shall review briefly the accomplishments of the Commission and outline certain next steps in this process of educational pathfinding.

You will perhaps recall that when the Commission reported at Detroit one year ago it had recently published a document of more than usual interest, entitled *The Unique Function of Education in American Democracy*. I have said that this document is of more than usual interest because it provides, for the first time in the recent history of American education, an interpretation of the fundamental relationship between educa-

¹ Accepted by Board of Directors, June 27, 1938.

tion and democracy. This volume is not so much a pronouncement of policy as it is an analysis and synthesis of the democratic way of life, made in such a way as to reveal the underlying and sustaining character of education in the processes of democracy.

The conclusions arising from the analysis constitute what is, in effect, a recommendation of policy for the American people. The Commission concludes that public education must be accorded both fiscal and intellectual freedom from the repressive controls of partisan and other special interest groups if it is to discharge its proper function in our contemporary society. This policy is fundamental to the preservation of American institutions. Public education must be kept directly responsive to the people and free from the undue influence of militant minorities.

During the year recently completed the Educational Policies Commission has prepared two further documents equal in importance to the one just mentioned. The two new volumes are based on concepts first presented in *The Unique Function of Education in American Democracy*. One which has just come from the press this month is entitled *The Structure and Administration of Education in American Democracy*; the other bears the title *The Purposes of Education in American Democracy* and is now in the hands of the printer. You will note that all three volumes belong to a series, each one interpreting some phase of education in American democracy. A fourth document, dealing with certain economic aspects of education, is scheduled for publication early next year. A brief explanation of the two new documents will make clear their contribution to educational philosophy and administration.

The Purposes of Education in American Democracy is a description of the forces which give direction to the program of public education today. The first part deals with the meaning of democracy as a form of social policy. The implications for education of such concepts as "the general welfare," "consent of the governed," and "the appeal to reason" are traced. Protection and promotion of these cherished doctrines thru education are dependent upon the attainment of certain groups of objectives which are interrelated but sufficiently distinguishable for consideration.

The first of these is *education for self-realization*. Personal development, growth, and learning are the primary objectives of the individual. Health is the basis of his intellectual development as well as his mental and emotional balance. Abilities, appreciations, and the capacity for self-direction constitute the cultural aspects which supplement physical and mental development. Thru these several types of growth the individual is able to achieve a vital and satisfying way of living.

The second part is *education in human relationships*. The educated person experiences a rich, sincere, and varied social life in which human beings and their relationships to each other occupy first place in his scale of values. The promotion of pleasant and useful associations with friends and neighbors in addition to a satisfying home life constitute an important function of education.

The third part is *education for economic efficiency*. The educated person is an efficient consumer as well as a competent producer of goods and services. He selects his occupation wisely and follows it successfully. Thru the exercise of judgment in the purchase of goods and services he directs production toward the highest levels of social effectiveness. He is able to apply a clear understanding of economic forces to his own individual and collective problems.

The fourth part is *education for civic responsibility*. The educated person is willing to accept the obligations of democratic living. Sensitive to the circumstances of others, he strives to translate sympathy into constructive action. Tolerant, intellectually honest, and well informed on political problems, he discharges the duties of citizenship as willingly as he accepts its privileges.

Having discussed in detail the four groups of objectives which together make up a comprehensive and well-rounded pattern of education, the document is concluded with a brief description of the forces which militate against immediate sweeping changes of the educational system in the direction of these newer goals.

The other major pronouncement which the Commission has completed during the past year is entitled *The Structure and Administration of Education in American Democracy*. The entire document is based on the fundamental thesis that public schools exist to provide the maximum amount of useful schooling for each individual.

Consideration is first given to the structure and scope of the public school system. It is observed that there is a marked tendency today to look upon the common schools as extending from the nursery school thru the junior college. Three units of the system are distinguishable, namely, the nursery school, kindergarten, and first six years of the elementary school as a first unit, a four-year program of continued general education as a second unit, and another four-year program offering terminal courses as well as college preparation as a final unit. Vocational preparation is held to be an integral part of general education. Readjustment of the units for attendance and administration toward an optimum size is declared to be an urgent necessity in the interest of better school service at a reasonable unit cost.

In local school administration all matters concerning the public schools are the responsibility of local education authorities. Fiscal and political freedom from the general municipal authority is not only highly desirable but essential to fullest efficiency in the schools. Policy-making and the task of securing adequate revenue are functions of the lay board of education; executive responsibility is properly vested entirely in the professional school administrator and his staff. Both the professional and lay educational authorities can best serve the community thru cooperation with related social service organizations while reserving full authority to decide matters affecting the public schools.

Ultimate responsibility for the provision of public education rests primarily with the states; local boards of education are the instruments used

by the state in the performance of its educational function. State education authorities discharge a proper function by indicating in broad outline a minimum educational offering for the public schools and by encouraging communities to exceed this minimum wherever possible. Such encouragement may well take the form of financial support which increases the financial resources of the communities for educational purposes and tends to guarantee a reasonable minimum of educational opportunity.

Thruout American history the federal government has left the responsibility and control of public education to the states while contributing from time to time toward its support. Rapid transportation and communication have today brought such unity to this nation that a definite policy of federal support for state educational systems is essential to the preservation of democracy. Such federal participation should have the effect of equalizing educational opportunity in the states without involving control by federal authorities.

One further principle concludes the report on educational structure and administration. One of the great achievements of our democracy has been the establishment of freedom of religious belief. The public schools of America are traditionally secular schools founded on the thesis that complete separation of church and state leaves all religious groups free to worship and instruct children in beliefs which they hold sacred. Both religious liberty and educational liberty are dependent upon the continued separation of church and state. No compromise on this issue can be tolerated if American democracy is to survive.

Several other pronouncements of somewhat narrower scope have been prepared by the Commission and deserve at least a passing mention.

More than a year ago the Commission published the bulletin entitled *A National Organization for Education* which was prepared at the request of the American Association of School Administrators. This report makes an approach to seven basic issues of importance to professional organizations and recommends certain policies with regard to each. The information and conclusions are especially useful to individuals or groups who are planning the organization or reorganization of professional associations.

Another document was prepared by the Commission for publication by the Social Science Research Council. It is entitled *Research Memorandum on Education in the Depression*. This was published last summer as one of a series of thirteen monographs, each designed to guide research along lines which will reveal the effects of the depression on various social institutions. The Commission has published an accompanying bibliography of some 1500 titles on education in the depression.

A further report which deserves careful consideration by the profession is entitled *The Effect of Population Changes on American Education*. This was prepared in cooperation with the Research Division of the National Education Association and published last January. Particular attention is devoted to the slowing down of population growth, the rise in average age, the increasing rural population, the trend toward urbanization, and recent changes in occupational patterns.

Educational implications of these trends are discussed in considerable detail. Fewer children in the schools means greater opportunity for enriching and improving the educational program as well as further extensions of the program to reach the adult group. Improved teaching personnel and better adjustment of individuals are other highly probable results. The likelihood that rural areas will be the reservoirs of the future population makes the improvement of rural education a national necessity. Better state and federal support of education is needed to make this improvement of rural education possible. Necessary also is a comprehensive program of public relations which emphasizes not only services to the child but also the general benefits and the civic, social, and economic values of universally effective schooling.

Thus far in reviewing the work of the Educational Policies Commission we have been concerned with accomplishments stated in terms of documents published for professional use. The Commission, however, has a larger task than merely creating policies; it is charged also with securing the utilization by the profession of the policies which it recommends.

Obviously the Commission has neither the legal nor the administrative authority to put these policies into effect; it can only influence others in positions of responsibility to undertake that task. The adoption of new policies is a responsibility of local and state school authorities. The Educational Policies Commission can be of some influence in formulating the recommendations of both school administrators and the lay public thru a program of implementation that extends into communities all over the country.

Many of you here today are numbered among the 2400 consultants ex officio to the Commission residing in every state of the Union and in some territories. These consultants are kept informed of the Commission's progress and they in turn render counsel to the Commission and publicize its pronouncements in their home areas. The consultants constitute the shock troops of the implementation attack.

Also during the past year thirty-three universities and colleges in all parts of the country have conducted conferences of one to three days' duration devoted to the work of the Commission. A few more such conferences are planned for this summer. Beginning in 1939 the Commission plans to hold a series of regional institutes on educational policy at strategically located centers in a number of states. Thru the medium of these conferences thousands of educators are brought into personal contact with Commission members, the result being that both parties benefit materially.

This summer the Commission is sending out a field worker to visit a dozen colleges and universities for the purpose of talking with faculty members, student groups, and administrative officials about the work which is being carried on. This enterprise is somewhat of an experiment to determine whether advantageous results can be obtained by this method of implementation.

In conclusion, may I outline the plans of the Commission for the immediate future. The staff is now at work on two pronouncements. The first, entitled *The Economic Basis of Education*, will deal with the economic consequences of increases in the average educational attainment of the population. The second, entitled *Social Services and the Schools*, is an attempt to clarify the relationships of the public schools with other public social service agencies.

From this point on the Commission's work will consist largely of elaborating the general policies set forth in its three basic pronouncements. In one sense we can consider the document on the purposes of education and that on educational structure and administration to be elaborations of general policies in *The Unique Function of Education in American Democracy*. In the same way it is anticipated that later reports will break down the ideas in the two recent pronouncements into recommendations that can be applied directly by school administrators and teachers thruout America.

REPORT OF COMMITTEE ON EQUAL OPPORTUNITY¹

GERTRUDE MALLORY, LIBRARIAN, FRANKLIN HIGH SCHOOL, LOS ANGELES,
CALIF., *Chairman*

The Committee on Equal Opportunity was organized in 1935. The report given at the Portland convention in 1936 quotes the National Education Association as opposed to all discriminations and, therefore, in favor of equal status for the members of the profession. The report points out that here is a distinct and serious problem. It gives examples of discrimination in that the salaries for men are higher than for women, doing the same work, in many parts of the country. It cites discriminations against married women—for women to marry and hold a paid job seems to be a criminal offense. The 1937 report (given at Detroit) states the need for the Committee, discusses the scope of its work, presents a definition for a basis of work, gives the report of the Educational Policies Commission, entitled *A National Organization for Education*, under the heading "Protection of Members," and makes a recommendation for an appropriation for the Committee.

Three years of study have pretty well shown that cases of inequality would be difficult to handle—as tenure cases are handled—since there is little legal or constitutional basis for procedure. Few states have laws which create equal status for men and women, and the Supreme Court has decided that "person" in the Constitution of this nation has only the masculine gender. Of course, all this is the result of the prevalence of the thought based on the old English Common Law.

In 1914 the National Education Association declared itself as follows: "The Association regards efficiency and merit rather than sex as the basis on which appointments and selections should be made and therefore declares

¹ Accepted by Board of Directors, June 28, 1938.

itself in favor of political equality of the sexes. . . ." In 1932 the platform read, ". . . that there shall be no discrimination because of race, sex, or marital status. . . ." In 1937 the Association accepted this definition of democracy: "Democracy is a way of living in which each individual shall have the right to enjoy political, economical, and social equalities limited only by his abilities and capacities." Of course, it must be understood that this definition infers a balance of interest for the individual and the group. In short, the National Education Association stands for equal status for men and women.

The Committee on Equal Opportunity, thru the Research Division, has been making two studies, entitled *Variations in State Legislation Affecting Teachers* and *Status of the Married Woman Teacher*. These studies are now available in printed form. The members of the Committee have been studying the Equal Rights Amendment, the Equal Rights Treaty, and the International Labor Organization of the League of Nations.

The Equal Rights Amendment which states that "men and women shall have equal rights thruout the United States and every place subject to its jurisdiction," is now before the United States Congress.

The Equal Rights Treaty which states that "the contracting states agree that upon the ratification of this Treaty men and women shall have equal rights thruout the territory subject to their respective jurisdictions," has been signed by Cuba, Ecuador, Paraguay, and Uruguay.

The International Labor Organization of the League of Nations—into which relationship the United States has entered, tho not a member of the League—institutes "conventions" which may take the form of treaties or bills to be presented to Congress. If any "convention"—nearly any one which seems directly or indirectly to affect women—should be accepted by our country, the United States becomes a party to the agreement for eleven years. Cases arising under the agreement must be tried before the World Court—no court of this country having any part in procedures or decisions.

The latest "convention" in the form of a resolution emanating from the International Labor Organization of the League of Nations is one favoring discriminatory legislation for women—only it is called *protective* instead of *discriminatory*. Protective legislation protects—it protects the job but not the person who holds the job. Should this resolution be presented to this country and accepted, discriminatory legislation would be fasted upon this nation for eleven years—and the Equal Rights Amendment would be of no avail.

The National Education Association has gone on record as favoring the following:

1. Equal opportunity for every boy and girl in our schools.
2. Efficiency and merit shall be the bases for appointments and selections rather than sex.
3. There shall be no discrimination because of race, sex, or marital status.
4. Democracy is a way of living in which men and women shall enjoy equal status.
5. Democracy is the form of government in which our schools are founded, and it is the duty of all educators to advance the cause of democracy.

Thus it appears that the Association has continually approved the principle of equal status as embodied in the Equal Rights Amendment and the Equal Rights Treaty—and is opposed to the principle of discriminations as in the resolution of the International Labor Organization of the League of Nations.

If words mean anything, if the sincerity of the Association is not to be doubted, then it would seem that the least the National Education Association can do would be to recommend that its members work thru their various organizations—as, for example, civic and social or whatever organization may seem proper in the community—for the establishment of equal status for men and women thruout the United States and all territories subject to its jurisdiction, and that in the daily work of the public schools they shall strive “. . . to establish Justice, insure domestic Tranquility, provide for the common defence, promote the general Welfare, and secure the Blessings of Liberty to ourselves and our posterity. . . .”

Further recommendations are that the Committee be continued and that an appropriation of \$500 be allowed.

REPORT OF COMMITTEE ON THE HORACE MANN CENTENNIAL ¹

PAYSON SMITH, GRADUATE SCHOOL OF EDUCATION, HARVARD UNIVERSITY,
CAMBRIDGE, MASS., *Chairman*

The Horace Mann Centennial sponsored by the National Education Association draws to its close. This national observance covering the two school years 1936-37 and 1937-38 has increased public appreciation of the importance of education in the nation's life at a time when such recognition is greatly needed. It is appropriate in this final report briefly to record the history of the Centennial, its calendar, and its achievements.

I. The Centennial in Brief

Beginnings at Atlanta—In 1929 the Atlanta convention took the initiative in the following resolution:

Resolved that the National Education Association approves the plan to hold a centennial Horace Mann celebration in 1937; that it calls the attention of all state and national educational and welfare associations to the importance and value of such a celebration . . . and recommends that state and national associations look ahead to build their programs around the theme, “The Educational Achievements of a Century.”

The 1930 resolutions reaffirmed the plan and also recommended that “in the naming of schools, consideration be given the pioneer advocate of the common schools—Horace Mann.”

The national committee—In 1935 the Association appointed a special committee on the Horace Mann Centennial, with representatives from each

¹ Accepted by Board of Directors, June 28, 1938.

of the 48 states, which has served with few changes thruout the Centennial period. Many states, cities, and civic and professional groups have appointed special committees to conduct the Centennial for them.

Convention reports—The first report of the Committee in June 1936 to the Portland convention outlined plans for the Centennial including the Calendar of Events. It was published in the *Journal of the National Education Association* for September 1936. Upon presentation of the second report, at the Detroit convention in 1937, the following resolutions were adopted:

Horace Mann Centennial—The National Education Association heartily commends the Horace Mann Centennial Committee for its effective work. In view of the distinguished service of Horace Mann to democracy, the Association requests the United States Post Office Department to issue a special stamp in commemoration of the Horace Mann Centennial.

Honoring educational leaders—In view of the values resulting from the Horace Mann Centennial nationally, and in the belief that localities, states, and groups of states have an added opportunity to further the cause of their schools by honoring their educational pioneers, the National Education Association recommends the commemoration of the lives of such educational leaders. As a notable example of this policy, attention is called to the General Beadle Centennial Celebration now in progress in the northwest states.

Both the report and the resolutions are published in the *Journal* for September 1937. As this report is written, there is prospect that a Horace Mann stamp will be included in a special series on noted Americans which is announced by the Post Office Department for the near future.

Administration of the Centennial—Since the Centennial happened to fall at a time when Association income was being stretched to the utmost to meet the needs of the depression, funds for the observance were limited. The situation was met by placing the administration of the Centennial in the hands of the Division of Publications of the National Education Association, where the work was carried on by members of the regular staff along with their other duties. The need for publications was met by the cooperation of the National Home Library Foundation, Washington, D. C.; a gift of three thousand dollars for a publishing fund from the Committee on the Ninetieth Anniversary of the Central Synagogue of New York City; and a special gift from Hugh T. Birch, Yellow Springs, Ohio, who knew Horace Mann personally, to publish *Go Forth and Teach*.

II. The Centennial Calendar

As announced in the September 1936 *Journal*, the Calendar of Events included:

October 16-17, 1936—Opening of the Centennial at the Horace Mann Conference at Antioch College, Yellow Springs, Ohio, of which Mann was the first president. A feature of the Conference was the dedication of the Horace Mann statue given to the college by Hugh T. Birch, a replica of the one on the State House grounds at Boston, Massachusetts, and at the N. E. A. headquarters building, Washington, D. C.

November 9-15, 1936—Addresses and announcements during American Education Week.

February 20-25, 1937—Special events at the convention of the American Association of School Administrators.

May 4, 1937—Observance of Horace Mann's birthday in all schools and communities thruout the nation.

May to June 1937—Emphasis on Horace Mann's life and service in school and college commencements.

June 27-July 1, 1937—Special events at the convention of the National Education Association.

June to August 1937—Centennial programs in the summer schools.

November 7-13, 1937—Climax of the Centennial during American Education Week, including many special events on November 9, set aside as "Horace Mann Day."

May 4, 1938—Observance of Horace Mann's birthday in the schools.

It would be impossible to mention all the local events which have taken place in thousands of communities and schools thruout the nation. The commencement programs and birthday observances in the schools have been particularly effective. Hundreds of addresses have been given, including a speech in the United States Congress by the Honorable John W. McCormack of Massachusetts. Radio programs, including several in the N. E. A. series, and hundreds of articles in educational and lay press have carried the story of the public school movement in America to the people. Portraits, posters, and memorial plaques have been made available, including the Lorado Taft Memorial Relief which was reproduced on the cover of the November 1937 *Journal*.

III. The Publishing Program

The publishing program of the Centennial has created a wealth of material by and about Horace Mann. With the publication of *Go Forth and Teach*, the latest book to be made available by the Committee, more than fifteen books of over 3000 pages have been printed by the Committee and other groups. With virtually nothing in print when the Centennial began, there is now the following material from which schools, libraries, and individual students may build up their collections. The items starred are available from the Division of Publications of the National Education Association.

- *1. *Life of Horace Mann* by his wife. Centennial Committee, 1937. \$1. Facsimile edition of a 600-page biography. Readable, instructive, inspiring.
- *2. *Horace Mann: His Ideas and Ideals* by Joy Elmer Morgan. Centennial Committee, 1937. 150 p. 25¢ plus 5¢ postage. "I wish every American could read this book and appreciate what our country is doing for the people thru the public schools."—Senator Arthur Capper.
- *3. *Chautauqua Text-Book on Horace Mann* by Wm. F. Phelps. Centennial Committee, 1937. 64 p. 15¢. Facsimile reprint of a compact study outline.
- *4. *Go Forth and Teach*, Horace Mann's famous Fourth of July Oration and other materials on his life. Centennial Committee, 1937. 148 p. (Illus.) 50¢ cloth. "An educational classic" for high schools and colleges.—Small but mighty.
- *5. *Letter to School Children* by Horace Mann. Centennial Committee, 1937. 16-page leaflet for children and parents. 25 copies, 50¢; 75¢ for 50; \$1 for 100.
- *6. *Horace Mann Birthday Packet*, available on March 1 of each year from the N. E. A. Division of Publications, price 50¢. Contains materials for observing May 4 in the schools, including portrait, classroom poster, plays, etc.

7. *Horace Mann, Educational Statesman* by E. I. F. Williams. New York: Macmillan Co. 1937. 365 p. \$2. Ranks with the great biographies of Washington and Lincoln.
8. *Horace Mann and the Common School Revival in the U. S.* by B. A. Hinsdale. New York: Charles Scribner's Sons, 1937. 362 p. \$2. Centennial reprint of a well-known biography.
9. *Educating for Democracy*, Proceedings of the Antioch Centennial Conference. Yellow Springs, Ohio: Antioch College Press, 1937. 148 p. \$1.
10. *Horace Mann and Our Schools* by Payson Smith, A. E. Winship, and Wm. T. Harris. New York: American Book Co., 1937. 100 p. \$1. Three inspiring essays.
11. *The Horace Mann Centennial*. Massachusetts Department of Education, Boston, 1937. 202 p. Contains plays, poems, school programs honoring Horace Mann.
12. *Selective and Critical Bibliography of Horace Mann*. Massachusetts Department of Education, Boston, 1937. 54 p. Free.

Dramatic Material

- *13. *Those Who Bear the Torch*, a pageant on the story of education by the Horace Mann Schools of New York City. Centennial Committee, 1937. 160 p. (Illus.). Cloth \$1; paper 50¢. Includes musical score and directions for staging.
14. *Testament of Faith*, a Horace Mann play by the Antioch College Faculty. Dramatists Play Service, 6 E. 39th St., New York, N. Y., 1937. 100 p. 75¢; royalty fee, \$10. Presented at Antioch Conference and at N. E. A. Detroit convention.
- *15. *Dramatic Episodes in the Life of Horace Mann* by Eleanor Fishburn and Mildred Sandison. Centennial Committee, 1937. (Mimeo.) 25¢. Short plays for elementary and high schools and teachers colleges.

The Committee recommends that the Division of Publications of the National Education Association continue to serve as a clearinghouse for literature on Horace Mann. Stocks at headquarters are sufficient to care for the demand which continues to be large and which will increase as public appreciation grows.

IV. Achievements of the Centennial

The Centennial years have given us a body of material and experience with which to carry forward the interpretation of school needs and aims to the people. The enduring quality of the Centennial may be found in the following projects:

First, the practice of paying tribute to outstanding educators has resulted in state and local observances of significant proportions, such as the Beadle Centennial and the Henry Barnard Observance. The technic of conducting such observances is now available to other communities that wish to recognize the signal part played by educational leaders in establishing the nation.

Second, the Centennial has given us the material for a continuing study of Horace Mann and other educational figures. The N. E. A. is now the chief source of material on Horace Mann.

Third, the observance of Horace Mann's birthday on May 4 has become a regular feature of the school calendar in many communities. His birthday might well be made a national holiday along with those of Washington and Lincoln.

Fourth, Future Teachers of America, an outgrowth of the work of the Centennial Committee, is an organization for high-school and college students. It aims to bring together young people who wish to develop the finest personalities and to find out thru study whether they wish to make teaching their career.

Fifth, Horace Mann's name has been perpetuated in many communities which have added new schools to the growing list of such institutions named for him. The latest are the Horace Mann High School of Salt Lake City, Utah; and the Horace

Mann Laboratory School at the Northwest Missouri State Teachers College, Maryville, Mo.

Sixth, the curriculum has been enriched by the addition of material not only by and about Horace Mann, but also about schools and education, thus helping young people to gain an appreciation of the institution which does most to make their lives happy and successful. Thru the teaching of biography, young people are inspired to devote their lives to the upbuilding of our country.

Seventh, impetus has been given to the observance of outstanding events in educational history, such as the centennial of the normal schools in 1939. Such observances are a fruitful means of re-evaluating educational purposes and ideals.

The celebration having been concluded, the Committee asks to be discharged, and extends its gratitude to educators and citizens who have co-operated to make this one of the greatest educational celebrations in the history of the country.

REPORT OF COMMITTEE ON INDIVIDUAL GUIDANCE¹

HERBERT R. STOLZ, ASSISTANT SUPERINTENDENT OF SCHOOLS, OAKLAND, CALIF., *Chairman*

In December 1937, President Caroline S. Woodruff appointed a committee of five to serve the National Education Association as a Committee on Individual Guidance. This action was the result of a carefully considered decision of the Executive Committee to attempt to assist classroom teachers, principals, superintendents, and others to provide an increasing degree of personal guidance for the pupils in our schools. Such assistance seemed timely because the widespread interest in this aspect of education has disclosed a lack of information concerning practical ways in which individual guidance can be rendered effective.

The members of this Committee are: Harriett M. Allyn, academic dean, Mount Holyoke College, South Hadley, Mass.; Edwin A. Lee, director, National Occupational Conference, New York, N. Y.; Lois Hayden Meek, professor of education, Teachers College, Columbia University, New York, N. Y.; Douglas A. Thom, director, Division of Mental Hygiene, State Department of Mental Diseases, Boston, Mass.; and Herbert R. Stolz, assistant superintendent of schools, Oakland, Calif., *chairman*.

To assist the Committee in the collection and dissemination of information about individual guidance, President Woodruff appointed a nationwide advisory committee of individuals from the state teachers associations who are interested in individual guidance and who can contribute significantly to the project.

On January 7, 1938, four members of the Committee met with Willard E. Givens, executive secretary of the N. E. A., at Teachers College, New York City, to discuss the scope and direction of the work which the Committee will undertake. It was agreed that

1. The initial emphasis would be directed toward assisting teachers and principals in elementary schools to recognize and utilize the opportunities and facilities for individual guidance which are found in every school.

2. The Committee, with the assistance of the advisory committee, would formulate appropriate preliminary material for publication in the *Journal of the National Edu-*

¹ Accepted by Board of Directors, June 27, 1938.

cation Association, and would consider the advisability of preparing a small leaflet for distribution to the elementary-school principals thruout the United States.

3. The principal effort of the Committee would be aimed at promoting individual guidance thru oral presentation to groups of teachers, principals, and superintendents at local, state, and national meetings.

4. The Committee would seek the assistance of the executive secretary and his staff and of the advisory committee in discovering elementary schools which are now placing especial emphasis upon individual guidance and which might furnish practical suggestions for other schools and other teachers.

The preparation of the preliminary material for the September 1938 issue of the *Journal* is now in progress and will be completed as soon as possible.

It is planned to hold a meeting of the Committee and the advisory committee in New York City prior to the 1938 convention of the Association.

REPORT OF COMMITTEE ON INTERNATIONAL RELATIONS ¹

ANNIE C. WOODWARD, HIGH SCHOOL, SOMERVILLE, MASS., *Chairman*

The Committee is very happy to hand in its report this year, having been more active than previously, because of the general theme chosen by our president.

There are several definite items I should like to bring to your attention: First, we have had two planning board meetings—one at Atlantic City and one here in New York City. We have had two committee meetings in those two places. We sponsored at the Atlantic City meeting a World Friendship Luncheon and in New York City last night a World Friendship Dinner.

At our Committee meeting a motion was made that the International Relations Committee offer a resolution requesting the President of the United States to call a conference of the nations to discuss what action might be taken to avert future wars. This motion was written by our secretary, Mr. King of Kentucky, and was presented to the Resolutions Committee.

Another item brought up at the meeting was by Mr. King who offered a resolution requesting that he be authorized to ask the state journals to publicize all available published material dealing with the question of international goodwill. This was seconded and carried out by the Committee.

The Committee this year printed a report, *Promoting International Cooperation thru Education*. This has been passed to you in your delegate's envelope. I hope it will be of use to you thruout the coming year.

The Committee acknowledges the \$100 which was received to promote its work. This was used in the producing of the printed report. I am happy to bring to your attention now the outline of the report instead of its entire reading: (1) the objectives of education for world citizenship; (2) the place of world citizenship in the school program—at various grade levels; (3) widely used methods of developing world citizenship; and (4) sources of help in teaching world citizenship.

¹ Accepted by Board of Directors, June 28, 1938.

REPORT OF JOINT COMMITTEE ON HEALTH PROBLEMS IN EDUCATION¹

THOMAS D. WOOD, TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK,
N. Y., *Chairman*

The Committee on Health Problems in Education was created by the National Council of Education at San Francisco in July 1911. In the same year a cooperating committee of the American Medical Association was appointed. These two committees were soon fused into the Joint Committee on Health Problems in Education. The present chairman has held this position since the Committee's organization in 1911. At the annual meeting in Des Moines, in July 1921, the Health Committee of the National Council of Education was formally adopted by the National Education Association and, in cooperation with the corresponding committee of the American Medical Association, became the Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association.

Education and health officials, child health organizations, and many other organizations and individuals in our own and other countries have turned to this committee for information, advice, and leadership relating to literature and standards dealing with many phases of the health conditions and health programs of schools.

Since 1912 the following reports have been published:

1. *Country Schoolhouses*
2. *The Health Chart Set*
3. *Minimum Health Requirements for Rural Schools*
4. *Health Essentials for Rural School Children*
5. *The Teacher's Part in Social Hygiene*
6. *Daylight in the Schoolroom*
7. *Health Improvement in Rural Schools*
8. *Health Service in City Schools of the United States*
9. *Ventilation of School Buildings*
10. *Conserving the Sight of School Children*
11. *The Deafened School Child*
12. *Health Education*
13. *Health Inspection of School Children*
14. *School Health Principles*
15. *Home and School Cooperation for the Health of School Children*
16. *Open Air Classrooms*
17. *Mouth Health for School Children.*

The following new reports, approved by the Joint Health Committee, are now being planned and prepared:

1. *Mental Hygiene in the Classroom.* This report is being prepared thru the co-operation of a special joint committee of the American Orthopsychiatric Association and the National Committee for Mental Hygiene. It is expected that this much needed report will be completed and, if economic conditions permit, will be printed within the coming year.

2. *The Nurse in the School.* This report is being prepared by a special committee with the cooperation of the National Organization for Public Health Nursing. It is expected that this report will be completed and published within the coming year.

¹ Accepted by Board of Directors, June 28, 1938.

3. *Alcohol and Temperance Education.* The Joint Committee has authorized the appointment of a special committee to make a careful study of, and, if practicable, to prepare a report on this problem which is of great interest and importance at the present time. Careful preliminary consideration is being given to the desirable scope and content of such a study and report. Preparation of this report has been delayed, in part, to receive the benefit of the study being made by a National Commission on Alcohol.

4. A report on the Orthopedic Problems of School Children is being planned.

At a meeting held on March 1, 1938, the Joint Health Committee received and approved a report of the School Health Education Service which was conducted in the National Education Association building in Washington from December 1935 to October 1937 under the very skilful and efficient direction of Anne Whitney. At this meeting a special committee was appointed to study and report on future plans for the Joint Health Committee.

The Joint Committee on Health Problems in Education is striving earnestly to give constructive service in proposing optimum essentials, in clarifying health procedures, in conducting research, in preparing reports, and in disseminating knowledge for conserving and improving the health of school children and of teachers.

Cooperation of national groups and organizations has been, and continues to be, indispensable to progress in our Joint Committee program. Such constructive and substantial cooperation has been given to our Joint Committee in generous measure, even during this period of economic depression. For all of this splendid help our Joint Committee is deeply grateful.

REPORT OF JOINT COMMITTEE OF THE NATIONAL EDUCATION ASSOCIATION AND THE AMERICAN LIBRARY ASSOCIATION ¹

MARGARET R. GREER, DIRECTOR OF SCHOOL LIBRARIES, BOARD OF EDUCATION,
MINNEAPOLIS, MINN., *Chairman*

The Committee has concerned itself during 1937 and 1938 with programs and exhibits at conventions and with publications.

Three activities were sponsored by the Joint Committee at the Detroit convention of the N.E.A. *First*, an exhibit with emphasis on elementary-school libraries was held in the main exhibition hall. Over five hundred guests were received by the Detroit librarians who acted as hostesses. *Second*, we were able to secure Walter C. Eells to talk on the use of periodicals, as shown by his survey, for a jointly sponsored meeting with the Department of Secondary Education. *Third*, an afternoon session was planned under the sponsorship of our Committee, the School Libraries Section of the A.L.A., and the Department of Secondary Education. At this conference there were three speakers: Dorothea Dawson of Detroit; Grace Winton of Northwestern High School Library, Detroit; and E. G. Johnston, principal of the University High School, Ann Arbor, Michigan. The subject of this conference was "School Library Service and Extracurriculum Activities."

¹ Accepted by Board of Directors, June 27, 1938.

For distribution at this convention and for the American Library Association convention in New York, the Committee had prepared a dodger on certification of school librarians, entitled *Mr. Superintendent!* These were also sent thruout the country by means of state school library supervisors and by direct mailing to superintendents both from the N.E.A. and the A.L.A. headquarters.

Thru the efforts of the Committee, the *School Executive* magazine published an article, "Putting Parnassus on Wheels," in the September 1937 issue. This is an abridgment of the talk on school library functions which Superintendent James M. Spinning of Rochester, New York, gave at the New Orleans convention. An abstract of this appeared in the October 1937 issue of the *Education Digest*.

An information and exhibit booth was maintained thru the courtesy of the American Library Association at the Atlantic City meeting of the American Association of School Administrators. At this time, the Committee made its first distribution of the pamphlet, entitled *The School Library Is—*, by Anna Clark Kennedy. This statement of the functions and services of the modern school library is the result of cooperative thought of this Committee, and is published from the budget allowed to the Committee by the A.L.A. The Committee expresses its appreciation to the editorial department of the A.L.A. for putting the pamphlet in an attractive form.

From this exhibit booth was also distributed a bibliography, *Cross National Borderlines thru Books*, a list of books on international relationships for teachers and pupils. The bibliography was supposedly typical of the lists which might be prepared by a school librarian in any school in giving service to teachers, pupils, and administrators.

Keen disappointment was felt by all members of the Committee over the fact that no place was given on the program at Atlantic City for an expression of opinion of the place which the library has in the school. It had been hoped that the afternoon group meeting on libraries, such as the one held at New Orleans, might be repeated, or that some speaker might be given a place on one of the programs, but this did not materialize at Atlantic City.

The Committee gratefully acknowledges the budget of \$50 allowed by the N.E.A., and the budget of \$40 allowed by the A.L.A., and recommends that a similar budget be allowed for the work of next year's committee.

REPORT OF JOINT COMMITTEE OF THE NATIONAL EDUCATION ASSOCIATION AND THE NATIONAL CONGRESS OF PARENTS AND TEACHERS ¹

MRS. J. K. PETTENGILL, EDDYSTONE HOTEL, DETROIT, MICH.; PRESIDENT,
NATIONAL CONGRESS OF PARENTS AND TEACHERS, *Chairman*

The Joint Committee of the National Education Association and the National Congress of Parents and Teachers has given consideration to the function of the Committee and the work which it might best undertake in achieving the purposes for which it was established.

¹ Accepted by Board of Directors, June 28, 1938.

The first of these is that both parents and teachers will profit by a presentation of the problems involved in home-school cooperation and parent-teacher relationships, as well as problems, issues, achievements, and developments in education. The Committee has found that no new machinery is necessary to make this proposal effective. One of the objects of the National Congress of Parents and Teachers, as stated in its bylaws, is "to bring into closer relation the home and the school that parents and teachers may cooperate intelligently in the training of the child, and to develop between educators and the general public such united efforts as will secure for every child the highest advantages in physical, mental, social, and spiritual education." The platform of the National Education Association, as adopted in 1935, provides that "the educational program today needs the active support of all citizens and organized community agencies. Educators should make a practice of keeping the aims, practices and achievements of the schools constantly before the public."

A second activity of the Committee is a study of cooperations between home and school already under way in the various states, under the direction of G. W. Diemer, president, Central State Teachers College, Warrensburg, Missouri. A preliminary review by the Committee indicates that there are already many significant cooperations under way. It is believed that such a study as is being undertaken will bring together a detailed description of these efforts and will encourage others to undertake, each in his own way, such cooperations as are indicated by the situations existing in various communities.

A third problem with which the Committee has been concerned is the possibility of a larger study which would explore in a systematic way home-school cooperative efforts on a national, statewide, and local basis. It is hoped that from such a study there might come fundamental principles which would give a basis for further home-school cooperative effort. The Committee is not yet ready to recommend the basis on which this study should be undertaken. It is, however, unanimous in its opinion that such a study would be of much benefit to parents and teachers and worthy of the serious consideration of both organizations.

In addition, a parent-teacher section meeting was held in connection with the annual convention of the American Association of School Administrators in Atlantic City, on March 2, 1938. This meeting was devoted to "The Challenge of Youth to Parents and Teachers," with attention to the necessity of cooperation as a means of achieving democratic goals. Presentations were made by four youths, followed by a panel discussion under the chairmanship of S. A. Courtis, professor of education at the University of Michigan. Dr. Courtis stated:

As means can be developed whereby youth, parents, and teachers can achieve self-directed control thru democratic cooperation, then much gain will be made for the democratic way of life. Cooperation means working together. So far as this discussion is concerned it is more important that we learn to work together to achieve our purposes rather than to achieve individual purposes.

Of utmost importance in modern life is the need for democratizing and socializing home, school, and community. The revolt of youth today is a revolt against

domination. By using a high level of cooperation, by constantly going out to achieve cooperative relationships among youth, parents, and teachers, it will be possible for each to find his unique place in modern life, as well as to contribute to the larger goals of cooperative living.

One other step has been taken which appears to be significant. It has been the usual practice to have a parent-teacher section meeting at the summer meeting of the National Education Association. No such separate meeting has been scheduled for this convention. An examination of the program, however, will show that the problem of home-school cooperation is being considered at many points. It is believed that home-school cooperation can best be achieved thru cooperative discussion participated in by both parents and teachers and that this problem is, in the last analysis, a part of the larger problem of education and living, rather than a special one. At this convention, therefore, we are directing our efforts toward a contribution to the unity of the larger aims of education, and the National Education Association.

REPORT OF THE LEGISLATIVE COMMISSION *

SIDNEY B. HALL, STATE SUPERINTENDENT OF PUBLIC INSTRUCTION,
RICHMOND, VA., *Chairman*

The Legislative Commission during the year 1937-38 has been actively engaged in promoting the following legislative services:

1. Maintenance of contacts with The Advisory Committee on Education, appointed by the President of the United States.
2. Sponsoring legislation to provide federal assistance to the states in the financial support of public schools thru the Harrison-Thomas-Fletcher Bill, based on the recommendations of The Advisory Committee on Education.
3. Continuance of the legislative reference service thru the Research Division of the National Education Association.

Legislative Contacts

On April 19, 1937, while the Executive Committee of the Legislative Commission was in the midst of the campaign to secure the enactment of the Harrison-Black-Fletcher Bill to provide federal financial assistance to the states for education, the President of the United States appointed "The Advisory Committee on Education" with instructions to study the whole field of federal relations to state and local conduct of education and to report to him in time for action during the Session of Congress in 1938.

The Advisory Committee immediately set up a staff of competent research workers in Washington and began extensive investigations.

The Executive Committee thru its chairman and secretary has maintained constant contact with The Advisory Committee and its staff and has rendered assistance wherever possible.

* Accepted by Board of Directors, June 28, 1938.

The Harrison-Thomas-Fletcher Bill

Report of The Advisory Committee on Education—Following the action of the President in appointing The Advisory Committee on Education as indicated above, the Legislative Commission decided to withhold further efforts to obtain enactment of the pending legislation until the report of The Advisory Committee could be made. It was announced that the Legislative Commission was prepared to do one of two things: (1) to give united support to the program proposed by The Advisory Committee if it conforms to fundamental principles that can be consistently and properly supported; or (2) if not, to continue vigorous support of the Harrison-Black-Fletcher Bill pending on the Senate calendar and in the House Committee on Education.

On February 23, 1938, the President transmitted to the Congress the Report of The Advisory Committee on Education.

The Executive Committee of the Legislative Commission, after a two-day conference and study of the report and after conferring with Floyd W. Reeves, George F. Zook, Paul T. David, chairman, vicechairman, and secretary, respectively, of The Advisory Committee, came to the conclusion that The Advisory Committee had presented the strongest possible evidence in support of federal financial assistance to the states for the support of public education, and reached the following agreements with respect to the findings and recommendations of the report:

1. The level of educational service that can be maintained under present circumstances in many localities is below the minimum necessary for the preservation of democratic institutions. Federal aid is the only way in which the difficulties in this widespread and complex situation can be adequately corrected.

2. In keeping with the policy of the Legislative Commission of the National Education Association in advocating federal aid to the states for support of public schools as represented by the Harrison-Fletcher Bill sponsored last year, the conclusion of The Advisory Committee as expressed in the following statement of principle is accepted and approved:

The major portion of all federal aid for education should be granted as a general fund for the current support of elementary and secondary education. In order that states and local school jurisdictions may have the necessary flexibility in the development of programs suited to local conditions, the specification of particular phases of elementary and secondary education to be supported from such a fund should be avoided.

3. The principle that federal aid should be given without federal control of education is accepted and approved as expressed by The Advisory Committee in the following statement:

In order that local initiative and responsibility may be maintained, all federal action should reserve explicitly to state and local auspices the general administration of schools, control over the processes of education, and the determination of the best uses of the allotments of federal funds within the types of expenditure for which federal funds may be made available. The federal government should in no case attempt to control the curriculums of the schools or the methods of teaching to be employed in them. In those fields, however, it should carry on research and make the results widely available.

4. Present earmarked grants for education, especially those for vocational education, civilian vocational rehabilitation, and the land grant colleges should be continued

without diminution. With respect to vocational education it is agreed that its administration will be improved if the statutes are so amended as to permit greater flexibility in the states in the expenditure of funds for various types of vocational education; that training for a specific industrial occupation should not be provided in high schools for pupils fourteen, fifteen, or even sixteen years of age; that such pupils should be enrolled for vocational education only in introductory classes of an exploratory type; and that safeguards against the exploitation of youth in commercial or industrial employment in connection with vocational education should be enacted into law.

5. It has long been the position of the Legislative Commission of the National Education Association that federal grants to the states for education should not be earmarked for specific purposes. However, the desirability in some instances of allocating funds for the stimulation of new and desirable types of educational enterprises and the desirability of experiments in the field of education are admitted.

Accordingly, the Executive Committee of the Legislative Commission accepts the proposal of The Advisory Committee on Education that for a temporary period of six years specially earmarked grants constituting a minor part of the total grants for education should be made to the states for teacher training, for the strengthening of state departments of education, for the construction of school buildings, especially those necessary to encourage a reorganization of local school administrative and attendance units, for the extension of library services to rural areas, for adult education, and for the conduct of research and planning by the United States Office of Education, the state department of education, and other competent research agencies. The Executive Committee, however, believes that in the long run it will be desirable to unify all funds in general grants to the states for such educational enterprises as they may in their judgment need, excepting grants to the Office of Education for research.

6. The Executive Committee accepts and approves the principle that the major part of federal grants should go to the states for the support of elementary and secondary education broadly defined. In accordance with the principle of state determination of the educational program it is agreed that the funds should be apportioned to the states for public educational purposes in accordance with the constitutional and statutory provisions of the respective states.

7. The Executive Committee accepts and approves the principle that the major portion of the federal grants to the states should be distributed among the states in such way as most effectively to equalize educational opportunity. It is believed that the plan proposed by The Advisory Committee for determining an objective formula on the basis of the number of children and the taxpaying ability of the states sufficiently safeguards the allocation of federal funds against discretionary power of any federal officer or agency.

8. The Executive Committee also accepts the recommendation of The Advisory Committee on Education that general grants to the states should be used by the states for effectively lessening inequalities of educational opportunity within the states.

9. As previously done in connection with the Harrison-Black-Fletcher Bill, the Executive Committee accepts the proposition that in the expenditure of federal grants within the state there should be an equitable distribution among separate schools for separate races, and provision to safeguard against the replacing of present local and state funds by federal contributions.

Drafting the bill—After conferring with official representatives of The Advisory Committee on Education it was decided that the secretary of the Executive Committee of the Legislative Commission would make a tentative draft of the bill based on the recommendations of the report of The Advisory Committee. It was decided that the bill would include provisions relating to general aid for elementary and secondary schools, teacher training, school buildings, state departments of education, adult education, rural library services, research and planning thru the United States Office of

Education, and the education of children of federal employees on federal reservations.

After the tentative draft was drawn it was mimeographed and distributed to members of the Legislative Commission and to the officers of fifty national organizations.

On March 22 the Executive Committee of the Legislative Commission held a session to examine and revise each section of the tentative draft of the bill. Substantial agreements were reached concerning most of the various provisions.

On March 23 a meeting of the representatives of thirty-eight national organizations was held at the headquarters building of the National Education Association in Washington, D. C., for the purpose of considering the provisions of the tentative draft of the bill and of finding out to what extent agreements concerning its provisions could be reached. Attached to this report as Appendix A is found a list of organizations represented at the conference and the names of the persons in attendance. There is also attached as Appendix B a copy of the minutes of that conference, a reading of which will reflect principal points of issue and the extent to which agreements were reached. The principal issues are more fully discussed in a later part of this report.

Introduction of the bill in Congress—Inasmuch as the Harrison-Black-Fletcher Bill was pending on the Senate calendar it was decided to propose the new federal aid bill as an amendment in the nature of a substitute to the original bill, S. 419. It was so introduced on April 19 by Senator Pat Harrison of Mississippi and Senator Elbert D. Thomas of Utah, chairman of the Senate Committee on Education and Labor. On April 21 it was introduced as an original bill, H. R. 10340, by Congressman Brooks Fletcher of Ohio.¹

Provisions of the bill—The bill proposed to authorize an appropriation of funds to be apportioned to the states for assistance in the support of public education. The amounts of the appropriation would begin at \$72,000,000 and increase in five years to \$202,000,000. The purposes of the grants are as follows:

Part 1. General federal aid: For the purpose of lessening inequalities of educational opportunity, \$40,000,000 in 1939-40, increasing to \$140,000,000 in 1944-45, apportioned to the states on the basis of financial need as measured by the number of children five to nineteen years old and financial ability to support schools.

Part 2. Aid for improving the facilities for teacher training: \$2,000,000 for 1939-40, increasing to \$6,000,000 in 1941-42 and thereafter thru 1945, apportioned to the states on the same basis as general aid.

Part 3. Aid for the construction of school buildings, especially those in connection with desirable reorganization of local school districts: \$20,-

¹ The time elapsing between the conference on March 23 and the introduction of the bill was consumed in negotiating with the representatives of various organizations in an endeavor to arrive at an agreement on specific provisions of the bill, and in drafting the bill in its final form by the Legislative Counsel of the U. S. Senate.

000,000 in 1939-40, \$30,000,000 in 1940-41, and thereafter thru 1945, apportioned to the states on the same basis as general aid.

Part 4. Aid for improvement in the facilities of state departments of education: \$1,000,000 in 1939-40, \$1,500,000 in 1940-41, and \$2,000,000 each year thereafter thru 1945, apportioned on the basis of \$5,000 to each state and the remainder on the same basis as general aid.

Title II. Grants to the states for adult education: For the purpose of stimulating and enabling the states to make adequate provision for civic, part-time, vocational, and general adult educational services, grants are authorized to the states on the basis of adult population twenty years of age and over in the amount of \$5,000,000 in 1939-40, \$10,000,000 in 1940-41, and \$15,000,000 each year thereafter thru 1945.

Title III. Grants to the states for rural library service: For the purpose of stimulating and enabling the states to provide adequate library services for rural inhabitants of the states, grants are authorized to the states on the basis of rural population in the amount of \$2,000,000 in 1939-40, \$4,000,000 in 1940-41, and \$6,000,000 for each year thereafter thru 1945.

Title IV. Grants for cooperative research, planning, and demonstrations: For the purpose of making necessary surveys and plans in connection with the best utilization of grants to states and for other cooperative educational research, planning, and demonstration projects, grants are authorized in the amounts of \$1,250,000 in 1938-39, \$2,000,000 in 1939-40, and \$3,000,000 for each year thereafter thru 1945. Of these amounts, 40 percent will be available to the United States Office of Education and 60 percent will be allotted to the states and bona fide research agencies.

Title V. Education of children of federal wards, employees residing on federal reservations and at foreign stations: The funds for this purpose are for purely federal responsibilities and definite amounts are not fixed. The best estimations available indicate \$3,000,000 annually.

Issues raised—At the time of drafting the Harrison-Thomas-Fletcher Bill, as well as since its introduction, certain issues have been brought clearly into the foreground. These issues chiefly have to do with the method of apportioning funds to the states, the degree of federal control, vocational education, availability of public funds for the benefit of pupils attending non-public schools.

Apportionment of funds—The Advisory Committee on Education recommended that funds should be apportioned to the states by the U. S. Commissioner of Education on some objective basis that will make funds available to the states in inverse ratio to their respective abilities to support public schools. It was suggested that the objective method be based on the number of children five to nineteen years of age and the relative financial ability of the states. It was further suggested that the relative financial ability be determined by some federal agency independent of educational administration, such as the United States Treasury.

The principal point in this connection had to do with the specific method of apportioning funds; namely, whether the exact procedure to be followed

by the Commissioner should be written into the statute or whether the procedure should be left to the Commissioner as a matter of discretion. The former alternative was decided upon and is now embodied in Section 4 of the pending bill.

It should be observed that The Advisory Committee on Education has recommended that federal funds for general elementary and secondary education be granted to the states on the basis of equalization, that is, in inverse ratio to the financial ability of the respective states. This is in keeping with the former program of the Legislative Commission of the National Education Association. It is, however, different from the basis of apportionment found in the Harrison-Black-Fletcher Bill supported by the Legislative Commission in 1937, which proposed to apportion funds to the states on the basis of population five to twenty years of age. The chief reason for supporting that provision was the practical situation of getting support of the bill in Congress. Since the extensive hearings conducted in Congress in 1937 and since the findings of The Advisory Committee on Education have been published it appears that sentiment has rapidly grown in favor of apportionment to the states on the basis of equalization.

Degree of federal control—The degree of control included in the bill is still somewhat in the realm of controversy. The Executive Committee of the Legislative Commission has recognized two distinct and separate types of control. The first is control over purely fiscal matters such as auditing, reporting, and authority to see that the money is spent for the purposes for which appropriated. The second type of control would have to do with purely educational matters such as selection of educational personnel, the selection of the curriculum, and methods of teaching. This second type of control is wholly disapproved by the Executive Committee and practically all other interested organizations. This type of control is specifically prohibited in Sections 51, 208, and 308(b) of the pending bill.

Some question has been raised concerning the provision in Section 2(b) which requires the state to present a plan that will "provide a method of apportioning such funds among local school jurisdiction within the state that will most effectively lessen inequalities of opportunity for public elementary and secondary education." Inasmuch as this plan is to be approved by the Commissioner of Education, some competent authorities have raised the question as to whether this might not involve an element of undesirable control. The defense of this provision may be expressed as follows: Since this plan must originate with the state and since it would be practically impossible in the federal statute to set up an exact procedure for equalizing educational opportunity equally applicable to all the states, the provision as written presents a practical way of maintaining the necessary flexibility. Furthermore, the chances that the Commissioner of Education would exercise unreasonable discretion in this matter are very remote, and there is some doubt that arbitrary disapproval of the state plan on the ground that it would not "most effectively lessen inequalities of educational opportunity" would be sustained in the courts.

The Executive Committee, however, as well as other persons sponsoring

the legislation, have under consideration redrafting this part of the bill in such way as to lessen the element of discretion that may be exercised by the United States Commissioner of Education.

No other serious objections on the ground of creating the possibility of undesirable federal control have been raised. From some quarters charges have been made that Section 3, which specifies a list of nine types of educational activities for which funds *may* be spent if the states so desire, has been interpreted as opening the door for federal control. As a matter of fact, such provisions tend to lessen the possibility of federal control since if a state elects to spend money for any of these purposes no federal official could raise valid objections.

Vocational education—The Advisory Committee on Education made certain recommendations for amendments to the existing federal statutes for providing for the support of vocational education. Roughly, these recommendations may be divided into two kinds: (1) elimination of specific standards set up in the present vocational laws regulating the conditions under which vocational education will be taught, and (2) safeguarding against the exploitation of children and youth employed in commerce or industry in connection with vocational education.

After consulting with various authorities in the field of vocational education, with representatives of national agricultural organizations, and with representatives of organized labor and with the sponsors of the bill in the Senate and House it was decided that any amendments fundamentally changing the provisions of existing statutes regulating vocational education should not be undertaken in the new bill to provide general federal aid.

It was agreed, however, that provisions to safeguard against the commercial exploitation of children and youth in connection with vocational education should be written into the present bill. These provisions are found in Sections 604, 605, and 606.

Services for children attending non-public schools—The Advisory Committee on Education recommended that federal legislation authorizing grants for educational purposes should not prohibit states from making reading material, transportation, and scholarships available to children attending non-public schools. The Advisory Committee did not, as has been charged, recommend that federal funds be appropriated for private or sectarian schools. The Advisory Committee recommended that where states elect to spend funds for reading materials, transportation, or scholarships, separate funds and accounts should be maintained, it being recognized that special methods of apportionment are usually required for the most effective allocation of funds for these purposes.

The Harrison-Thomas-Fletcher Bill was drafted to carry out the recommendations of The Advisory Committee in these respects. Regardless of the merits of the proposal actually made by The Advisory Committee the reasons for their recommendation may well be examined.

As to providing reading material and transportation, The Advisory Committee was aware that certain states are now furnishing textbooks to

children attending non-public schools, and permitting by law the transportation of children attending non-public schools on school buses transporting children attending public schools.

As to the matter of scholarships The Advisory Committee had in mind the fact that in states where facilities for secondary education are not universally available to pupils living at home, scholarships from public funds are now provided for pupils attending school in other districts, and some states provide high-school facilities to pupils in some local school jurisdictions thru the payment of tuition to non-public schools.

Objection to The Advisory Committee's recommendation has been expressed on the ground that any such aid would at least result in indirect use of public funds for the benefit of sectarian education and to that extent would be a violation of the accepted principle of separation of church and state as established in the First Amendment to the Constitution of the United States.

Campaign for support of the bill—Following the introduction of the bill in Congress the Executive Committee thru its secretary in the headquarters of the National Education Association has carried on an active campaign in behalf of the bill. Four thousand copies of the bill were distributed among educational and lay leaders thruout the United States; 18,000 copies of the folder explaining the provisions of the bill, and 4,000 copies of a speech by Senator Thomas were distributed. A one-page article on the bill was published in the May issue of the *Journal of the National Education Association* which goes to about 215,000 persons. Two general letters to all superintendents of schools in the United States have been sent out and numerous personal letters have been written.

On April 23, 1938, the chairman of the Executive Committee of the Legislative Commission requested the presidents of twenty-six national organizations that had previously indicated ability and willingness to cooperate in supporting federal aid legislation to designate representatives, either official or unofficial, to act as members of the National Committee for Action on Federal Aid to Education. Acceptances were received from all organizations invited.

On May 11, 1938, a meeting of the National Committee for Action on Federal Aid to Education was held at the National Education Association headquarters to consider action and strategy necessary to secure favorable consideration of the pending federal aid bill. A list of these organizations and their representatives is presented in Appendix C attached to this report.

The Executive Committee has had the active cooperation of many of the leading national lay organizations, especially from organized labor and the American Farm Bureau Federation. Among the educational groups that have been most active in support of the bill are the American Federation of Teachers, the Progressive Education Association, the American Library Association, and the Department of Adult Education of the National Education Association.

Under the direction of Belmont Farley, Director of Publicity, National Education Association, a series of ten broadcasts on federal aid to education have been made over the Red Network of the National Broadcasting Company thru the regular N.E.A. program known as "Our American Schools." Following is a list of the programs and the dates on which they were broadcast:

January 5, 1938—Federal Aid to Education—A National University, Western School Lands, U. S. Office of Education

January 12, 1938—Federal Aid to Education—The Sharecropper and other Underprivileged Americans

January 19, 1938—Federal Aid to Education—Mobility of the Population. Guest Speaker—Howard A. Dawson

January 26, 1938—Federal Aid to Education—The Inability of the States to Support Schools. Guest Speaker—Howard A. Dawson

February 2, 1938—Federal Aid to Education—Mountain Folk. Guest Speaker—William G. Carr

February 9, 1938—Federal Aid to Education—Negro History Week. Guest Speaker—Charles H. Houston

February 16, 1938—Federal Aid to Education. Guest Speakers—Congressman Brooks Fletcher, Congressman N. M. Mason, Senator Allen J. Ellender

April 20, 1938—Federal Aid to Education. Guest Speakers—George F. Zook, Carl H. Milam

April 27, 1938—Federal Aid to Education. Guest Speakers—Senator Elbert D. Thomas, Congressman Wade H. Kitchens

May 11, 1938—Federal Aid to Education. Guest Speakers—Maude E. Aiton, E. C. Higbie

Present status of bill—At the time of adjournment of the 75th Congress, the bill was on the calendar of the Senate and in the House Committee on Education. Altho no action was taken on the bill in the House Committee and the Senate did not vote on it, it is the strong opinion of its sponsors both in and out of Congress that substantial progress has been made toward its final enactment.

Since there were very significant changes made in the proposed legislation following the report of the President's Advisory Committee on Education, it naturally required considerable time for the friends of federal aid to become acquainted with the provisions of the new bill. This fact alone accounts to a large degree for the bill not being brought to a definite vote in the Session of Congress just closed. We know, however, that the cause has steadily gained in strength in the Congress and with national leaders. The most important issues have come clearly to the foreground and we are now in position definitely to settle them.

Future action—At the opening of the next session of the Congress the legislation will be brought forward again. It may be introduced as new bills and new hearings held, or hearings held and new bills brought out of the committees of the House and Senate, respectively. The exact procedure will be worked out with the chairmen of the respective committees and the original sponsors of the bill in Congress.

During the next few months campaigns preceding the general election in November will be under way. During that time a concentrated effort should be made in every State and Congressional district to obtain pledges

from candidates for the Congress favorable to federal aid for public education.

During the summer and fall months the Executive Committee of the Legislative Commission will carry on a steady campaign of information and organization to the end that satisfactory action will be taken by Congress in 1939.

Legislative Reference Service

The legislative reference service inaugurated in 1933 by the Legislative Commission has been continued thru the Research Division of the headquarters staff. During the past year the following publications have been issued:

Report of N. E. A. Committee on Tenure—"Mandatory State-Adopted Contract Forms," June 18, 1937

"State School Legislation—1937," October 21, 1937

"Teacher Tenure Legislation in 1937 to Date," November 8, 1937

"Revised Report on Teachers' Oaths," November 19, 1937

"High Spots of State School Legislation Passed in 1937," January 20, 1938

"Court Decisions on Teacher Tenure Reported in 1937," April 20, 1938

"Teacher Welfare Legislation—January, 1937 to May 1, 1938," May 1938.

Acknowledgments

Most of the work of the Legislative Commission has been carried on in Washington thru Howard A. Dawson, Director of Rural Service in the N. E. A. headquarters and ex-officio secretary to the Commission. The Commission has had splendid cooperation from the executive secretary of the National Education Association, Willard E. Givens, and from the other members of his entire staff.

The chairman wishes to express his appreciation for the loyal support and efficient work of the members of the Legislative Commission, the presidents and secretaries of state associations, the state N. E. A. directors, the state superintendents and commissioners of education, and the thousands of local superintendents, teachers, and laymen interested in the cause of federal aid for education.

The Executive Committee of the Legislative Commission of the National Education Association consists of the following persons: Sidney B. Hall, *Chairman*, State Superintendent of Public Instruction, Richmond, Va.; John Callahan, *Vicechairman*, State Superintendent of Public Instruction, Madison, Wis.; Ben G. Graham, Superintendent of Schools, Pittsburgh, Pa.; Frank L. Grove, Secretary, Alabama Education Association, Montgomery, Ala.; George D. Strayer, Director of Institute of Educational Research, Teachers College, Columbia University, New York, N. Y.; H. M. Ivy, Superintendent of Schools, Meridian, Miss.; B. E. Packard, Commissioner of Education, Augusta, Maine.

APPENDIX A

Organizations Represented at Meeting on the Question of Federal Aid to the States for Education

March 23, 1938

- Alliance for Guidance of Rural Youth: President, O. Latham Hatcher, 401-2 Grace-American Building, Richmond, Va.
- American Association of School Administrators: John K. Norton, Teachers College, Columbia University, New York, N. Y.; Secretary, S. D. Shankland, 1201 Sixteenth Street, N. W., Washington, D. C.
- American Association of Teachers Colleges: E. C. Higbie, President, Wilson Teachers College, Washington, D. C.
- American Association of University Women: Secretary, Kathryn McHale, 1634 I Street, Northwest, Washington, D. C.; Editor, Mrs. Ruth W. Tyron, 1634 I Street, Northwest, Washington, D. C.; Associate in Education, Harriet Ahlers Houdlette, 1634 I Street, Northwest, Washington, D. C.
- American Council on Education: President, George F. Zook, 744 Jackson Place, Northwest, Washington, D. C.; Vicepresident, C. S. Marsh, 744 Jackson Place, Northwest, Washington, D. C.
- American Country Life Association: Carl Taylor, U. S. Department of Agriculture, Washington, D. C.
- American Educational Research Association: Secretary, William G. Carr, Director, Research Division, National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C.
- American Farm Bureau Federation: Director of Research, W. R. Ogg, Munsey Building, Washington, D. C. (Also representing Associated Women of the American Farm Bureau Federation.)
- American Federation of Labor: Miss Florence C. Thorne, Room 705, 901 Massachusetts Avenue, N. W., Washington, D. C.
- American Federation of Teachers: President, Jerome Davis, 409 Prospect Street, New Haven, Conn.; Secretary, Mrs. Mary Foley Grossman, 2302 Delancey Street, Philadelphia, Pa.; Doxey A. Wilkerson, Howard University, Washington, D. C.
- American Home Economics Association: Secretary, Mrs. Katherine M. Ansley, 620 Mills Building, Washington, D. C.; Helen Atwater, 620 Mills Building, Washington, D. C.
- American Legion: Francis M. Sullivan, 1608 K Street, Northwest, Washington, D. C.
- American Library Association: Secretary, Carl H. Milam, 520 North Michigan Avenue, Chicago, Ill.; C. B. Joeckel, Graduate Library School, University of Chicago, Chicago, Ill.; Nora Beust (ALA on Children's and Young People's Work), Specialist in School Libraries, U. S. Office of Education, Washington, D. C.
- American Vocational Association, Inc.: Secretary, L. H. Dennis, 1010 Vermont Avenue, N. W., Washington, D. C.; Fred A. Smith, State Board of Vocational Education of Arkansas, Dardanelle, Ark.
- Associated Women of the American Farm Bureau Federation: W. R. Ogg, Munsey Building, Washington, D. C.
- Association of American Colleges: Secretary, Guy E. Snaveley, 19 West 44th Street, New York, N. Y.
- Committee on Industrial Organization: R. D. Hetzel, 1106 Connecticut Avenue, N. W., Washington, D. C.
- Department of Adult Education, N. E. A.: President, Maude E. Aiton, Principal, Webster School, 10th and H Streets, Washington, D. C.
- General Federation of Women's Clubs: Mrs. Frank M. Hoadley, President, Maryland State Federation, 28 West Kirk Street, Chevy Chase, Md.
- International Society for Crippled Children: Secretary, E. Jay Howenstine, Elyria, Ohio.
- National Advisory Council on School Building Problems: President, Raymond V. Long, State Department of Education, Richmond, Va.
- National Association for Advancement of Colored People: Special Counsel, Charles H. Houston, 69 Fifth Avenue, New York, N. Y.
- National Catholic Welfare Conference: Eugene J. Butler, 1312 Massachusetts Avenue, N. W., Washington, D. C.; James E. Cummings, 1312 Massachusetts Avenue, N. W., Washington, D. C.
- National Congress of Parents and Teachers: President, Mrs. J. K. Pettengill, The Eddystone, Detroit, Mich.; General Secretary, William H. Bristow, 1201 Sixteenth Street, N. W., Washington, D. C.; Mrs. Mary T. Bannerman, National Chairman, Committee on Legislation, 1201 Sixteenth Street, N. W., Washington, D. C.
- National Coordinating Committee for Federal Aid for Education: Charles H. Thompson, Howard University, Washington, D. C.
- National Council of Jewish Women: Mrs. Lillian Detre, 3700 Massachusetts Avenue, N. W., Washington, D. C.
- National Federation of Business and Professional Women's Clubs, Inc.: Mrs. Marion H. Britt, 2121 New York Avenue, N. W., Washington, D. C.
- National Kindergarten Association: Secretary, Bessie Locke, 8 West 40th Street, New York, N. Y.; Florence J. Ovens, 8 West 40th Street, New York, N. Y.
- The People's Lobby: Executive Secretary, Benjamin C. Marsh, 817 Fourteenth Street, N. W., Washington, D. C.
- Private School Teachers of the District of Columbia: Lenore Bartlett, Greenacre School, Silver Spring, Md.
- Progressive Education Association: Assistant Secretary, James L. Hymes, Jr., 310 West 90th Street, New York, N. Y.
- United States Office of Education: C. F. Klinefelter, Administrative Assistant to the Commissioner of Education, U. S. Office of Education, Washington, D. C.
- Veterans of Foreign Wars of the United States: Millard W. Rice, Tower Building, Washington, D. C.
- Young Men's Christian Association; Educational Council: Jerome D. Bentley, 420 Lexington Avenue, New York, N. Y.
- Young Women's Christian Association; National Board: Elizabeth Eastman, 2266 Cathedral Avenue, N. W., Washington, D. C.

President's Advisory Committee on Education (Present by invitation as consultants and sitting as non-voting members of the conference): Chairman, Floyd W. Reeves, North Interior Building, Washington, D. C.; Secretary, Paul T. David, North Interior Building, Washington, D. C.

Executive Committee of the Legislative Commission, N. E. A.: Chairman, Sidney B. Hall, Superintendent of Public Instruction, Richmond, Va.; John Callahan, State Su-

perintendent of Schools, Madison, Wis.; Ben G. Graham, Superintendent of Schools, Pittsburgh, Pa.; H. M. Ivy, Superintendent of Schools, Meridian, Miss.; Bertram E. Packard, State Commissioner of Education, Augusta, Maine; George D. Strayer, Teachers College, Columbia University, New York, N. Y.; Secretary, Howard A. Dawson (non-voting), Director of Rural Service, National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C.

APPENDIX B

Report of Meeting of Representatives of National Organizations in Conference on Federal Aid to Education

March 23, 1938

The meeting was called by Sidney B. Hall, president, National Council of Chief State School Officers, and chairman of the Executive Committee of the Legislative Commission of the National Education Association.

Dr. Hall, as presiding officer, recalled that in 1933 the National Committee on Emergency Federal Aid for Education had been formulated from representatives of thirty-two national organizations which had been convened upon the call of George F. Zook, at that time United States Commissioner of Education. Altho inactive for the last two years, this Committee was never dissolved. Dr. Hall stated that it was desired to formulate a similar committee from the organizations represented at this conference.

The representatives of the organizations (list attached) were in session all day considering the drafting of a bill based on the Report of the Advisory Committee on Education. Upon the invitation of Dr. Hall, Dr. Reeves, Dr. Zook, and Dr. David, chairman, vicechairman, and secretary, respectively, of The Advisory Committee on Education, attended the meeting for the purpose of answering questions and explaining the Report and to assist in the clarification of matters covered in a draft of the bill.

At the beginning of the meeting it was stated by Dr. Hall that upon the initiative and request of Senator Harrison and Senator Thomas (of Utah, chairman of the Senate Committee on Education and Labor) a draft had been prepared fully consistent with the recommendations of The Advisory Committee. A mimeographed copy of the draft was placed in the hands of each member of the conference.

The group then proceeded to consider the draft section by section. It was agreed that the persons present voted as individuals, but presumably expressed the views of their separate organizations so far as known at that time. It was also agreed that in cases where the group voted for changes of the draft inconsistent with the recommendations of The Advisory Committee, these votes would be brought to the attention of Senators Harrison and Thomas as expressions of preference, but that nevertheless the draft presented would be substantially that placed in the hands of the members of the conference in mimeographed form including perfecting amendments not inconsistent with the views of The Advisory Committee.

The following notes have reference to the tentative draft of substitute for S. 419 of the Harrison-Fletcher Bill (March 15, 1938).

Title I, Part 1, General Federal Aid

Sec. 1. Approved.

In the afternoon, at the close of the session, the following motion was passed by unanimous vote: "That it be recommended to the sponsors of the bill in the House and Senate that the sum of \$100,000,000 be appropriated for the fiscal year ending June 30, 1939, and that the sum of \$50,000,000 be added each year until the fiscal year ending June, 1945."

Sec. 2. Both mimeographed drafts were considered. The separate draft headed "Optional draft of Section 2" was preferred 16 to 14, after extensive discussion.

W. R. Ogg, secretary of the American Farm Bureau Federation, advocated allocation of federal funds to the states in proportion to the rural population of the respective states and that a reserve fund be set aside to be used by the Commissioner of Education for further equalization purposes. It was unanimously agreed that this proposal should be submitted to Senators Harrison and Thomas for consideration.

Sec. 3. Approved.

Sec. 4. Approved with verbal clarification. In lines 7 and 8 the words "formulas objective in type" were stricken out and in lieu thereof the words "objective formulas adapted to the respective states" were inserted.

Sec. 5. Approved with minor modifications. Objection was expressed by A. V. A. and Farm Bureau representatives to the wording of "supervision of club work and home projects" in paragraph (f). This was approved with rewording, and may eventually be dropped as not worth controversy.

Sec. 6. Approved with the deletion of the last two sentences of paragraph (a). An amendment was proposed to insert after the word "pupils" in paragraphs (a), (b), and (c) the words "attending public schools" and was lost by vote of 10 to 16.

Sec. 7. Approved with little discussion. There was no objection to approval of plans by state departments of labor, but some objection to including the U. S. Department of Labor on grounds of possible lack of agreement between state and federal departments of labor. The objection was withdrawn after explanation and reference to the fact that some states have no effective departments of labor.

Sec. 8. Approved. It was agreed that some declaratory statement with respect to public access to reports and joint plans should be included in the draft. By unanimous consent it was agreed that Section 8 should be so amended as to provide for the publication and dissemination of reports and to provide that the joint plans and audits should be public documents available to any citizen desiring to see them.

Sec. 9. Approved.

Sec. 10. Approved.

Sec. 11. Approved. The proviso "That in auditing federal fund accounts, the United States Office of Education shall accept decisions of such state as to what schools are public" was approved 18 to 11.

Sec. 12. Approved.

Voted 15 to 11 to express preference for the insertion at some appropriate place in Title I, Part 1, of a proviso requiring states to continue state aid funds at the 1937 or 1938 level. This differs from the old Harrison-Fletcher Bill in that no attempt would be made to require maintenance of the existing level of local support, which was considered of doubtful administrative feasibility.

Title I, Part 2, Amendments of Vocational Statutes

Members of the group were in general unprepared to pass upon the detail of this part of the draft. The general effect of the draft was explained with reference to the repeal of much of the specific content of existing statutes, and the proposed new provisions were pointed out.

Representatives of the American Vocational Association urged the necessity for considerable time in which to consider the proposals and advocated making them the subject of separate legislation in order not to delay consideration of the remainder of the bill.

After extensive discussion, the group voted 16 to 6 to postpone consideration of the provisions of Part 2 until a special conference on the subject can be called, the time to be agreed upon by Dr. Hall of the N. E. A. and Dr. Dennis of the A. V. A. It was agreed that the action to postpone consideration of Part 2 was not to be considered as prejudicial to the inclusion of provisions relating to vocational education.

Title I, Part 3, Improved Teacher Preparation

Approved without change.

There was some discussion of a proposed amendment to care for the existing situation in some states, where it was argued that no existing institution preparing

teachers, particularly teachers of Negro schools, could qualify under Sec. 31. An opposing point of view was presented to the effect that those states should immediately improve their institutions in order to qualify, and the amendment was lost.

Title I, Part 4, Construction of School Buildings

Approved without change.

Mr. Ogg of the American Farm Bureau Federation argued that available funds should be used for operating purposes and that buildings were of secondary importance.

Alternative provisions of the Schwellenbach Bill, S. 3529, were discussed, but a large majority of the group was opposed to their substitution.

Title I, Part 5, Administration of State Departments of Education

Motion was passed to delete the second proviso in Section 51 which begins: "That after July 1, 1941, etc." relating to the expenditure of vocational funds for state department expenses.

The remainder of Part 5 was approved.

Title II, Adult Education

It was proposed by Mr. Ogg of the American Farm Bureau Federation that the conference express a preference for allocation of funds for Adult Education (Sec. 200) on the same basis as general aid for elementary and secondary education (Sec. 2). This proposal was approved by vote of 9 to 8.

Motion was passed to substitute "part-time, vocational, and general" in the second line of Section 200 for "general and vocational part-time."

Motion passed to insert in the third sentence of Section 201 "and books" following the word "salaries" and in the fifth sentence to delete "general and" and insert "and general" following the word "part-time."

Title III, Library Service

Amendments proposed by the Executive Committee of the American Library Association were agreed to by unanimous consent without being read. These amendments were developed at a meeting of the A. L. A. committee on March 19, and were all consistent with the recommendations of The Advisory Committee, in the opinion of Dr. Reeves and Dr. David. Their effect, aside from perfecting the language of the draft, is to protect against undesirable forms of federal control and to require merit appointments in cooperation with state library agencies. These amendments will be incorporated into the draft before it is presented to the Senators.

The entire title was approved as amended.

Title IV, Grants for Research, Planning, and Demonstrations

Line two of Section 401 was amended by inserting "except as provided in Section 403" after the word "available."

Line four of Section 401 was amended by inserting "library agencies."

The entire title was approved with these amendments.

Title V, Education for Children on Federal Reservations

Approved.

Title VI, General and Miscellaneous Provisions

The entire title was approved, with the addition of (d) to Section 600 as follows:

"(d). A just and equitable distribution of the several funds, provided under this Act, for the benefit of a minority racial group, or groups, in a state which maintains by law separate educational facilities for such minority racial group, or groups, shall mean any plan of distribution which will allocate for the benefit of such minority racial group, or groups, a proportion of said funds not less than the proportion that each such minority racial group bears to the total population of that state."

A motion to define a public school as one which is supported wholly by public taxation was lost for want of the second.

APPENDIX C

National Committee for Action on Federal Aid to Education

Meeting held in Washington, D. C., May 11, 1938

- *O. Latham Hatcher, Alliance for Guidance of Rural Youth, 401-2 Grace-American Building, Richmond, Va.
- *E. C. Higbie, American Association of Teachers Colleges, President, Wilson Teachers College, Washington, D. C.
- **Mrs. Ruth W. Tyron, American Association of University Women, 1634 I Street, N. W., Washington, D. C.
- *George F. Zook, American Council on Education, 744 Jackson Place, Northwest, Washington, D. C.
- *William G. Carr, American Educational Research Association, Director, Research Division, National Education Association, Washington, D. C.
- **W. R. Ogg, American Farm Bureau Federation, and Associated Women of the American Farm Bureau Federation, Director of Research, American Farm Bureau Federation, Munsey Building, Washington, D. C.
- *Paul Scharrenberg, American Federation of Labor, Education Committee of A. F. of L., 901 Massachusetts Avenue, Northwest, Washington, D. C.
- *Jerome Davis, Mrs. Mary Foley Grossman, Alice Coe Mendhaw, American Federation of Teachers; Jerome Davis, 409 Prospect Street, New Haven, Conn.; Mrs. Grossman, 2302 Delancey Street, Philadelphia, Pa.; Miss Mendhaw, Local No. 553, A. F. T., Chairman, Washington Progressive Group.
- **Mrs. Katherine M. Ansley and Miss Helen W. Atwater, American Home Economics Association, 620 Mills Building, Washington, D. C.
- **Francis M. Sullivan, The American Legion, 1608 K Street, Northwest, Washington, D. C.
- *Carl H. Milam and Forrest B. Spaulding, American Library Association, 520 North Michigan Avenue, Chicago, Ill.
- **Thomas H. Quigley and L. H. Dennis, American Vocational Association, Inc., Dr. Quigley, Georgia School of Technology, Atlanta, Ga.; Mr. Dennis, 1010 Vermont Ave., Northwest, Washington, D. C.
- *Wm. W. Hinckley, American Youth Congress, Room 755, 55 West 42nd Street, New York, N. Y.
- **Mary E. Leeper, Association for Childhood Education, 1201 Sixteenth Street, Northwest, Washington, D. C.
- *Lee Pressman, Committee on Industrial Organization, 1106 Connecticut Avenue, Northwest, Washington, D. C.
- *Maude E. Aiton, Department of Adult Education, N. E. A., Webster School, Washington, D. C.
- **Raymond V. Long and David E. Weglein, National Advisory Council on School Building Problems, Mr. Long, State Department of Education, Richmond, Va.; Dr. Weglein, Superintendent of Schools, Baltimore, Md.
- *Charles H. Houston, National Association for the Advancement of Colored People, 69 Fifth Avenue, New York, N. Y.
- *Herman G. James, National Association of State Universities, President, Ohio University, Athens, Ohio.
- **Mrs. Glen L. Swiggett, National Congress of Parents and Teachers, The Mendota Apartments, Washington, D. C.
- *Charles H. Thompson, National Coordinating Committee for Federal Aid for Education, Howard University, Washington, D. C.
- *Ernest Bryan, National Council for Adult Civic Education, 1201 Sixteenth Street, Northwest, Washington, D. C.
- **Mrs. Marian H. Britt, National Federation of Business and Professional Women's Clubs, Inc., 2121 New York Avenue, Northwest, Washington, D. C.
- *Bessie Locke and Florence J. Ovens, National Kindergarten Association, 8 West 40th Street, New York, N. Y.
- **Benjamin C. Marsh and John H. Gray, The People's Lobby, 817 Fourteenth Street, Northwest, Washington, D. C.
- *Jerome H. Bentley, Educational Council, Y. M. C. A., 420 Lexington Avenue, New York, N. Y.
- **Elizabeth Eastman, National Board, Y. W. C. A., 2266 Cathedral Avenue, Northwest, Washington, D. C.

Paul T. David—As an observer for The Advisory Committee on Education.

* Official Representative.

** Unofficial Representative.

REPORT OF COMMITTEE ON NECROLOGY

MRS. VINA M. AHERNE, NEW HAVEN, CONN., *Chairman*

The names of the various members of the profession who have passed away during the past year have been sent to the chairman from the various states. There are probably others which have not been reported. Refer to Mrs. Ahern's name in the index for page on which her remarks in presenting the report of the Committee are printed. The list follows:

ALABAMA

Alvarez, Mabel
 Armstrong, Mary Ella
 Burnett, J. M.
 Clayton, Reba S.
 Comer, John D.
 Cox, Mary
 Crawley, Courtenay H.
 Echols, Sara
 England, Mary
 Fielder, Lovie I.
 Ford, Winifred
 Hayes, E. L.
 Heustis, Anita
 Hrabe, William
 James, Ada
 Johnson, H. B.
 Jones, Faye
 King, Edna
 Lee, B. E.
 Lee, Winnie B.
 Lile, H. T.
 McDaniel, Sumter C.
 Miller, Maude
 Morton, Harriet
 Overby, Sara
 Shelton, Hubert
 Simpson, Maud
 Smith, E. L.
 Smith, Jessie Dean
 Taylor, Belle Cornelius
 Williamson, S. P.
 Wornum, Annie

ARIZONA

Darrow, Prof. L. D.
 DeForest, Alice
 DeMary, Dorothy
 Derrick, George W.
 Dick, Leonora T.
 Evans, Mrs. John R.
 Garcia, Mrs. Amelia H.
 Knowles, Mrs. Hortense L.
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 Olson, Mary
 Persons, Glenn W.
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 Baracchi, Charles
 Bateman, D. T.
 Bates, William S.
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 Bell, Raymond O.
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 Boguslas, Esther D.
 Bransford, Alice
 Brooks, Margarette D. L.
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 Smith, Ethel B.
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 Timmons, Katherine A.
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 Thornburg, Dollie Mae
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Barker, May
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Lee, Mrs. A. M.

Leeper, W. N.
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Miller, Elizabeth
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Mower, Alice
Myhre, Mrs. Lucile C.
Newman, Ross B.
Niemann, Allen R.
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Picket, Adam
Poffenberger, Hattie
Pollock, Prof. Ivan L.
Potter, E. C.
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Ream, Clarence H.
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Edwards, B. F.
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Gradman, Lillian
Grehan, Enoch
Harp, Julia
Jones, Vitula
Kurkamp, Rose
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Miller, Logan

Mills, Earl
Munn, Burrus
Newman, John
Patterson, Dr. John L.
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Ramsey, Alice
Ramsey, William E.
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Keebler, E. E.
Martin, Agnes
Michel, Georges A.
Miller, Otto
Plauche, J. G.
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Riggen, Mrs. Carl
Rogers, Mrs. Lillie Allen
Victor, Germaine C.
Wainwright, Mary

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Ervine, Annie M.
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Fortier, Harry E.
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McCann, Harriet
McGown, Dorothy Wentworth
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Richardson, Ella
Richardson, Wm. G.
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Ostrander, Mrs. Margaret E.
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Reasoner, Mrs. Ida M.
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Yost, Lena

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 Clancy, Clara
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 Crissman, Goldie Bell
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 Keaton, Pansy
 Kellogg, Alpha M.
 Kies, Lydia
 King, Mrs. Verla H.
 Kirk, John R.
 Kruh, Frank O.
 Leahey, Christine
 Lockett, Emma J.
 Longstreth, Mrs. Berthe P.
 Lucas, Kate M.
 McCreath, Catherine E.
 McDermott, Lyman
 McFarland, Courtney
 McGhee, Myrtle
 MacMillan, Grace E.
 Megede, Isabel
 Melsby, Mabel
 Michael, Roy A.
 Miller, Mary H.
 Moore, Julia
 Moore, Mary
 Morgan, E. L.
 Morrow, Loyal C.
 Morrow, W. E.
 Mueller, Ella R.
 Nicholson, Nell
 Nugent, Mollie M.
 O'Connell, Katherine
 Pruitt, Mrs. Frankie
 Randolph, Catherine
 Reynolds, Harriette L.
 Roberts, Kate E.
 Robison, Mrs. Elizabeth C.
 Rogers, J. B.
 Runyan, Ivan S.
 Schlundt, Herman
 Schweikert, H. C.
 Shad, Ruth M.
 Slocum, Mrs. Eugenia
 Smith, Elizabeth

Smith, Emmet
 Smith, Laura Hart
 Snider, Mrs. Amos J.
 Southern, Mrs. Josephine R.
 Sullivan, Mary E.
 Suttles, Elbert
 Taylor, Rebecca
 Thomas, Eleanor A.
 Titterington, Mrs. Thelma M.B.
 Toomey, Grace
 Tucker, H. R.
 Turner, Belle O.
 Vogelgesang, I. J.
 Walker, Clara M.
 Walker, Minnie
 Wardin, Jeannette
 Wehmiller, Lulu A.
 Westbrook, W. M.
 Whiteford, J. A.
 Wilson, H. S.
 Wise, Preston
 Young, Edna

MONTANA

Albertson, Charles
 Barker, F. C.
 Collins, Fay
 Doughty, Mrs. Mary Tappin
 Flaten, Mrs. Ollis McLeod
 Gorley, Cleo
 Grandey, Effie Mae
 Hereim, Mrs. Clarence
 Hogg, Thomas F.
 Korn, Emil J. R.
 Landon, Rosalin
 Leary, Marie M.
 Leonard, Mary Grace
 Lyndes, Mrs. Mary
 Madden, Amy
 Mitchell, Frank
 Olmstead, Mrs. Alice C.
 Pile, Ruth E.
 Reistad, Dagney
 Rowland, Ella C.
 Shunk, Reynolds
 Yerkes, Francis

NEBRASKA

Badger, Mrs. Minnie
 Beecher, Mary
 Bowers, Charles A.
 Brown, Gladys
 Buckendahl, Lulu
 Campbell, H. A.
 Clark, Marion
 Cressman, Abraham A.
 Crouse, Prof. D. W.
 Dalos, James S.
 Doremus, Mrs. J. A.
 Dye, Minnie
 Foley, Mable
 Forer, Alice
 Fowler, W. K.
 Graham, Nathaniel N.
 Griffiths, Elizabeth
 Grimes, T. C.
 Grundy, L. P.
 Harmon, Ethel C.
 House, Dr. J. T.
 John, Otto M.
 Leavitt, Orpha E.
 Lynch, Ella
 McConnell, Callie Wardell
 Manley, Jennie
 Ohlor, Georgia
 Overing, George H.
 Ray, J. I.
 Reynolds, Mrs. B. W.
 Riggs, Bessie Belle
 Schaller, Cebella
 Schlossin, William
 Spear, Dora
 Waterhouse, A. H.

NEVADA

Carman, Allen L.
 Gray, G. M.
 Hill, John Joseph
 Hinch, Margaret Estelle
 Smith, Chauncey W.
 Winer, Rita Hope
 Yeager, Paula

NEW HAMPSHIRE

Pettee, Dean Charles H.
 Smith, Prof. George
 Wignot, Supt. Jacob E.

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 Arnao, John J.
 Atwood, Harley F.
 Blair, Sue B.
 Bloom, Louis
 Botti, John
 Bower, Jean K.
 Brennan, J. Clotilda
 Cate, William E.
 Cavanagh, Mary
 Clark, Thelma M.
 Clinton, Harriet
 Collins, Clarence H.
 Daily, Hattie
 Dietz, Mae C.
 Dix, Mrs. Lester H.
 Dodge, Ethel M.
 Donelon, Marie
 Donnelly, Sue
 Donovan, Josephine
 Earle, I. Newton
 Entwistle, Elizabeth
 Erath, Mrs. Mabel C.
 Everdell, Sarah E.
 Failing, Arthur B.
 Farr, Doris
 Finnerty, Grace C.
 Fitzgerald, Margaret A.
 Frazee, Mrs. Alice O.
 Goetzen, Mrs. Harriet E.
 Gorman, Helen A.
 Greene, Louise K.
 Gretton, Harry A.
 Griswold, Carolyn
 Handel, Frederick G.
 Herring, Mrs. Alice M.
 Johnson, Mrs. Emma W.
 Lambert, Jane
 Langley, Elizabeth
 Leahey, Joseph P.
 Lore, Carolyn M.
 McLaughlin, Mary E.
 Marlatt, Edward T.
 Marstellar, Hower T.
 Martin, Helen
 Moretti, Mary C.
 Oxendorf, Bertha
 Quinlan, Irene J.
 Reilly, Mrs. Helena G.
 Rendall, Arthur
 Reynolds, Grace
 Risley, Evalena
 Rowe, Mabel H.
 Schenk, C. Milton
 Underwood, Ida J.
 Vasser, Mrs. Edith E.
 Wallace, Alta
 Welser, Anne
 Wenderoth, Ethel C.
 Williamson, Martha

NEW MEXICO

James, Mrs. Katherine K.
 Miles, Margery
 Thomas, Evan

NEW YORK

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 Allen, Jessie F.
 Allsopp, Viola
 Amson, Jenny
 Arcularius, Grace C.
 Austin, Kate S.
 Barcus, Hugh
 Barrett, Joseph
 Batsel, Maude A.
 Bauer, Isabel F.
 Beal, Meame
 Beaman, Charles O.
 Beecher, Mabel C.
 Bennett, Edward R.
 Bergen, Frances L.
 Bergen, Katherine R.
 Berow, Sadie
 Bertsch, Emma G.
 Bloomfield, M. Elizabeth
 Bly, Ella B.
 Botty, Elizabeth
 Bradley, Jane
 Brenneis, Wilhelmina F.
 Brill, Louise E.
 Broughton, Harriet
 Brown, Sally
 Bruckner, Arthur
 Buckley, Ellen M.
 Callahan, Agnes M.
 Callahan, Rose
 Caffey, Lillian
 Carlin, Katherine
 Carthan, Sophronia
 Case, Dr. Leslie V.
 Clerke, Mabel
 Clifford, Kathryn A.
 Coffeen, Nettie
 Condon, Catherine
 Conerty, Agnes
 Conley, Stella
 Connolly, Agnes V.
 Conway, Loretto M.
 Cook, Mattie C.
 Cooper, Rachel
 Cotter, Avis M.
 Cottrell, Helen
 Cremin, Bernard L.
 Cybulsky, William
 DeLano, Mary
 Demchak, Justine
 Deutsch, Estelle
 Devine, Eugene J.
 Distefano, Alfredo
 Donaldson, Marguerite
 Donoghue, Susan
 Donohue, Irene F.
 Donovan, Agnes
 Doty, Lockwood R.
 Doty, William H.
 Dowd, Anna
 Dowling, Mary L.
 Down, Fred J. A.
 Drucker, Emma
 Dunnigan, Mabel
 Durell, Elvire C.
 Egan, Irene
 Eifert, Florence
 Erwin, Nell B.
 Falk, Julius
 Farrell, Anna C.
 Finkenor, Elizabeth H.
 Finstrom, Helen
 FitzGerald, Virginia R.
 Flood, Mabel K.
 Forker, Edythe H.
 Foster, Jesse R.
 Fulton, Marie H.
 Gallagher, Mary V.
 Gardner, Arthur
 Giery, Anna E. J.
 Gill, Mrs. Helen D.
 Goldrich, Leon W.
 Good, Harriet L.
 Grant, Isabel R.
 Greene, Russell T.

Greiner, Cora M.
 Greenwald, Ruth
 Griffoul, Doris A.
 Guerin, James S.
 Gunn, Mary C.
 Habart, Leonora
 Haggerty, Mary H.
 Halpin, Grace C.
 Hamilton, Helen M.
 Hammargren, Selma
 Hansen, Walter
 Hanssen, Adele M.
 Harper, Ruth A.
 Harrison, Susan R.
 Hatton, Anna
 Hausner, F. Edna
 Hausner, M. Margaret
 Hecht, Anna R.
 Hergenhan, Neva
 Hiep, Louisa
 Hill, Ward L.
 Hoffman, William
 Holcomb, Dr. Winfield A.
 Hooks, David M.
 Hopkins, Margaret
 Hornstein, Ignus O.
 Howell, Leon O.
 Hussey, Mary
 Husted, Martha
 Jacobs, Dorothea E.
 Janner, William A.
 Jeffries, Grace
 Johnson, Ella M.
 Kaufman, William
 Kastenbein, Mildred C.
 Keefe, Mrs. Louisa L.
 Keenan, Kathryn
 Keith, Mary
 Kells, Herbert R.
 Kennedy, Agnes R.
 Kiernan, Dorothy M.
 Kinsella, John
 Klein, Florence I.
 Knapp, Harriet L.
 Krugman, Evelyn
 Larkins, Evangeline M.
 Lasswell, Arthur C.
 Leavens, Anna B.
 Leins, Arlene L.
 Lippe, Adolph A.
 Lipsey, Anna S.
 Loper, Nina M.
 Ludwig, Gertrude A.
 Lutz, David B.
 Madden, Grace
 Malone, Kathleen
 Mandeville, Mabel H.
 Manfredo, Theresa G.
 Mangan, Helen
 Mardorf, Adela F.
 Marsh, Mary F.
 Measom, Gilbert
 Miller, Mrs. Grace T.
 Moody, Jennie A.
 Moore, Myrtle E.
 Moore, Thomas R.
 Morf, Clara
 Morgan, John T.
 Mouchard, Mary M.
 Mulholland, Eleanor
 Murphy, Ruth
 Machelowitz, Sam
 McClure, Mary A.
 McCrossen, Anna R.
 McGann, Helen
 MacHale, May
 McIntyre, Julia W.
 McKenna, Mary
 MacKenzie, Ella
 McLaughlin, Irene
 Macmillan, Lily
 McNally, Edward J.
 New, Mary A.
 Norton, Helen C.
 Noyes, Eva G.
 O'Brien, Josephine

O'Brien, Katherine
 O'Keefe, Ellen A.
 O'Sullivan, Helen
 O'Sullivan, Margaret A.
 Osterhoudt, Susan
 Over, Susie S.
 Packer, Irving
 Paterno, Catherine M.
 Pearse, Ethel
 Pendergast, Mary
 Peyser, Nathan
 Peyser, William
 Phillips, Zadie M.
 Pigott, Lillian M.
 Rabus, Maximilian
 Ray, Medora L.
 Reddy, Anna S.
 Reese, Edna
 Reidel, Adelaide
 Reister, Adele
 Riggs, Richard E.
 Ritch, Ella B.
 Robdie, Eleanor R.
 Roberts, Dr. John S.
 Robbins, Robert L.
 Robinson, Nathaniel
 Roecker, William
 Romaine, Esther J.
 Rosenthal, Morton I.
 Rothberg, Madeline
 Rowan, Helen F.
 Rubin, Florence
 Russell, Genevieve
 Russell, Katherine
 Ryan, Anna M.
 Ryszk, Helen M.
 Schoonover, Mrs. Ruth R.
 Schwarte, Virginia M.
 Schwarzkopf, Ernst
 Scott, Florence B.
 Scott, Laura D.
 Seaborn, Richard
 Serber, Eugenie
 Shaw, Lyle C.
 Shea, Elizabeth M.
 Sherman, Dr. Florence A.
 Shields, Francis L.
 Simpson, Mabel
 Sindell, Henrietta G.
 Skaban, Mary R.
 Skinner, Dr. Avery W.
 Soligny, Ida K.
 Stagnar, Lora G.
 Stein, Edward
 Steinecke, Jeannette A.
 Stewart, Elsie R.
 Straus, Adlina
 Streeter, Bertice Z.
 Strickland, Josephine
 Sunderline, Ada
 Tatro, Marian E.
 Taubert, Hilde
 Terry, Mrs. Hazel H.
 Thaler, Arthur
 Tobin, Josephine M.
 Todd, Almira S.
 Towney, Dorothy J.
 Tracy, Rose E.
 Trent, Lewis
 Van Cleve, Dr. Edward M.
 Venezia, Anna
 Viertel, Samuel
 Wagner, Gertrude E.
 Wagner, Milton
 Walton, Kate
 Wandell, Nettie P.
 Webb, Clarence L.
 Weller, Helene
 Wheeler, George
 Whelan, Margaret
 Wilder, George F.
 Wikander, Elin A.
 Woods, Ethel M.
 Wornback, Carolyn
 Yates, Sarah
 Zmudzinski, Martha M.

NORTH CAROLINA

Anderson, Charles D.
 Boyd, Annie Laura Winley
 Boyd, William Kenneth
 Brown, Ruth
 Cooke, Isabel
 Dobbs, Salone
 Ewing, Nancy
 Heath, Molly
 Hester, Maurice
 Johnson, Helen
 Kinsman, Mrs. Isadore
 Lingle, Thomas Wilson
 McLean, J. E.
 Marsh, Miles E.
 Matlock, Jack Faust
 Meares, Gertrude
 Miller, D. C.
 Poteat, Dr. William Lewis
 Ruble, Garland
 Schnirel, Ida E.
 Steele, J. A.
 Stembridge, Ellen Gladys
 Webb, Mary K.
 Wells, Mrs. B. W.
 Whitehead, Nettie
 Wolff, Mrs. Sara Gosling

NORTH DAKOTA

Alming, Mrs. Laura J.
 Anderson, George E.
 Booth, Katherine
 Cathro, Fred W.
 Dunphy, A. E.
 Halland, J. G.
 Kelley, Elizabeth
 Meyer, Julius
 Moyer, George
 Ostby, A. J.
 Simpson, Howard
 Smith, Fred Everett
 Stewart, Darius

OHIO

Arnold, Clifford
 Barnaby, Josephine
 Barto, Homer E.
 Batdorf, Geneva A.
 Baughman, Eleanor M.
 Britan, Elizabeth
 Brooks, Anna S.
 Brown, Uarda
 Casebolt, Mamie
 Collicott, Jacob G.
 Cooper, Wm. H.
 Davis, Richard
 Dressler, Iza A.
 Fawcett, Effa
 French, Ina Brown
 Gleason, Alma
 Hall, Frank
 Hoover, Leo L.
 Isenbarger, Cora
 Jordan, Sally
 Langenheim, Mary
 Lytle, Minerva
 McFarland, Mary
 McKittrick, May
 McWhinney, Stella Graham
 Miller, Wm. Terry
 Nofzinger, Ilva
 Orians, Gertrude
 Partington, Wm. E.
 Pfouts, Wendell P.
 Piehl, H. C.
 Porter, Elmer L.
 Pratt, W. E.
 Queale, Heather
 Quinn, Leora
 Radcliffe, Mary A.
 Rose, John
 Russell, Amos P.
 Schwab, Darlena
 Sidley, Marguerite F.

Simpson, Irene
 Smith, Lucille G.
 Smith, Reba Robertson
 Spellman, Maude Hune
 Turner, Clara
 Wade, Ruth Ann
 Walls, W. A.
 Westervelt, Helen
 William, Arthur Wayne
 Wolf, India
 Woodward, Emily
 Woodward, Mildred
 Zeis, Gertrude
 Zwick, Clemence W.

OKLAHOMA

Babb, Sam F.
 Baker, Alice
 Bell, Larue
 Bevins, Mrs. A. V.
 Bridges, Verlin Jo
 Butler, Mrs. Bertha
 Cameron, Annie E.
 Crumley, Sarah A.
 Davis, J. T.
 Doane, Dr. Adrian
 Doyel, Mrs. Metta
 Durham, Virgi
 Gann, Mrs. Maudie
 Gentry, J. D.
 Gibson, Mrs. J. P.
 Griffith, U. J.
 Gunderson, Dr. Carl
 Hall, Reba
 Hartsuck, Mrs. Dorothy
 Hawthorne, Beatrice
 Henry, Mrs. George
 Hill, Margaret
 Holbrook, Cecile M.
 Lewis, Maude
 McCollum, E. A.
 McGill, Mary
 McMillin, E. A.
 Meeks, Mrs. Laura B.
 Metcalfe, Mrs. W. C.
 Millspaugh, Lena
 Morgan, Mrs. Cora G.
 Moss, G. D.
 Paxson, Mrs. V. P.
 Richards, R. H.
 Rood, Lucina F.
 Rucker, T. A.
 Smith, Helen B.
 Waterfield, M. V.
 Wilson, R. H.
 Wood, Edwin K.
 Woods, V. H.
 Woodson, Mrs. Nellie

OREGON

Armstrong, Mrs. Naomi
 Jones, Mrs. Goldie C.
 Manciet, Pauline
 Rosenberg, Mrs. Mamie F.
 Schmidli, Lilli
 Valck, Edith
 Wesco, J. A.

PENNSYLVANIA

Anderson, Mary M.
 Archibald, R. M.
 Ashby, James L.
 Askin, Bessie D.
 Barker, George M.
 Bartels, Alma
 Batchelor, Clara E.
 Bingaman, Lidie C.
 Blake, A. Mable
 Bletz, Annie
 Brinker, Edward C.
 Brockway, Mabel C.
 Brumbaugh, I. Harvey
 Burkhardt, Phyllis
 Butterworth, James F.

Byerly, Emma
 Calhoun, J. Ellwood
 Campbell, Margaret W.
 Cannon, O. H.
 Carroll, George R.
 Coder, Margaret C.
 Collins, Henry H.
 Cotterell, Margaret B.
 Cowley, Mrs. Mary J.
 Crain, Harry O.
 Crawl, Anna V.
 Degler, Elizabeth M.
 DeGrant, Ella N.
 DeLong, L. R.
 Dixon, Mrs. Elizabeth C.
 Downes, Frederick E.
 Drinker, Henry S.
 Dyke, Isaac M.
 Edsall, Martha
 Egan, Margaret A.
 Ensworth, Leon H.
 Fasig, Albert C. H.
 Fetterman, Dr. J. M.
 Fishel, John A.
 Fisher, Amy
 Foster, Charles R.
 Fulton, Mrs. Addie K.
 Geary, Mrs. Sada M.
 Gosnell, J. W.
 Grayson, Theodore J.
 Green, J. Kelso
 Griffith, Caroline A.
 Gustafson, George E.
 Guy, J. Freeman
 Guyer, Alice A.
 Haas, John A. W.
 Hamm, George Lawrence
 Harclerode, William M.
 Hart, Alfred A.
 Henwood, Abraham
 High, Morris De Turk
 Hoffner, Helen M.
 Hornbach, William H.
 Hubbard, Mabel
 Jones, Theda M.
 Kelley, Harold D.
 Kindt, Charles F.
 King, Clyde L.
 Landis, Edward H.
 Lowe, Orton
 McAdow, Homer W.
 McAndrew, William
 McCormick, Anna F.
 McDermott, Irene E.
 McGinniss, Margaret
 MacPherson, Bradner
 Malin, Joseph Earl
 Markley, Harry B.
 Martin, Dr. Edward
 Mease, Ida M.
 Miller, Anna Ross
 Mosher, Lillian P.
 Mueller, Bertha J.
 Mulford, Maro B.
 O'Connell, Anna G.
 Orth, Mary C.
 Parrish, Dr. Robert C.
 Pfoutz, Flora E.
 Phillips, Mae
 Philson, Samuel P.
 Pohl, Elizabeth
 Purves, Ida L.
 Rodgers, W. A.
 Roorbach, Agnew O.
 Roth, Rev. Theophilus B.
 Rule, James N.
 Russell, Elmer Beecher
 Ruuti, Martha
 Sandt, Benjamin F.
 Sansom, William L.
 Scheuren, Lareta
 Schilling, George E.
 Schneider, Arthur M.
 Schroyer, Chester F.
 Schucker, Edna M.
 Seitzinger, W. O.
 Shannon, James F.

Shoemaker, Rebecca J.
 Sigman, George A.
 Sikes, Amanda
 SoRelle, Rupert P.
 Sterner, C. Grant
 Stewart, Ralph O.
 Stohler, J. Norman
 Sunderlin, J. Paul
 Swan, Grace G.
 Teufel, Gertrude E.
 Thornton, Minne A.
 Tilton, Olive S.
 Triol, Jessie D.
 Watt, Eleanor
 Wengert, Harvey G.
 Wild, Mabel E.
 Williamson, Curtis C.
 Wilson, Mrs. Lucy L. W.
 Wood, Mrs. Florence M.

RHODE ISLAND

Abbott, Leslie E.
 Anthony, Bessie E. R.
 Bacon, Agnes M.
 Briggs, Vernon J.
 Brown, Arthur W.
 Budlong, Mary E.
 Campbell, Marion S.
 Carroll, Joanna T.
 Casey, Mary G. A.
 Chamberlain, Laura M.
 Cobb, Edwin S.
 Cox, Mary E.
 Dean, Anna F.
 Dockry, Katherine K.
 Dunham, Emma L.
 Eddy, William H.
 Fiske, Georgia
 Fowler, Frances H.
 Fuller, Lillian M.
 Grinnell, Wilfrid A.
 Hamlin, Frances M.
 Hart, Laura M. K.
 Hobbs, William C.
 Holman, Myrtie A.
 Hopkins, Harriet R.
 Jeffers, Jennie
 Kelley, Ida L.
 Kettle, Gertrude A.
 Kiernan, Margaret
 King, Ella Louise
 Leach, Margaret
 Lewis, Susan W.
 Lull, Herbert W.
 Lyons, B. Laura
 McCaffrey, Catherine E.
 McKay, Alice M. M. D.
 Martin, Lizzie A.
 Olney, Lizzie E.
 Pagny, Eugenie E.
 Peace, Anna T.
 Pearce, Jane S.
 Pember, Frederick R.
 Phillips, Ida I.
 Remington, Anella V.
 Saunders, Harriet A.
 Scott, Clara E. H.
 Shea, Margaret M.
 Smith, Priscilla D.
 Stanley, Lucy C.
 Stevenson, Mary L.
 Sullivan, Mary S.
 Tillson, Leila A.

SOUTH CAROLINA

Covington, Richard B.
 Creech, Mrs. Inez B.
 Elison, Irene
 Farrow, Margaret
 Jenkins, W. W.
 Jones, B. L.
 Keels, Blanche
 Lincul, D. M.
 Lister, Horace V.
 McCue, Mrs. Sadie W.

Nelson, Adelaide
 Rudisail, Bertha
 Salley, Marion
 Schirmer, Emma Lou
 Scott, W. F.
 Souther, Grady A.
 Still, Eugenia
 Wallace, T. D.

SOUTH DAKOTA

Aldrich, Irwin D.
 Brackett, Dr. Byron B.
 Brown, Wilhelmina
 Carey, Ada
 Christianson, Conrad M.
 Clark, Mrs. Rachel A. M.
 Coacher, Mrs. Kate B.
 Conrow, F. Belle
 Dougherty, Richard
 Gleason, R. S.
 Harmon, Theron
 Hladky, Henry
 Hoffman, Paul
 Horst, Mellette
 Jorgensen, Mrs. Anna
 Lutes, H. S.
 MacDonald, A. A.
 Mauch, Dr. Joseph W.
 Moon, Anna M.
 Mosby, Ralph
 Muller, Mrs. John R.
 Newman, Ross B.
 Peabody, Mary
 Pierce, Charles F.
 Ruste, Prof. Anton
 Savage, A. G.
 Sloan, William F.
 Smith, Fred E.
 Stauffacher, Mathias
 Whiting, J. W.

TENNESSEE

Beck, Anne
 Bigelow, Mrs. F. C.
 Bogard, Ruth
 Davidson, Rebecca
 Douglas, James Lee
 Dyer, Sallie B.
 Groves, Alma
 Harris, Fred
 Hixon, Samuel
 McCauley, D. J.
 McNeil, T. J.
 Miller, Celia
 Moore, P. G.
 Pardue, D. C.
 Puckett, Mrs. Margaret E.
 Rice, Mrs. Emma
 Rush, Cleo
 Russell, Mrs. L. M.
 Simmons, G. C.
 Summers, Ophelis
 Turner, R. L.
 Wright, R. L.

TEXAS

Archer, Della
 Ashley, Howard A.
 Bailey, S. G.
 Barnes, Gertrude
 Bass, R. T.
 Beavens, Emily C.
 Bellamy, W. C.
 Bellamy, W. S.
 Benedict, Dr. H. Y.
 Bennett, John C.
 Bohner, Mrs. Viola Gaines
 Bradley, Mrs. Mary Shaw
 Bruce, Mrs. Lillie O.
 Cameron, Mrs. Genie E.
 Campbell, Dr. Killis
 Clayton, John A.
 Compton, Mary Perl
 Crawford, Polly Pearl

Dirickson, S. W.
 Drew, Elizabeth
 Easterling, Mary
 Ellis, Engle
 Farrington, E. S.
 Feuge, C. W.
 Fleming, Mrs. W. S.
 Genheimer, E. T.
 Giest, Gilbert Allan
 Goff, T. E.
 Green, R. D.
 Greene, E. B.
 Harry, Bertram
 Haskins, E. R.
 Higgs, Mrs. Emily
 Holcomb, John D.
 Homesley, Appie John
 Houston, G. O.
 Huff, Dorothy
 Hutto, H. H.
 Johnson, Jas. F.
 Johnson, M. M.
 Jorden, Annie Louise
 Joseph, Mrs. Minnie Wats
 Jourdan, W. J.
 King, Walker
 Lindley, Mary D.
 Little, Mrs. Ella F.
 McAndrew, Wm.
 McDiarmid, Dr. E. W.
 McMullen, Edgar
 Maddera, W. E.
 Marks, Lutie Sue
 Martin, Ray L.
 Martin, Richard O.
 Mather, W. T.
 Mathews, J. W.
 Medders, George
 Moore, Louise
 Morrow, W. J.
 Murray, Mrs. W. O.
 Norman, Lula Mae
 Nelson, Mollie Rice
 Parsons, J. C.
 Payne, Dr. Bruce R.
 Poynor, Tom
 Pruett, Katherine
 Puckett, Louise
 Rawlinson, A. D.
 Rhodes, Dr. Jeremiah
 Roberts, Dr. Frank Hunt Hurd
 Robinette, Mrs. Sarah Martin
 Rush, H. I.
 Sawyer, F. N.
 Shannon, Mrs. Alma
 Smith, Lottie
 Smith, Lucy
 Smith, J. W.
 Smith, Truett M.
 SoRelle, Rupert P.
 Speer, D.
 Stevenson, Dr. Mary Lillian
 Strain, Margaret
 Thurmon, Josephine
 Vaden, W. C.
 Ward, Hazel
 Wilkins, C. A.
 Wilson, W. F.
 Wingo, Bertha

UTAH

Alston, Howard V.
 Beck, E. Ray
 Cuthbert, F. Leona
 Fife, Helen R.
 Justesen, Osmon
 Lindquist, Eva A.
 Neilsen, Inez
 Olsen, Heber
 Osmond, Alfred
 Prince, Rhoda R.
 Reid, Ernest L.
 Rowe, Alice E.
 Reegan, Albert B.
 Seymour, Emma Jane
 Starr, Nora

Stevens, W. R.
Walker, Robert
Walton, Lenore W.
Williams, Robert L.
Woolstenhulme, Roma

VERMONT

Smith, J. Francis
Wallace, B. Holmes

VIRGINIA

Boone, Mrs. Rachel T.
Norrell, Catherine L.
Want, Emily B.
White, Maria L.
Wooldridge, Julia S.

WASHINGTON

Bryant, Nellie
Button, A. O.
Cole, Clyde A.
Cramer, Mrs. Margaret
Curtis, Ralph
Fry, Gladys
Greene, G. W.
Hanquet, L. C.
Hood, Ella
McMicken, Zella
Meiser, Clara
Moffat, Mildred
Moser, Alphonse
Norby, Harold G.
Pebbley, Lois
Perks, Alfred
Sells, Winona
Showalter, N. D.
Vaughn, Nannie J.
Wells, E. F.

WEST VIRGINIA

Ball, Ida
Carter, Charles
Cox, Winifred G.
Depue, Oleta
Ellyson, Helen

Evans, Ernestine
Fette, Bertha
Goff, Jonathan
Hess, Beulah
Hicks, Minter
Holten, L. M.
Hughes, Verna
Jones, Ethel
Kennedy, Melba
Kilgore, Brenda
Kincaid, W. L.
Kingery, Elva C. H.
McElroy, Frances
Moore, Annalie
O'Conner, Kathleen
Otey, Bonnie
Pack, Sylvester
Peppers, Robt. H.
Ralston, Martha
Smith, W. L.
West, Gertrude
White, Ethel
Williams, D. T.

WISCONSIN

Alton, Frances
Anderson, James A.
Armstrong, Lelia V.
Babcock, Ella L.
Baker, Alice A.
Baker, Sylvia
Barrett, Mary
Bestul, Gladys
Bodden, Amanda
Bonfoey, Jennie
Braasch, Frances
Buchanan, Frau
Buth, Otto E.
Canty, Margaret
Carlson, Mrs. Olga L.
Carter, Winnifred M.
Davis, Lois Mae
Durant, Anthonette
Frater, Mrs. Kermit
Fuller, Harry
Galvin, Margy
Gibbons, Annie
Goehring, Lydia

Gwin, Kate M.
Haines, Mrs. Flora
Hawley, Harriet R.
Horst, Melitta
Iverson, Barthold A.
Kastner, John
Kirn, Harry W.
Koenig, Mrs. Hency C.
Kremer, Rev. R. H.
Larson, Mrs. Einer E.
Lean, Donald
Lee, Olive
Loos, Clara J.
Loveland, R. E.
Mason, Harold C.
Merk, Josephine
Miller, Mabel B.
Moore, Rosalind
Mueller, Fred
Nott, Ruth
Olson, Edith
Oppen, Ann
Patrick, Mrs. Thomas
Plourde, Mrs. Joseph, Sr.
Pray, Perry S.
Ray, Samuel B.
Robinson, Margaret
Samter, Gerry H.
Sanborn, Eolah
Schultz, W. H.
Simmons, Wm. F.
Simon, A. L.
Snyder, Harry H.
Steel, Nettie
Stewart, Anna
Stone, Margaret G.
Tangen, Einar
Tenney, Thomas
Thomson, Charles R.
Whitty, Olive Mary
Worthington, Fred C.
Zinns, Roland W.

WYOMING

Dirks, Edward
Teas, George
Walkenhurst, Miss
Woodruff, Gwynn

REPORT OF COMMITTEE ON RESOLUTIONS ¹

J. ORIN POWERS, WASHINGTON, D. C., *Chairman*

1. *Federal aid for education*—The National Education Association recommends increased federal participation in the support of public education without federal control of educational policies.

2. *Tax education*—The National Education Association condemns any campaign of propaganda for indiscriminate reduction of taxation without regard to social needs. The Association urges its officers, members, and affiliated organizations to carry on a systematic, intensive program for public enlightenment in order:

a. To remind the public that certain functions of modern government are indispensable, and that these functions are in the main economically and efficiently administered

b. To show what the average taxpayer gets in return for his tax dollar

c. To show the vastly increased services which our modern civilization requires of education

¹ Adopted by Representative Assembly, June 30, 1938.

d. To publicize the service which education returns for its share of the tax dollar
e. To counteract the tendency of taxing authorities to divert an undue proportion of the revenues from public schools

f. To give to the teachers of the nation a thoro understanding of the principles of taxation within the various states, so that they may aid in educating students and the general public on these questions.

3. *Tax limitation*—The National Education Association places itself on record as opposed to measures designed to place a constitutional limit on taxation within the various states.

4. *Teaching without pay*—Teachers should not be called upon to teach without pay in any so-called emergency where the public has the ability to provide additional funds for school support and fails to do so. The National Education Association believes that such practice retards the solution of the basic problem of adequate support for public schools.

5. *Teacher certification, supply, and demand*—The National Education Association urges the continued study of the problems of teacher certification and of adjusting the supply of adequately trained teachers to the demand for teachers.

6. *Teacher tenure*—The National Education Association reaffirms its stand in full support of permanent tenure for teachers as a means of insuring to the children of the land the best possible instruction.

7. *Oaths*—The National Education Association again affirms its opposition to any requirement that members of the teaching profession take discriminatory oaths.

8. *Credit unions*—The National Education Association approves the work that is being done in developing, perfecting, and extending the organization of teacher credit unions and recommends that an educational and informational program on the work of credit unions be carried on by the National Education Association.

9. *Guidance program for youth*—The National Education Association recognizing the serious problems confronting youth thru unemployment, social maladjustment, unequal educational opportunities, and financial stress recommends that the federal government and all organizations concerned with youth problems cooperate with the United States Office of Education and the departments of education in the several states in a concerted effort toward improved service to youth.

10. *International goodwill*—This Association urges all teachers to continue to promote international goodwill. Toward this end the officers are directed during the ensuing school year to undertake a more active program than heretofore thru the National Education Association Committee on International Relations and in cooperation with the World Federation of Education Associations.

11. *Educational publicity*—This Association favors the largest possible budget for the Association's public relations activities in order that it may

(1) expand its present service thru the radio, the press, lay organizations, and other agencies; and (2) make available to state and local associations and school officials expert advice on publicity.

12. *Membership*—The Association commends to the officers of teacher-training institutions the present plan of student membership in the National Education Association and urges that seniors in these institutions be given an opportunity to participate in this plan which establishes for them an active connection with their national professional organization. The Association further recommends that in all institutions engaged in preparing teachers for their profession, the study of the values, accomplishments, and procedures of national, state, and local education organizations be given a place in the curriculum.

13. *American Education Week*—The National Education Association urges that American Education Week be observed in the schools. The theme for 1938, "Education for Tomorrow's America," is of vital interest and significance to the future of American democracy.

14. *Henry Barnard Centennial*—The National Education Association hereby commends the movement to memorialize Dr. Henry Barnard, whose important work in behalf of public education began one hundred years ago.

15. *Appreciation*—The National Education Association expresses its appreciation of the hospitality and courtesy of the City of New York extended thru its officials and thru the various school and civic organizations. The Association also tenders its appreciation to the press, the officials of the New York World's Fair, the Radio Center, the National Broadcasting Company, the Columbia Broadcasting System, the Mutual Broadcasting System, Station WNYC, Station WHN, the Boy Scouts, and to all others who contributed to the success of this convention.

16. *The President*—The National Education Association expresses its profound appreciation to the President of the United States and to Mrs. Franklin Delano Roosevelt for their presence at this convention and for the interest in public education which their attendance at this closing session demonstrates.

17. *World peace*—This Association stands for peace among nations and urges the President and the Congress to work intelligently, cooperatively, and unselfishly for world peace.

Platform of the National Education Association

(The platform as submitted below is the same wording as that of 1937, except the parts which are italicized, which represent principles set forth in the resolutions of 1937.)

The National Education Association believes that education is the inalienable right of every American; that it is essential to our society for the promotion and preservation of democratic ideals. Therefore, the Association declares its convictions and challenges its members to leadership in attaining the objectives of this covenant.

I. The Child

Every child, regardless of race, belief, economic status, residence, or physical handicap, should have the opportunity for fullest development in mental, moral, and physical health, and in the attitudes, knowledge, and skills that are essential for individual happiness and effective citizenship in a democracy. As means to this end, the Association advocates:

- A. Enriched curriculums that prepare the child for his cultural, vocational, recreational, and civic responsibilities, and that take into account the interests, needs, and abilities of individuals.
- B. Socially desirable environment that will give a background of more fertile experience. The radio and motion pictures are of such momentous force in the life of the child that every effort should be exerted to continue the recent improvement of motion pictures and radio programs.
- C. Healthy minds and bodies that will strengthen the effectiveness of individuals as citizens.
 - 1. The school should fight the evils of malnutrition, physical ailments, and lack of physical comforts by securing adequate food, clothing, and medical care thru coordinated efforts of local, state, and federal agencies for the children who are in need.
 - 2. *The Constitution of the United States should be amended to provide for the prohibition of child labor.*
 - 3. Complete and scientific instruction regarding the effects of alcohol and narcotics upon the human body and upon society should be given in the school.
- D. The right to unfettered teaching, which will aid the child to adjust himself to his environment and to changing social conditions thru the development of habits of sound thinking. The fundamental principles of American democracy demand that students be informed concerning controversial issues.
- E. Systematic programs of vocational and educational guidance, in charge of competent persons especially equipped for the work.
- F. Recreational programs that lead toward constructive use of leisure time.

II. The Teacher

Teachers, regardless of position or title, are professional workers in a common cause, and, as such, have certain responsibilities and rights. The interests of the child and of the profession require:

- A. Teachers of sound character and good health, with high civic ideals, who have been effectively trained for the service which they are to perform. Their preparation should be rich in cultural, professional, and subjectmatter content, and adapted to the demands of actual service.
- B. Teachers who have the professional attitude in regard to self-improvement.
 - 1. Those in service should be students of professional problems, seeking in every way to develop better educational practices.
 - 2. Principles of conduct set forth in the Code of Ethics adopted by the Association should be observed. (See the March 1935 Journal, p. 90.)
 - 3. Teachers should have membership in local, state, and national education associations.
- C. Teachers who are guaranteed the Constitutional rights of freedom of speech, press, and assembly. Intellectual freedom is a public safeguard. It is the surest guarantee of orderly change and progress.

1. The teacher's conduct should be subject only to such controls as those to which other responsible citizens are subjected.
 2. Teachers should have the privilege of presenting all points of view without danger of reprisal by school administrations or by pressure groups in the community.
 3. Teachers should have the right of protection from intimidation thru fear of loss of position, reduction of salary, loss of opportunities for advancement, or deprivation of their usual assignments, responsibilities, and authorities.
 4. Teachers should have the right to organize, and to support organizations that they consider to be in their own and in the public interest. Likewise, they should have the right to participation in determining school policies and school management.
- D. Teachers who are protected, in case of disability or old age, by means of retirement plans.
- E. Teachers who are protected from discharge for political, religious, personal, or other unjust reasons by effective tenure laws.

III. The Adult

The adult furnishes to society leadership and vision; therefore, it is essential that he be schooled in the fundamentals of education, be made responsive to the demands upon him as a citizen, and be enabled to give guidance to youth. The Association advocates concerted local, state, and national efforts to attain these ends thru:

- A. Adult education that enriches the cultural aspects of life, prepares for parenthood, provides opportunity to develop personal talents, improves or retrains for greater efficiency, remedies deficiencies in education, and emphasizes the responsibilities of social life.
1. The existence of illiteracy in the United States presents an insistent challenge to laymen and teachers.
 2. The minimum requirements for naturalization should include the ability to read and to write the English language understandingly; a general knowledge of local, state, and national government; the desire to exercise the right of suffrage; and evidence of mental and economic competency. Provision should be made to receive all persons into citizenship with suitable ceremony.
- B. Recreational programs that will give instruction in the use of leisure time.

IV. Administration

A combination of national, state, and local support of public schools is necessary to provide adequate educational opportunities in all sections of the various states. For maximum effectiveness the Association believes that:

- A. The national government should study, stimulate, and support education in the interest of a high type of citizenship.
1. The federal government should give financial assistance to the states for the support of education, and disseminate authentic information on problems of education.
 2. A Department of Education with a Secretary in the President's Cabinet should be established.
 3. Until Congress establishes this Department, funds appropriated to the Office of Education should be augmented to make its efforts increasingly effective.

- B. The state government should organize, direct, and support education within the state.
1. The state department of education in each state should:
 - a. Thru experimentation and leadership, stimulate local communities to provide adequate programs of education.
 - b. Provide and administer a system of certification of teachers based upon professional standards. The Association recommends a minimum of four years of college preparation.
 - c. Certify as to the adequacy of local programs of education in meeting state standards.
 2. Each state should provide for the support from public funds of a system of free schools, beginning with the nursery school and extending thru the university, including adult education, with a full school day, a full school year, and class enrolment not to exceed thirty, with provision for special attention to groups of exceptional children.
 - a. Schools for children in rural communities should be recognized as essential and integral parts of the public school system.
 - b. Gifted, exceptional, and handicapped children should receive instruction, guidance, and special care in accordance with their respective needs.
 - c. Every state should provide a complete program of vocational education for youths and adults.
 - (1) Classes should be organized and maintained as integral parts of local school systems.
 - (2) Part-time and evening classes should be provided when necessary.
 3. Every state should provide for the training of teachers and should establish standards of qualification.
- C. The local district should organize and administer its school system in conformity with the standards set by the state.
1. The local, district, and state boards of control should be chosen on a non-partisan basis, selected at large from the areas that the board is to serve. Terms of office should be such that a majority of the board will not come into *office* at any one time.
 - a. Lay boards should be guided by the recommendations of professional educators.
 - b. The selection and promotion of teachers should be on a professional basis.
 - (1) Teachers of equivalent training and experience should receive equal pay, regardless of sex.
 - (2) Teachers should not be discriminated against because of race, color, belief, residence, or economic or marital status.
 2. The local unit of school control should be large enough to justify the employment of men and women with special training in educational leadership for administration and supervision.
 3. School budgets should be prepared by the school superintendent and his staff and approved by the board of education.

V. Finance

A complete program of education requires liberal support from public revenues. In order to make this program possible, the Association advocates:

- A. A coordination of *the taxing policies* of local, state, and national units of government.
1. Whenever local districts are unable to finance *a satisfactory* program of education, state and federal funds should be available in order to equalize educational opportunity within the state.
 2. Federal funds should be provided with the understanding that the expenditure of such funds and the shaping of educational policies shall be matters of state and local control.
 3. Special federal funds should be made available without federal dictation to prevent the interruption of education in areas devastated by widespread disasters.
- B. Research in public finance to discover and disseminate facts concerning the best sources for revenues.

VI. Relationships

Education should prepare each generation to meet the social, economic, and political problems of an everchanging world. All activities of the school should contribute to the habits and attitudes that manifest themselves in integrity in private and public life, law observance, and intelligent participation in civic affairs and world citizenship. To establish thru education closer relationship of people, the Association advocates:

- A. Programs to interpret to the community the aims, practices, and achievements of the schools.
- B. National movements among parents and teachers to safeguard the welfare of children and to bring the school, the home, and the community into closer cooperation.
- C. World education associations that will encourage systematic interchange of professional knowledge, visits, and conferences.
- D. Teaching children the truth about war, its costs in human life and ideals and in material wealth; the values of peace; and the need of international cooperation by such means as courts of arbitration.
- E. The teaching of history in such a manner that, while at all times presenting accurate statements of fact, it will emphasize the virtues and achievements of all nations and increase international goodwill.

REPORT OF NATIONAL COUNCIL ON TEACHER RETIREMENT¹

GEORGE M. POGUE, PRESIDENT, NATIONAL COUNCIL ON TEACHER RETIREMENT OF THE NATIONAL EDUCATION ASSOCIATION, COLUMBUS, OHIO

The officials of the Committee maintained a booth at the Detroit meeting of the National Education Association, where information was given out to all inquirers as to the principles of sound retirement systems. Literature of the various systems was also on display, and general distribution was made of this literature.

The annual program of the Council was given at the Claridge Hotel at Atlantic City, February 28 to March 2, 1938. The papers and addresses

¹ Accepted by Board of Directors, June 27, 1938.

presented at this meeting related to help that might be given to states attempting to set up new systems, and also the technical procedure on the part of established systems. The Publications Committee also made its report on "Principles and Procedures in the Organization of New Retirement Systems."

REPORT OF COMMITTEE ON SALARIES¹

WILLARD S. ELSBREE, PROFESSOR OF EDUCATION, TEACHERS COLLEGE, COLUMBIA UNIVERSITY, NEW YORK, N. Y., *Chairman*

The Committee on Salaries of the National Education Association was appointed in November and held its first meeting in Atlantic City on March 2, 1938. On that occasion a mimeographed list of suggestions (taken from the correspondence of Committee members with the chairman), as to the type of project which the Committee might profitably undertake, was distributed to those present. It seemed to be the consensus that the Executive Committee should not attempt to do any research on teachers' salaries but, instead, should direct its attention to the preparation of a salary handbook for practical use in the field. The specific nature of the above task was not clearly defined at this first meeting but a wide area of possible undertakings was at least eliminated.

As a springboard for the Committee's activities, Willard E. Givens invited the Executive Committee to spend a week-end in Washington for the purpose of appraising the work which the Research Division has been carrying on for several years in the field of teachers' salaries. Consideration was given to the services now rendered by the National Education Association and to possible extensions of these services. It was the judgment of the Committee that the present work of the Research Division, as it relates to salaries, was extremely important to the welfare of teachers and that no phase of it should be dropped or diminished.

The most important single recommendation of the Executive Committee after reviewing the present program of the Division was that the staff of the Research Division be increased so that the full time of one worker (not necessarily the same person) might be devoted to advising and assisting teachers committees and schoolboards in the solution of their salary problems. The Committee suggested further, since this would necessitate an increase in the Research Division budget, that the local schoolboards or associations reimburse the National Education Association to the extent of the traveling expenses of their representative and the salary of this worker for the period of time devoted to a particular project.

Following the discussion of what the Research Division is doing and should be doing about teachers' salaries, the Executive Committee then turned its attention for a few hours to the problem of what its members might do by way of enlightening local salary committees and boards of education. In other words, upon what should this Committee concentrate its efforts?

¹ Accepted by Board of Directors, June 27, 1938.

It was agreed that the time was ripe for attempting an appraisal of the issues in salary scheduling and to construct, if possible, a platform upon which a substantial majority of teachers can unite. The Committee proposed the following issues for immediate study and consideration:

1. Should or should not merit (apart from training and experience) enter into the determination of a teacher's salary?
2. Should or should not teachers be paid according to amount of training and experience regardless of the grade or subject taught?
3. What relationship, if any, should salaries bear to the cost of living of teachers? Should rewards for dependents be included in the salary arrangements of school systems?
4. Should men and women teachers receive equal pay for equal work?
5. What groups should be responsible for the study and formulation of salary policies in school systems?
6. What factors should determine the number and size of annual salary increments?
7. What personnel in the school system should be included in a salary schedule?
8. Should teachers be paid for as many months as the school is in session or for twelve months?
9. What policies should govern the salaries of interns and substitutes?

The Committee hopes to develop standards and principles for the above topics and to show its application to specific field situations. Later the Committee will attempt to organize and present its conclusions in convenient form for use by teachers and schoolboards.

REPORT OF COMMITTEE ON SUPPLY, PREPARATION, AND CERTIFICATION OF TEACHERS ¹

BESS GOODYKOONTZ, ASSISTANT COMMISSIONER OF EDUCATION, U. S. OFFICE
OF EDUCATION, WASHINGTON, D. C., *Chairman*

This Committee was created in compliance with the resolution of the Representative Assembly of the National Education Association at its meeting in Detroit in 1937. The resolution read as follows:

The National Education Association recommends that a committee be appointed to study the problem of adjusting the supply of adequately trained teachers to the demand for teachers, to the end that recommendations may be made regarding the establishment of a balance between the number of qualified candidates for teaching and the prospective demand for teachers.

The Committee members appointed by President Caroline S. Woodruff are, in addition to the chairman, as follows: Louise Burgess Herndon, president, Department of Classroom Teachers, Richmond, Va.; Ralph C. Jenkins, president, Danbury Teachers College, Danbury, Conn.; Joseph Rosier, president, Fairmont State Teachers College, Fairmont, W. Va.; and Ambrose Suhrie, professor of Teachers College and Normal School Education, New York University, New York, N. Y. In addition, an advisory committee was appointed which includes at least one person from each state.

¹ Accepted by Board of Directors, June 28, 1938.

An organizing meeting of the Committee was held at the headquarters of the National Education Association in Washington, D. C., on March 14, 1938, with all members of the Committee present, except Dr. Suhrie. As background for a consideration of the functions and possible activities of the Committee, the chairman had invited several persons to present accounts of their respective programs in the field of teacher education and welfare. William G. Carr, secretary of the Educational Policies Commission, reported on the manuscript recently completed on teacher education policies for the Educational Policies Commission; Benjamin W. Frazier, United States Office of Education, gave a brief description of his recently completed study of certification policies; and Karl W. Bigelow, director of the Commission on Teacher Education, told of the steps being taken by this newly organized Commission of the American Council on Education.

It seems to the members of the Committee on Supply, Preparation, and Certification that it is very desirable that duplications and overlappings be avoided, and that the Committee plan its activities with full understanding of the programs now being conducted by many agencies. Accordingly, it was decided that the Committee's first consideration should be given to questions of teacher supply and demand, leaving for later consideration the related questions of preparation and certification which are now the subject of more detailed study by other groups. In brief, the Committee formulated the following recommendations to guide its activities during the ensuing months:

1. That the Committee sponsor a study of teacher supply and demand during the fall of 1938.
2. That a meeting of the Core Committee and the Advisory Committee be held during the N. E. A. meeting in New York City in June 1938.
3. That we request additional representation on the Core Committee so that the contributions of state departments of education and of school administrators to these problems may be available to the Committee.
4. That the Committee investigate the proposal of the association of placement officers for an annual study of teacher placement.
5. That the chairman and secretary of the Committee correspond with various national organizations interested in teacher supply and demand to see what programs of investigations they have and what opportunities there are for joint action

Since the meeting, copies of the minutes and of the recommendations have gone to members of the Advisory Committee; an inquiry form has been drawn up by the Research Division of the N. E. A., cooperating with the Committee, for the study of teacher supply which we propose for the fall of 1938; and a meeting of the Committee and the Advisory Committee has been called for June 28 in New York City.

REPORT OF COMMITTEE ON TENURE ¹

DONALD DUSHANE, SUPERINTENDENT OF SCHOOLS, COLUMBUS, IND.,
Chairman

The Committee on Tenure hereby asks the National Education Association to approve the following recommendations concerning its work during the coming year:

1. Increased efforts should be made to secure the publication of tenure articles and discussions in educational magazines. It is especially recommended that adequate space be given tenure and its problems in the *Journal of the National Education Association*.

2. The policy of studying various phases of teacher tenure, teacher welfare, and teacher protection should be continued by the Committee.

3. The Committee should continue to be authorized at its discretion to make investigations of cases of unfair treatment and unjust discharge of the members of the teaching profession. The Committee should be authorized to make public such reports at such time and manner as in the Committee's opinion will be of benefit to the individual investigated or to the teaching profession.

4. The Committee should continue to offer its services as outlined in this report to those state education associations that are interested in tenure or are planning tenure campaigns.

5. The Committee asks for the approval by the National Education Association of the conclusions of the executive committee in investigated cases of discharged teachers, described in this annual report.

6. The Committee asks that it be given authority to investigate tenure cases in the federal courts and with the approval of the Executive Committee of the National Education Association to engage counsel and participate in such cases as, in the opinion of the Tenure executive committee, involve important tenure principles.

7. The Committee recommends that an appropriation of \$10,000 be made, for the Tenure Committee, to be used if and as needed to carry out the tenure program of the National Education Association.

Work of the Tenure Committee

At the Detroit meeting of the National Education Association, held on July 1, 1937, the following resolution on tenure was adopted: "The National Education Association affirms its stand in full support of tenure for teachers as a means of insuring to the children of the land the best possible instruction. The Association approves the continuance of the present Tenure Committee and its program and policies."

Also at the Detroit meeting the Association accepted the recommendations of the Tenure Committee which provided among other things for:

1. Increased space for tenure in the *Journal of the National Education Association*.

2. The continuance of the authorization granted the Committee to investigate cases of unfair treatment and unjust discharge of members of the teaching profession.

3. The investigation of various phases of teacher tenure and teacher protection.

¹ Accepted by Board of Directors, June 28, 1938.

In compliance with the above authorization and prior commitments of the National Education Association, the Tenure Committee pursued a number of activities which may be summarized briefly as follows:

1. Thru the medium of the Research Division of the National Education Association it continued its studies of teacher welfare problems. These studies included a revision of the Tenure Handbook, a digest of leading tenure cases decided during 1937, a study of schoolboard regulations affecting teachers' contracts, and a study of legal protections given to a number of professions including teaching.

2. The Committee investigated numerous cases of unjust treatment and discharge of members of the teaching profession, several of which are reported fully in this report.

3. Advice and help were given to a number of states interested in tenure both by correspondence and by conference.

4. Speakers were provided for discussions of tenure for a number of state association meetings and other conventions of teachers.

The active work of the Committee has been carried on by the executive committee. This group has had a number of meetings, has made a number of important investigations, and has, by correspondence and otherwise, attempted to assist the tenure movement in various states desiring its assistance.

A meeting of the Committee on Tenure of the National Education Association was held at Atlantic City and another meeting of the Committee will be held at the New York convention. It is hoped that the members of the Committee from the various states will become increasingly active in the tenure movements of their states and will keep the executive committee informed of state tenure needs and developments.

Committee Meetings

The Committee on Tenure meets at the annual N. E. A. convention in June and again in connection with the sessions of the American Association of School Administrators in February.

At the Detroit meeting, held in June 1937, there were thirteen states represented. After reports were given as to the status of tenure in each of those states, there was a general demand for increased appropriation for the work and a committee of three was selected to appear before the Budget Committee.

At the Atlantic City meeting in February 1938, there were twenty-six states represented and reporting on tenure conditions and provisions. There has been a marked increase both in interest and in participation on the part of representatives.

At each of these meetings a member of the Research Division, reported on research problems under investigation and on findings prepared for distribution.

Publications of the Committee

Each year, in addition to its legislative and investigating activities, the Committee on Tenure cooperates with the N. E. A. Research Division in preparing several reports. Four publications which will be available by this summer are the following:

1. *Court Decisions in 1937*—In April 1938 there was published a summary of the court cases decided in the state supreme courts and in the United States Supreme

Court during the calendar year 1937. These reports are also available for 1932, 1933, 1934, 1935, and 1936. Not only is this information valuable to those interested in drafting and improving tenure laws, but to an increasing extent they are being requested by attorneys interested in defending the rights of individual teachers.

2. *An Analysis of Schoolboard Rules*—The printed rulebooks of forty cities over 100,000 population were analyzed for prescriptions related to the conditions of employment. An inquiry was circulated also to determine how often rulebooks are revised and what steps are taken to help teachers become acquainted with existing rules. The study followed logically on previous investigations showing that contracts often automatically bind teachers to observe all schoolboard rules. While the survey did not reveal many extreme rules there was evidence that much more could be done to acquaint teachers with the regulations under which they are employed.

3. *State Regulations for Six Professions*—In this study an analysis is made of the state statutes governing accountancy, architecture, law, medicine, nursing, and teaching. Similarities and differences regarding lay control and licensing are pointed out. One striking finding is the extent to which professional associations in law and medicine are recognized by state law. Numerous suggestions for further study are revealed.

4. *Handbook on Tenure*—This publication is a revision of a similar bulletin issued about two years ago. It shows the extent and types of state tenure laws. Some of the new laws are analyzed to show recent trends. A new section has been added on local tenure regulations. During the coming sessions of state legislatures this report should be invaluable to legislative committees and study groups.

The Committee takes this opportunity to commend the N. E. A. Research Division for the excellent material which is being made available to the teachers of the country. For assistance with this phase of the work the Committee appreciates the cooperation of the Executive Secretary's Office and the Division of Publications.

Meetings of the Executive Committee

1. The executive committee of the Committee on Tenure met daily during the Detroit convention.

2. Its next session was held during November at Houston, Texas, in connection with the meeting of Texas State Teachers Association. Each member present addressed at least one sectional meeting in addition to speaking at the breakfast and the Classroom Association dinner. There was a preliminary hearing on the San Antonio case.

3. Four members responded to the call of the San Antonio Teachers Council and spent part of their Christmas recess in San Antonio interviewing as many persons concerned as time allowed.

4. At Atlantic City there were four meetings of the executive committee.

5. In May the planning of the annual report brought the executive committee to N. E. A. headquarters in Washington, D. C.

State Tenure Committees

The Committee on Tenure again recommends to the various state education associations the appointment of state tenure committees. Tenure is basically a state problem and the members of the teaching profession in each state will have to decide for themselves whether they desire tenure, what type of tenure law they need, and what steps shall be taken to secure such legislation.

It has been found that the problem of securing tenure legislation presents peculiar problems and difficulties in comparison with other school legislation. Experience has shown that in most states tenure can be secured best by establishing state tenure committees with full authority to do the following:

1. Study tenure problems.
2. Present the problems and need of tenure to the teaching profession.
3. Formulate a tenure bill adapted to the needs of the state, acceptable to the various educational groups, and adapted to existing school legislation and the school administrative organization.
4. Upon the approval of the tenure bill by the state association, the state tenure committee should in most instances be given funds and authority to act as a separate and independent legislative committee for the passage of a tenure law.

In states already having tenure legislation it is important that they maintain active tenure committees. It has been observed that a number of states after securing tenure legislation have dissolved their tenure committees only to find within a few years that the problems of tenure are not settled by the passage of a law. Every state having a tenure law is advised and urged to maintain a state tenure committee with the following objectives:

1. Making a continuous study of tenure for the purpose of suggesting improvements and the correction of defects, as they may appear.
2. Investigating cases of unjust treatment and discharge of teachers and of attempts to evade the provisions of the tenure law by local communities.
3. Assisting individual teachers in maintaining their tenure rights by court action if necessary.
4. Participating in tenure cases involving the legal interpretation and constitutionality of the tenure law in the state supreme court.

Recent Tenure Trends

A review of recent legislation reveals some interesting tenure trends dealing with the probationary period, the conducting of hearings, provisions for appeals from local boards and the inclusion of administrative offices under tenure. Owing to the many unjustifiable discharges of probationary teachers, most recent tenure laws have attempted to extend protection to teachers during the probationary period. The Louisiana law provides that probationary teachers shall automatically become permanent teachers unless formally discharged or dismissed by written notice from the schoolboard. The Michigan law provides that probationary teachers shall be employed for the ensuing year unless otherwise notified within sixty days before the close of the school year. The Oklahoma law requires that all probationary teachers shall be furnished with a written statement rating or grading their work for each year of probation. The statement shall be complete and definite and it shall be placed in the hands of probationary teachers at least sixty days before the close of the school year.

While the probationary period is generally three years in length, yet it is interesting to note that in the Michigan and Oklahoma laws the probationary period has been reduced to two years and in the Pennsylvania law the probationary period has been eliminated entirely. In Pennsylvania, teachers immediately upon employment enter into a tenure status from which they can be removed only for cause and after a hearing.

Past experience shows the necessity for better protection of teachers' rights during their trials or hearings before the trial board. Several of the new tenure laws have included provisions for subpoenaing of the witnesses of the teacher, requirements that the teacher be furnished with a detailed written statement of charges, and requirements that all of the testimony shall be given under oath. One recent law requires a two-thirds vote of all board members; another law requires a majority vote of all members and further provides that no member shall vote who did not attend the hearing.

A number of early tenure laws had no provision for appealing from the decision of a local schoolboard by a discharged teacher. The present tendency is to provide an appeal either to the state superintendent, or to the state tenure board, or to provide for a direct appeal to the courts. The Louisiana law permits direct appeal by the teacher to the local courts. The Michigan law provides for an appeal to the state tenure commission. There is no provision in the Michigan law which would seem to prevent a further appeal to the courts. Under the recent New York law an appeal may be taken by a discharged teacher to the state tenure commission whose decision is final. In Oklahoma there is an appeal to the state superintendent of public instruction, and any dismissed teacher may appeal to the court of common pleas of the county wherein his school is situated.

In the early development of tenure theory it was felt that supervisors and superintendents should not be given the protection of tenure. Massachusetts was the pioneer state in extending tenure to superintendents, but its example was not followed in early tenure legislation. Beginning with the passage of the Indiana tenure law in 1927, there has been a definite tendency to include in tenure all professional employees. During the past year tenure was extended to all professional employees, including superintendents and supervisors, in the tenure statutes of Kansas, Michigan, Oklahoma, and Wisconsin.

Causes of Increased Interest in Tenure

The recent development of interest in tenure on the part of hundreds of thousands of American teachers has been partly due to the effects of the depression beginning in 1929. With the depression's increasing tax burdens and decreasing incomes there was also found a magnification of abuses of teachers which in many cities and states threatened the stability of public education. Thousands of teachers were discharged to make room for relatives or friends of board members, politicians, and influential citizens; other thousands were discharged thru the abolishment of important phases of public school work; still other thousands were discharged, solely to reduce school costs, and there immediately followed widespread and unjustifiable increases in class size and overloading of those teachers remaining in service. In addition to the wholesale discharge of teachers, there was a general undermining of morale due to fear of discharge and to the critical and coercive attitude of certain groups of private citizens, many schoolboards, and school administrators.

While in the public schools the morale and sense of security was being destroyed, the federal government and the state governments were develop-

ing a system of social security applying to the general population but with public schools teachers specifically excluded.

Increasingly the teachers of the United States have come to realize that tenure is necessary for the development of honest and efficient teaching and adequate professional care of the young people in the schools of the country.

Tenure in the United States Supreme Court

In the case of *Anderson versus Brand*, Mrs. Dorothy Anderson, a rural Indiana teacher who had been discharged by the township trustee, sought reinstatement in her position and damages for loss of salary. The Indiana Supreme Court held against her on the grounds that the Indiana tenure law as it applied to small rural districts had been repealed by the 1933 legislature and that therefore her tenure rights had been destroyed.

On January 31, 1938, the Supreme Court of the United States held that Mrs. Anderson's tenure rights had not been destroyed by the repeal of a part of the Indiana tenure law, because her tenure rights were established by contract. By this decision the United States Supreme Court determined that state tenure laws could be so drawn as to give tenure a contract status and that when so drawn no legislature could subsequently repeal the provisions in the tenure laws so far as they applied to teachers already on tenure. The court also decided that altho every contract is subject to the police power of the state, yet properly drawn tenure laws, which provide a method of cancellation of a tenure teacher's contract for good and sufficient cause, are not in violation of the police power of the state.

This decision of the Supreme Court is of importance to the tenure movement as it upholds tenure as a proper exercise of state authority and points a way to the drafting of tenure legislation which will avoid endless attempts to repeal such legislation.

The new Pennsylvania tenure law is probably drawn in a manner which will cause it to be held by the courts to be a contract law and therefore not repealable by the Pennsylvania legislature.

The Dorothy Anderson case will also be of vital interest to all teachers who are members of state retirement systems, or who are advocating such systems. A large number of state retirement laws appear to establish a contractual relationship between the teacher and the state; and it is therefore probable that courts will hold such laws are not repealable as to present members of the retirement funds.

Questionable Practices

In carrying on the investigations of the Committee on Tenure during the past year we have again noted a number of practices and procedures in the management of certain school systems which we believe should be called to the attention of the teaching profession.

1. *Contracts*—As in most, if not all, of the states the relation between the teacher and the school corporation is contractual, it is, therefore, important that teachers' contracts be legal, that they be fair in their terms to the teachers, that they be for a definite amount of money and for a fixed time, and that they be uncancellable except for good and just cause. The Committee has knowledge of a number of teacher contracts which are improper and un-

fair. Attention is called specifically to contracts with purported annual terms which actually may be canceled without cause in 30 days, others in 15 days, others without notice. Numerous contracts refer to, and include, school-board rules and regulations already adopted or to be adopted, and in most cases these regulations are not in print or available to the teachers. Numerous contracts provide for reductions in the amount of the fixed compensation at the will of the schoolboard. In addition to the above there are numerous instances of other unfair contract provisions.

2. *Rating systems*—The Committee has investigated several rating systems which are improperly planned, unprofessionally used, unfair to the teacher, and destructive of teacher morale and cooperation.

3. *Certification*—The Committee notes with interest and alarm the continued discussion of plans for recertifying experienced and prepared teachers periodically, in most cases at five-year intervals. Recertification endangers the tenure status of teachers and would not be tolerated in other professions. The Committee on Tenure favors life certification for properly prepared and experienced teachers.

4. *Medical examinations*—The Committee has investigated a number of plans for medical examination of teachers. While we recognize the commendable purpose behind most examination plans, yet attention should be called to the possible embarrassment and injury to teachers by improper medical examinations.

Unjust Treatment of Teachers

During the past year the Committee on Tenure has made inquiry concerning numerous cases of unjust treatment and discharge of members of the teaching profession. The following cases are selected for the purpose of showing some of the adverse conditions confronting members of the teaching profession.

1. Three teachers were dismissed in a New York town for the alleged reason of economy, but others were hired in their places. The superintendent plans to dismiss a number of others for the same alleged reason next year.

2. In an eastern town, ten out of thirty teachers were dismissed, not because they were incompetent but because they were married women.

3. A thoroly competent teacher in an eastern town was not reappointed for next year, because she worked for tenure and was active in the classroom teachers organization.

4. Without even a year's notice, over a hundred teachers were dismissed from the schools of Cleveland, Ohio, because they had reached or passed an arbitrarily fixed age limit. Many of these teachers were competent and effective.

5. An experienced teacher in a western state teachers college was dismissed without a hearing and for reasons which were of minor importance. The Committee again wants to call attention to mistreatment of teachers which so frequently occurs in teacher-training institutions.

6. A teacher in Iowa was dismissed prior to her becoming eligible to a teacher's annuity. The continuance of this teacher in service would have been thoroly justifiable. Such dismissals should be condemned by the teaching profession.

7. In a Massachusetts city, under the pressure and initiative of the mayor, all married teachers were required to fill out an unprofessional questionnaire and a resolution was forced thru the schoolboard requiring the dismissal of all married teachers whose husbands were self-supporting. The proposed dismissals of these teachers were not based on their incompetence or neglect of duties.

8. In a small southern city a competent and well-educated teacher was dismissed without prior notice in order to make room for an inexperienced and inadequately trained "home town girl." The superintendent of this city is the president of the state education association.

9. The principal of a large junior high school in the South, who was experienced, competent, and successful in his work, was dismissed without charges or a hearing. It is significant that this man was considered for the superintendency and that his dismissal was recommended and secured by the new superintendent.

10. A competent and experienced teacher in a midwestern state was dismissed without a statement of reasons or a hearing. The apparent reason was petty departmental jealousy.

11. Several teachers in a midwestern city were dismissed altho they had records of competence and successful performance of their duties. A significant fact seems to be that they belonged to a classroom teachers organization.

12. A competent and experienced superintendent in a town in Montana was dismissed for the apparent reason that the board wished to give his position to a popular, but poorly-prepared athletic coach. The three majority members of the board consisted of an ignorant, profane, non-American sheep-herder, a non-American laborer of low mental ability, and a bad-tempered football enthusiast.

13. In a town in Colorado, vicious charges were brought against the high-school principal. Investigation showed that these charges were not well grounded and that the real cause of dismissal was political. The members of the schoolboard desired to dismiss this principal in order to replace him by a person of their own political faith.

14. The superintendent of a city in Kansas was dismissed this spring without prior warning, notice, or a statement of reasons. He had an excellent record in his community and the only apparent reasons for his dismissal were petty and personal.

15. An experienced and competent teacher in a northern city high school was dismissed without prior warning, notice, or statement of reasons. Upon his discharge there was a determined school strike which was ended thru the influence of this teacher. He was succeeded by a "home town boy." The only plausible excuse for his dismissal was that he had been a friend of the former superintendent.

Report on the Saco, Montana, Investigation

The Committee on Tenure of the National Education Association has for its purpose the study and solution of questions of unjust dismissal of teachers, principals, and superintendents. It is authorized by the National Education Association to investigate cases of unjust treatment or discharge of members of the teaching profession and to issue reports on its findings at such times as in its judgment it deems desirable or advantageous to the teaching profession. The present Committee has made many investigations in various states during the past four years. Requests for an investigation of the non-reappointment of Harry C. Ross, superintendent of schools, Saco, Montana, came from the Montana Education Association.

The Tenure Committee delegated one of its members to conduct an inquiry into the situation in Saco. This was done March 18, 1938, at Saco and at Malta, the county seat, and March 19 at Great Falls where the Montana Education Association was in session. Appointments for interviews were made with parents, board members, alumni, students, and teachers. Others who volunteered information were Mayor Kroeger, who asserted that 70 percent of the citizens of Saco now favor Mr. Ross; County Attorney Gabriel; and County Commissioner Sanderson.

1. Saco is a city situated in a region desperately hard hit by both floods and dust storms during the last four or five years. Its elementary school takes care of the

educational needs of Saco's younger children and the high school is attended by young people from within a rather wide radius in addition to the young people of Saco itself. Elementary-school support comes from local taxes but high-school support comes from the county on the basis of the pupil enrolment for the previous year.

2. Superintendent Ross has spent 15 years in Saco—2 as teacher and 13 as superintendent. During that time there has been general approval of his handling of the school. In several instances, however, individuals whose children were disciplined, as they thought, too harshly, bear a personal grudge.

Mr. Ross has participated in the political life of Saco, having served two terms as alderman. During that time he stood for high beer license, and so incurred the enmity of the liquor interests.

An annually increasing number of young people from Saco are enrolled in the various institutions of higher learning in Montana and other states. They report that they are well prepared and able to hold their own with students from other high schools.

When the band, the basketball team, etc., go to surrounding towns, Mr. Ross makes himself personally responsible for their good conduct and safe return.

The teachers have only praise for Mr. Ross and feel that he gives them real leadership. Students now enrolled cannot speak of him too highly. Parents report that he has made Saco "educationally-minded."

In April 1937 two men who are apparently unfriendly toward Mr. Ross for personal reasons, and who are supported by the liquor group, were elected to the five-member schoolboard. Testimony is divided on the point of whether they promised to retain Mr. Ross or to oust him and it would seem that they made one promise to some voters and another to others. Four of the schoolboard members seem to be actuated largely by a determination to "get Ross" and have little background for administering the school and little interest in its real progress. They seem entirely unfamiliar with methods and standards by which schools are judged. They resent the presence of citizens at board meetings and occasionally fail to send notices of board meetings to the superintendent and to the fifth board member. They present criticisms on several minor matters in order to attempt to justify their action.

At the January 15, 1938, meeting of the schoolboard, the question of re-electing Mr. Ross came up. Reports as to what took place at that meeting are contradictory and charges are made that the minutes have been falsified. This contention is virtually admitted by the county attorney even while he volunteers the information that the vote was a legal vote by which Mr. Ross was not re-elected.

Significant events subsequent to the dismissal of Superintendent Ross occurred as follows:

1. A five-day student strike with picketing, bonfires, speeches, and editorials.
2. The resignation of the entire teaching staff.
3. The organization of a Parents-Students Union which demanded and secured the resignation of the schoolboard clerk, and is still demanding the resignation of the four schoolboard members opposed to Mr. Ross.
4. Disapproval of the dismissal by the Montana Education Association, and the election of Mr. Ross as its president.
5. The negotiating with a new superintendent, T. I. Bergene of Ryder, North Dakota, on March 15, in spite of the fact that the hiring of teachers and superintendent has always been held over until after the election of schoolboard members the first Saturday in April.

Conclusions

The reasons for the failure to re-elect Superintendent Ross are largely personal and political and not professional. The effect on the community has been to destroy harmony and to cause violent disturbances and enmities. Parents are considering sending their children elsewhere to school unless conditions are remedied, which would eventually decrease the amount of school aid received from the county.

Contrary to the best practices over the country, no written statement was given the superintendent of the causes of non-appointment, nor was an opportunity of a hearing before the schoolboard given him.

Recommendations

1. Since there is no tenure law in Montana, the Committee cannot charge infringement of tenure as a violation of law; but it does insist that a superintendent who has served long and well and has been an influence for good in the community, and has served in public office as a good citizen, should have a right to fair treatment and should not be discharged for personal and political reasons. He should be reappointed for the coming school year if he desires to remain in Saco.

2. Schoolboard members who seek to dominate the schools for personal spite and political reprisal should be asked to resign (as Director Sheele offered to do) so that persons who really have the good of the schools at heart, may be elected.

3. The teaching staff should be urged to remain so that there may be as little disorganization as possible.

4. Every person in Montana engaged in the cause of education should work for the passage of a just tenure law so that the children and young people of the state may be guaranteed the services of well-trained, efficient, and exemplary educators without having their school terms interrupted by discords and animosities such as have characterized the present year in Saco.

This report is based on an investigation by Frances Jelinek, and on other information submitted to the Committee.

Report on the San Antonio Investigation

Requests for an investigation of the recent discharge of teachers at San Antonio, Texas, came to the Committee on Tenure from a number of individuals and organizations, including the Texas Classroom Teachers Association and the Teachers Council of San Antonio.

The Committee on Tenure made a preliminary inquiry into the San Antonio situation on November 26-27, 1937, while in session at Houston, Texas. During this meeting numerous teachers from San Antonio and other parts of Texas were interviewed, as were Superintendent Cochran of the San Antonio schools and a number of citizens of that city. As a result of the preliminary inquiry, it was decided to make a thoro investigation of the San Antonio school conditions because of the two following major considerations:

1. The statements made to the Committee and written replies to numerous inquiries indicated the probability of unprofessional and unjust treatment and discharge of teachers in the San Antonio schools.

2. It appeared that general statements had been made in the disparagement of the teaching profession in public addresses given before the state legislature of Texas, before San Antonio service clubs, and other organizations. These statements charged that large numbers of San Antonio teachers were either immoral, diseased, incompetent, or otherwise unfit to teach school. It was felt that if such charges against large numbers of teachers were found to be unjustified, they must be answered in no uncertain terms by a national professional organization.

The Committee on Tenure, having decided to make an investigation, made numerous inquiries by letter and wire, secured documentary evidence from various sources, and made a personal investigation in San Antonio from December 28, 1937, to January 1, 1938. In San Antonio, the Committee interviewed practically every discharged teacher, most of the members of the schoolboard, the superintendent of schools, and numerous supervisors, prin-

cipals, and teachers. Inquiry was also made from a number of leading citizens as to facts and school conditions. As a result of this inquiry, the Committee wishes to make the following report.

Record of Events

1. San Antonio is a city of 250,000 population, of whom about 40 percent are Spanish Americans. It has long been noted for its splendid system of public education. The school situation may best be described by a quotation from J. R. McGaughy in his recent book *An Evaluation of the Elementary School*: "San Antonio, with teachers' salaries which are disgracefully low, and with a school administration which has been wrecked repeatedly by political manipulation, has been outstanding in developing a program of elementary education which can hardly be surpassed in the whole country."

2. Following is a brief statement of the events culminating in the discharge of 42 San Antonio teachers. In November 1936, Hull Youngblood was appointed by the schoolboard to a vacancy created by resignation. He was immediately elected president by the board with their promise that they would give him their full support in carrying out his program. Without taking time to have a thorough evaluation made of the San Antonio schools, he started a movement to eliminate from two to three hundred San Antonio teachers; he claimed that that number were either immoral, diseased, incompetent, or otherwise unfit. At numerous times during the early months of 1937 he made addresses and public announcements indicating such elimination and his reasons therefor.

3. Superintendent Cochran stated that in the spring of 1937, at the request of the president of the board, he required all principals to mark all teachers as either satisfactory or unsatisfactory. When the results of this evaluation were tabulated, it was found that far too few were marked unsatisfactory in the predetermined goal of a purge of from two to three hundred teachers. On the following Sunday afternoon, the president of the board, at a meeting of the principals called by the superintendent, on a few hours' notice, instructed the principals to rate the teachers in accordance with a hastily devised rating sheet, and made the threat that if they did not rate the teachers properly, principals would be employed who would do so. Upon inquiry, the principals were assured that no teacher would be discharged who rated average and that no teacher would be discharged upon a principal's recommendation unless an independent rating justified such discharge. When the rating sheets were turned in, they were reviewed by the president of the board and upon his disapproval of the ratings, they were ranked by the administration and 141 were marked for non-reappointment. Because of protests from individual board members and others, 48 of these names were removed from the list and the schoolboard thereupon approved the non-appointment of 93 San Antonio teachers. Subsequent to the announcement of the non-appointment of this list of teachers, one of them died and two suffered mental breakdowns. Prior to the opening of school in September 1937, other names were removed from the list for numerous reasons. At the present time there are 42 of last year's teaching force who have not been given regular appointments. Of these 42, eleven have a status of "honor teachers" at a salary of \$600 per year, leaving 31 teachers without any official connection with the San Antonio school system.

The following statements are based upon the Committee's investigation:

1. The non-reappointment of the 42 San Antonio teachers was due to varied factors such as misuse of a defective rating system; lack of political or personal influence in some cases and existence of personal dislikes and prejudices on the part of the school officials in some cases; the determination of certain individuals to discharge a large number of teachers. These teachers were not carefully and individually studied and investigated prior to discharge and their discharge was not based upon definite charges or proof of inefficiency, neglect of duty, misconduct, or harmful influence on the children in their charge.

2. These 42 teachers all possess permanent state certificates and most of them were well prepared upon appointment to the San Antonio schools and have continued their professional preparation and study since appointment. Among these teachers are found graduates of North Texas State Teachers College, Oklahoma State Teachers College, Incarnate Word College, San Houston Teachers College, University of California, Southwest Texas State Teachers College, Colorado College of Education, Columbia University, and the University of Texas. They vary in age from thirty-four to sixty-eight and in years of service from $2\frac{1}{2}$ to 33 years in the San Antonio schools, and from 7 to 50 years in total teaching experience.

After careful investigation, the Committee was forced to conclude that, with very few exceptions, these teachers are worthy and competent members of the teaching profession and because of their preparation and services in the San Antonio schools, were entitled to help, and should have had warning and a detailed statement of causes prior to the consideration of their discharge. We must further conclude that these teachers were not reappointed mainly because one person was determined to "increase the turnover" by discharging a large number of teachers altho he stated to the Committee that "I have no way of knowing whether they are good teachers or not."

3. Sixty-six of the discharged teachers were requested to undergo a physical examination, to which they submitted with the expectation that they would be reinstated to their positions if a favorable report were given. The clinic as organized by the schoolboard, was headed by the personal physician of Mr. Youngblood. The character of the clinical examination was unusual in several respects. It included compulsory pelvic examination and Wassermann tests, which were particularly objectionable because of the prior charges of immorality and disease made publicly by the president of the board.

One teacher refused to submit to the pelvic examination and was told that her non-appointment was final.

4. It is also worthy of note that the dismissed teachers who were fifty-eight years of age or older and were placed on the "honor roll" for the alleged reason of physical infirmity, were not given the opportunity of a physical examination by the schoolboard clinic.

5. The retirement law, passed by the Texas legislature in 1937, has not yet gone into effect. It will provide annuities based on average salaries for the last ten years prior to retirement. By being placed on the "honor roll," teachers will have the amount of their annuities reduced under this law. As the law has not gone into effect, the retirement rights of all discharged teachers have been destroyed.

6. The rating plan as used in the San Antonio case was hastily devised, unscientific, and unfair. There was no agreement among the principals and assistant superintendents as to definition of terms used, and the ratings had to be completed in less than twenty-four hours. Those doing the rating had been told that no one would be dropped on the basis of their rating. The Committee found instances of teachers rated by supervisors and principals, whose work had not been inspected or visited for a number of years. There were instances among the discharged teachers of visits by supervisors for the first time in years, whose visits occurred after the ratings had been turned in.

7. The Charter of the San Antonio Independent School District, enacted by the Legislature of Texas, contains the following: "All teachers shall be elected by the board upon the recommendation of the superintendent. Teachers can only be removed upon recommendation of the superintendent with the approval of the board."

It is thus apparent that the final legal responsibility for the non-reappointment of the 141 San Antonio teachers in the spring of 1937 rests alike upon the superintendent and the schoolboard. Had it not been for the recommendation of the superintendent, no San Antonio teacher could have been discharged by the board. Having been discharged, the teachers of San Antonio cannot be re-

instated except upon the recommendation of the superintendent. The investigation shows that the recommendation of the superintendent for the discharge of 141 teachers in the spring of 1937 was obtained by measures and devices which might to some extent be classified as intimidation and coercion, and that prior to the school year of 1936-37 the superintendent had made very few recommendations for the removal or non-appointment of teachers. Nevertheless, the school charter laid a heavy responsibility upon the superintendent for the protection of teachers from unjust discharge by the schoolboard, and he cannot avoid responsibility for their non-reappointment.

The resignation of the president of the board who started the movement for discharge of a large number of teachers, the subsequent reorganization of the board, and the election of three new members in the spring of 1938 created a situation under which the recommendation of the superintendent in regard to the discharged teachers will be given full and just consideration. Under these conditions the full extent of the responsibility of the superintendent for the San Antonio situation cannot be determined until he has made his recommendations in regard to the discharged teachers, to the present schoolboard, and until it is known what efforts he has made to correct the injustices of the prior year.

Conclusions

1. According to the critical evaluation of the Committee on Tenure of the National Education Association, the teaching force of San Antonio is now, as it apparently has been in the past, well above the average for the country in preparation, devotion to duty, community service, self-improvement, and apparently, in health. The Committee finds that the teachers of San Antonio as a whole, are fully worthy of the confidence and respect of the community.

2. To some extent the confidence of the community in its teachers has been unjustifiably shaken by public statements in regard to San Antonio having a large number of unfit teachers, followed by an extraordinary discharge of 93 teachers by the schoolboard. While there are other factors involved, the immediate responsibility for this large "teacher turnover" must be borne by the president of the board, Mr. Youngblood, who had had no experience in dealing officially with a profession. Altho experience shows that schoolboards should legislate and pass on policies, leaving the administrative duties to professional executives, yet this president of the schoolboard, inexperienced in school affairs, took upon himself professional administrative duties such as participating in meetings of principals and assistant superintendents, issuing orders to them, and forcing upon the school system a rating scale.

3. Different types of rating scales for teachers are in use in various sections of the country. Designing a rating scale and applying it justly and efficiently are difficult professional tasks. The rating scale used in the spring of 1937 in San Antonio was improperly planned. Its purpose was not the improvement of teachers in service but it was apparently designed for the intimidation of teachers and the unjust and unprofessional elimination of a large number of San Antonio teachers. The rating plan was forced on the school system, hastily prepared and administered under threat. Its effect was to undermine the morale of the entire teaching force and to create fears and suspicions which may handicap the San Antonio schools for a long period.

4. There can be no professional objection to a properly administered physical examination required of all teachers, but we do question the requirement of the physical examination of a group of teachers for the apparent purpose of justifying their prior dismissal. The examination, as administered in the San Antonio case, could not be tolerated by any professional group of teachers. Where examination of teachers seems desirable, there should be an impartial board of physicians appointed and the findings of other reputable general practitioners and experts should be given careful consideration.

5. Contrary to the best practice over the country, the discharged teachers were given no written statement of the causes for non-reappointment, were in most cases

not given suggestions, prior to discharge, of methods of improving their service, and were given no opportunity of a hearing before the schoolboard.

Recommendations

1. Since there is no tenure law in Texas, the Committee cannot charge infringement of tenure as a violation of law, but does insist, however, that teachers who have served long and well and have given their city an excellent reputation for good schools, are entitled to professional leadership, fair rating, and opportunity for correction of mistakes, a statement of reasons for any proposed discharge, and the right to a hearing before the board in case they feel that they have been unjustly treated. We recommend, pending the passage of a tenure law in the state of Texas, that the San Antonio schools adopt a fair and orderly process of evaluating teachers so that any who may be considered unfit for service may be eliminated.

2. We recommend that if a rating system is deemed desirable in San Antonio, it be planned scientifically and used primarily for the purpose of improving teachers in service.

3. Because, with a few exceptions, the 42 discharged teachers had done and were doing satisfactory work in their positions; because with few exceptions, they were well prepared and had a splendid record of professional improvements during service; and because of the unfairness and unprofessional application of the hastily adopted rating system, we find that these 42 teachers were dropped unjustly and none of them was given notice with an opportunity to correct the faults alleged to be grounds for discharge.

We believe that the best interests of the San Antonio schools would be served by giving these teachers another chance. We further believe that in view of the circumstances, they have suffered unjustifiable financial and professional injury. We, therefore, recommend that these 42 teachers be returned to their regular positions on probation and if it can be legally done, that back salaries be paid to them.

4. We further recommend that

(a) These teachers be re-evaluated according to proper professional standards and that all of those who are capable of doing satisfactory work, whose records are satisfactory—judged by fair and reasonable professional standards—be regularly reappointed.

(b) Those teachers about whose reappointment there may be reasonable professional disagreement, be appointed on probation and subjected to constructive supervision before a final determination is made of their cases.

(c) Those few teachers who show evident physical disability and professionally demonstrable incapacity to teach, be discharged.

This report is submitted by the Tenure executive committee of the National Education Association. The investigation was made by Frances Jelinek, Myrtle Hooper Dahl, Mary Elizabeth O'Connor, Robert C. Keenan, and Donald DuShane.

WORLD FEDERATION OF EDUCATION ASSOCIATIONS¹

PAUL MONROE, COLUMBIA UNIVERSITY, NEW YORK, N. Y., PRESIDENT OF
THE W.F.E.A.

Since I find that many members of the National Education Association know little or nothing about the World Federation, may I first take a few moments to explain what the Federation is and what its connection

¹ Accepted by Board of Directors, June 28, 1938.

with the N.E.A. is, then a few moments concerning our last meeting, and still further, about our coming meeting.

The World Federation was formed by the N.E.A. to carry out its ideal of promoting international understanding and goodwill. At the meeting of the N.E.A. in San Francisco just fifteen years ago, the officers of the National Education Association had invited representatives of many teachers organizations of other countries. Many of those people were present. The result of their deliberations was the formation of the World Federation of Education Associations. This Association has continued to meet biennially since that time. It has met in the following places: Edinburgh, Scotland; Toronto, Canada; Geneva, Switzerland; Denver, Colorado; Dublin, Ireland; Oxford, England; and an intervening meeting at Honolulu.

Last year we met in Tokyo, Japan. The attendance at these various meetings has varied from 3000 to 10,000 teachers. Last year, we were limited by the capacity of the halls available so the attendance was about 3000 to 3500, half of which was Japanese. Of the other half, more than 1000 were American teachers and, I think for the most part, they gained their introduction to Oriental culture and civilization thru that meeting.

The ideals of the World Federation are to promote international understanding thru the acquaintance of teachers. I am a great believer in personal acquaintance as the solvent of all misunderstandings. The first major purpose of the Federation is to see that the teachers of America meet the teachers of other lands, and that the teachers of other lands meet the teachers of the United States. We hoped to provide for that in one way by organizing automobile tours, but they did not materialize as we had hoped they would because everybody interested in them had automobiles. If we were able to take those cars to other countries we could get occupants for them and thus would have the chance to formulate and promote personal acquaintance. We hope to carry that out some time in the future.

I should like to call your attention to the meeting of the Federation next year. The consensus of the teachers in Tokyo was that we should meet in Latin America. We have just received in the last few days, a formal invitation from a teachers organization in Latin America, the one organization that belongs to the Federation, the Teachers Organization of Brazil, which is backed up by the government of Brazil. That will be presented formally this afternoon.

We hope to make the trip, if not around Latin America, at least to include visits to a number of other capitals of South America. We would like to have you indicate to the Travel Bureau of the World Federation, located in the N.E.A. building at Washington, if you are interested at all in this prospective trip, because it must be arranged well in advance. We will have explicit and definite notice ready for the state journals in the September issue.

ANNUAL REPORT OF THE SECRETARY**Achievements**

The purpose of the National Education Association, as stated in the charter, is "to elevate the character and advance the interests of the teaching profession and promote the cause of education thruout the United States." During the history of the Association, from its founding previous to the Civil War up until the beginning of the World War, its membership was never more than 10,000. In 1917 the headquarters office was moved to Washington, D. C., its program of service expanded, and a vigorous campaign to increase its membership and usefulness was inaugurated under the guidance of Secretary J. W. Crabtree.

Today the National Education Association is the largest professional organization in the world. It has at the present time a paid membership of 195,605, which is the largest paid membership in its history. From the first it has been interested in every phase of public education.

Salaries

The Association has worked constantly and vigorously in behalf of teachers' salaries. In 1870 the average salary of teachers in the United States was \$189. In 1917 it was \$655, and in 1931 it was \$1440. During the economic situation thru which we have been passing it has declined to \$1227. The strongest influence in increasing the salary of the teachers in this country has been the research and action, thruout the years, of the National Education Association.

Tenure

For more than fifty years our Association has been fighting for tenure. In 1917 only five states had tenure laws. Twenty-seven states have now freed their teachers from the necessity of annual appointments, and protect them against unfair dismissals. Our Association will not stop its work for tenure until the teachers in every state have tenure protection.

Academic Freedom

Our Committee on Academic Freedom works in closest cooperation with our Tenure Committee and with all other groups interested in protecting the teachers of the nation against the attacks of those who would curb teachers' constitutional and professional rights to freedom of thought and speech.

Retirement

Our Association was a pioneer in advocating adequate retirement allowance for teachers. In 1917 only five states had retirement systems for teachers. Now twenty-nine states have retirement laws. Our goal is forty-eight. We will not lessen our efforts until our goal is reached.

Professional Preparation

The National Education Association, since its organization, has worked vigorously for better professional preparation for teachers. In 1917 there were only 25 four-year state teachers colleges in our country. Today there are more than 150. During the past twenty years, attendance at summer schools on the college level has increased from 40,000 to 400,000, an increase due largely to the attendance of teachers.

Public Relations

Our Association has been working in the public relations field since it started in 1857, building goodwill and financial support for the public schools of our country. Thru its conventions, thru its publication of more than 150,000,000 pages per year, thru magazines, newspapers, radio programs, speeches, and personal contacts, a constant and vigorous program of public relations is consistently and constantly carried on in behalf of our schools. Our Association now has four nationwide radio broadcasts each week—two in cooperation with the National Broadcasting Company and two in cooperation with the Columbia Broadcasting System.

Curriculum

The improvement of the curriculum has engaged the interest of our Association for the past eighty years. *The Report of the Committee of Ten*, published in 1893, is a conspicuous milestone in the history of American education. Such educational leaders worked upon it as Charles W. Eliot, William T. Harris, James B. Angell, and Henry Churchill King.

The Report of the Committee of Fifteen, published in 1895, is another important pioneer document in the fields of the training of teachers, the correlation of studies in elementary education, and the organization of city school systems. This Committee included such leaders as Andrew S. Draper, William T. Harris, James M. Greenwood, and William H. Maxwell.

In 1912 the Commission on the Reorganization of Secondary Education studied the reorganization of high-school subjects. Among the leaders in this work were Thomas H. Briggs, P. P. Claxton, Alexander Inglis, Henry Turner Bailey, James Hosic, and William H. Kilpatrick.

The Cardinal Principles of Secondary Education, issued in 1918, is another milestone in the history of curriculum revision. More than 130,000 copies of this report were distributed. The Seven Objectives set forth in this report have had a great influence on education thruout our country and in other parts of the world.

The seven curriculum yearbooks published by the Department of Superintendence are other examples of continued work in this field. Many *Research Bulletins* have been published that have aided in curriculum development.

School Finance

The first bulletin issued by the Research Division after its establishment in 1922 dealt with problems of school finance. This has been followed by

numerous *Research Bulletins* and studies in helping to build adequate school support based on sound methods of financing.

Administration

The American Association of School Administrators, the Department of Secondary School Principals, and the Department of Elementary School Principals have worked diligently over a long period of time in helping to improve educational administration in the schools of our country.

Teacher Participation

Teacher participation in educational planning has long been urged by our Association. We have recognized that each of the one million teachers in our country can and will help in doing the thinking and in bearing the responsibilities of our educational program if given the opportunity to do so. We believe that any school system that does not use all available ability is failing to do what can be done for its children.

Emergencies

The National Education Association has always come to the front in times of national emergency. Its Commission on the National Emergency during the World War rendered valiant service to education. During the late depression the Emergency Commission fought battles for all the schools.

The Educational Policies Commission is now establishing milestones in educational planning for the years that are just ahead. Its reports—*The Unique Function of Education in American Democracy*; *The Structure and Administration of Education in American Democracy*, which has just come from the press; and *The Purposes of Education in American Democracy*, which will come from the press about the middle of July—will all serve effectively as manuals for guidance and planning in our schools.

Scope of Work

Our headquarters staff of approximately one hundred and fifty people, housed in its new seven-story building in Washington, D. C. (made possible thru the devotion of more than 5000 life members of our Association), is carrying forward a great program of research, service, welfare, publication, and public relations.

Federal Aid

Equal Opportunity

A proper evaluation of the place of public education in our social, economic, and political life must of necessity be based upon the acceptance of the fact that equality of opportunity for all persons within the limits of their capacity and energy is an inalienable right of every American girl and boy. It follows, therefore, that since the only agency yet devised that has succeeded in raising

the masses of the people above a mere literacy standard of enlightenment is the public school, the establishment and maintenance of this agency uniformly open and available thruout the nation is absolutely necessary to equality of opportunity.

Education Necessary for Democracy

A national government that tries to raise the economic, ethical, and cultural standards of its people and at the same time neglects the public school—the only agency that has ever educated the masses of any nation and perhaps the only agency that ever will—is following a policy that can result only in defeat of its objectives and ideals.

Education and Life

These objectives are not obtainable without the benefits of public education. There is convincing evidence to lead us to this conclusion:

1. As a general rule the states having the lowest educational standards are the states with the highest rates of homicide and other crimes.

2. Low standards of education and high relief rates go hand in hand. Statistics from the Federal Emergency Relief Administration show that of the heads of rural families on relief about one-fifth are entirely illiterate, about two-fifths have never been beyond the fourth grade, and nine-tenths have never been beyond the eighth grade.

3. States, cities, and communities with good educational systems enjoy better health, lower death-rates, higher expectation of life than those with poor schools.

4. High standards of education and high economic efficiency and cultural standards go together. Those states which twenty-five years ago were spending the highest percentage of their wealth for education have enjoyed the highest gains in per capita wealth in subsequent years.

Advisory Committee's Report

The Report of the President's Advisory Committee on Education, transmitted to Congress on February 23, 1938, states that the schools of the United States should bring to all our children and to their communities real opportunities for individual and social development. The following services are among those that should be universally available:

1. A well-planned program of general education for all children and young people and also suitable preparation for particular vocations in accordance with the needs of the children and youth.

2. Instruction by carefully selected teachers who are competent and well prepared and who are interested in the development of community life.

3. Safe and sanitary school buildings adapted to a modern program of instruction and related services.

4. Suitable school equipment and instructional materials including books and other reading materials adequate for the needs of children.

5. Student aid when necessary to permit able young people to remain in school at least up to the age of eighteen.

6. Suitable opportunities for part-time and adult education.

Inequalities of Educational Opportunity

The extent, character, and significance of the inequalities of educational opportunity in America have not yet been impressed upon many of our people. To make the picture as vivid as possible let us look at a series of contrasts.

Our city schools have more modern curriculums and buildings than the typical rural schools. Trained and experienced teachers under expert supervision have libraries and instructional materials, while the most poorly equipped teachers have none of these teaching helps.

Contrast the kind of education that can be bought for \$133 per pupil annually with the education that can be bought for \$24 annually.

Contrast the teacher paid \$2500 per year with the one paid \$593 per year.

Contrast the investment in the richest state of \$438 per pupil with that of \$74 in the poorest state.

In eight states the average attendance in the rural schools each year is less than six and one-half months.

For the 2,750,000 children in the nation for whom there are no public school facilities, equality of opportunity is nothing more than an ethereal dream.

In one state practically all children of high-school age are in high school. In another, more than two-thirds of the children never get to high school, largely because there are no high schools for them to attend.

The non-farm population of the northeast section of the United States has only twice as many children of school age as the farmers of the southeast section, but they have twenty-one times as much income. The farmers of the southeast have 14 percent of the nation's school children but they have only 2 percent of the national income.

The farmers of the entire nation have 31 percent of the nation's school children but they receive only slightly more than 9 percent of the national income.

The poorer the community or the state in this country the less are the expenditures for public schools and the greater is the number of children.

In California the average expenditure per person for retail sales is \$374; in Mississippi it is \$71. Surely, no one believes that the people of Mississippi spend only \$71 just because they do not wish to spend more! Small wonder then that California spends $4\frac{1}{2}$ times as much per pupil for schools as Mississippi.

The amount of tax per capita which can be raised ranges from \$18.39 in Mississippi to \$109.33 in Nevada. Assuming that each state should spend an average of \$60 per pupil for schools, it would take 96.5 percent of all tax resources in Mississippi to maintain schools, while in Nevada only 16.5 percent of tax resources would be required.

Education and Taxes

The richer the state the less is the effort required to support schools and the less is the effort actually made. On the whole, the poorer states spend a larger proportion of their tax resources for education than the wealthier states.

A major part of industries and natural resources in many of the states is owned by persons living in other states. This situation drains income from the states where the property is located to the states where it is owned. It has been estimated that in some states as high as 70 percent of all the income produced goes to pay interest, debts, rents, dividends, and profits to people living in other states. One noted economist recently said that the state of Texas is incomparably the richest foreign colony owned by Manhattan.

The modern corporation with its holding companies and interlocking directorates, its devices for avoiding taxation, and its undoubted influence in state legislatures, makes adequate taxation more and more difficult for the states.

Unequal state rates create unfair rates of competition. Rates should be reasonably uniform. These conditions make it desirable that the federal government become the chief tax collecting agency for the states. Whether these statements are agreed to or not, the federal government is rapidly taking over many major sources of taxation. Unless, therefore, it allocates funds back to the states for schools, the schools will never benefit from these funds and the educational problems of the states and communities will become more aggravated.

Federal Aid a Necessity

Education should and can be made a force to equalize the condition of men. It is no less true that it may be a force to create class, race, and sectional distinction. The facts indicate clearly that the schools of the United States, which have hitherto been known as the bulwark of democracy, may in fact become an instrument for creating those very inequalities they were designed to prevent. If, over a long period of years, each succeeding generation is drawn in disproportionately large numbers from those areas in which economic conditions are poorest, if the population reservoirs of the nation continue to be recruited from the economically underprivileged groups, and if the ability of the depressed economic areas and groups to provide equal opportunity for the education of their children is not corrected by aid from areas and groups more prosperous, the effect on American civilization and on representative political institutions may be disastrous. No sound plan of local or state taxation can be devised and instituted that will support in every local community a school system which meets maximum acceptable standards. Unless the federal government participates in the financial support of the schools and related services, several million of the children of the United States will continue to be largely denied the educational opportunities that should be regarded as their birthright.

We have come a long way from the first meager schools along the Atlantic Seaboard to our present educational system which enrolls thirty million of

our youth. If, however, our public school program is to be made really effective under present conditions, the federal government must assume a just share in the cost of properly instructing and guiding the youth of this nation.

Action Needed

The National Education Association has been working for federal aid to education since the close of the War Between the States. Great progress has been made toward this goal. The time has now arrived when federal aid to public schools can be secured without federal control. We are asking the intelligent cooperation of everyone interested in the welfare of children to help us reach this goal during the first session of the 76th Congress, which opens next January.

Our Professional Organizations

The purpose of professional teachers organizations is the maintenance and improvement of the educational service. In order to achieve this purpose it is essential that there should be continuous study and research with respect to the process of education, the conditions under which the process is carried on, the results achieved, and the means of its improvement; promotion of all movements which will give stability and progressive character to educational undertakings; provisions which will insure the continued professional growth of those engaged in the service of education; and the maintenance of such relationships with the public as will secure economic welfare, social security, and civil liberties for those who serve the public in carrying on education.

Our professional organizations should define and publicize the civic and professional rights and obligations of teachers.

United, aggressive action is needed on the part of all teachers organizations. Membership in a local teachers organization should include membership in the state education association and in the National Education Association. We are all working together on common problems.

One of the biggest needs in our profession is confidence in ourselves. We are doing the most important work that is being done by any organized group in our country. We are developing the individual human being so that he may be of the greatest possible use to his family, his community, his state, and his nation. We should have just pride in our work and should constantly seek closer unified action in behalf of our thirty million young people and our one million associates.

Appreciation

I take this opportunity to express my deep appreciation to President Woodruff for her inspiring leadership during the year. I am grateful for the wise guidance and counsel of the members of the Executive Committee, the Board of Trustees, and the Board of Directors. The secretaries of the state teachers associations without a single exception have been most helpful and cooperative, as have the state superintendents and presidents of the state teachers associations. I am appreciative of the help given to me and to the

National Education Association by the delegates of the Representative Assembly and by thousands of outstanding educational leaders in our classrooms and administrative offices thruout the country. Many helpful suggestions and constructive criticisms have been received which have helped our Association to do better its important work.

I am deeply indebted to all members of the headquarters staff for their efficient help and willing support.

Each member of our Association has helped thru the contribution of membership dues, thru suggestions, and thru loyal cooperation to carry forward the program of service to the children and teachers of our nation.

DIVISIONS, DEPARTMENTS, AND COMMISSIONS

The following summaries of the work done at headquarters by divisions, departments, and commissions will be of interest to those who wish to know more of the detail of our work.

Accounts and Records

Mary Jane Winfree

This Division is responsible for the receipts and disbursements of all moneys, the records of all memberships, the maintenance of promotion plates, and membership records for the Departments of Rural Education, Adult Education, and Secondary Education.

All financial reports of the divisions and departments are prepared here, and this office assists the Treasurer in handling all financial matters.

The present number of memberships and records carried in this office constitutes a high peak in the history of the Association.

This office, with the approval of the Trustees, has adopted a more businesslike method of management for the Life Memberships from which the Permanent Fund is derived.

Business

Harold A. Allan

Activities of this Division are both administrative and revenue producing. The general administrative work includes supervision of expenditures, interpretation of financial accounts, assistance in budget preparation, and personnel finances and records. Duplicating, addressing, and mailing service with purchasing and distributing of supplies and printing are handled for the Association. The Division has responsibility for operation of the building and its equipment. The arrangement of conventions includes the operation of exhibits, which with sales of publications and advertising in the *Journal*, are important sources of revenue.

Financially the Association has enjoyed a good year with an income in excess of expenses of approximately \$26,600. Every care has been exercised to operate within budgeted allowances. The only conspicuous item of excess of expense over appropriation is that for the *Journal*, caused by larger editions made necessary by membership gains and by increases in the number of pages in the September *Journal*, to cover the convention, and in

other issues as required for advertising. The restoration of the normal salary schedule, which was effective September 1, 1937, has been possible without sacrifice of support for other enterprises.

Attention may again be called to the value and effectiveness of the Association's Retirement Annuity Plan, demonstrated during the past year thru benefits paid on account of death and disability, as well as thru the usual salary savings payments. Total assets of this account, in the form of cash values and dividends, amount to \$154,532.66, of which the Association has rights to the amount of \$55,284.58, with the balance standing as credits to the employees.

Fortunately our *Journal* has continued to gain in advertising receipts. The rate of increase for the issues from September 1937 to May 1938 over those for the preceding year is 11.42 percent. It is encouraging that this gain is accounted for chiefly by increased advertising from publishers and manufacturers of classroom equipment.

The condition of the Association property is excellent. No unusual outlays to maintain this condition are required. The program undertaken last year for replacement of worn office appliances should be continued on the same moderate basis.

Classroom Service

Agnes Winn

The work embraces a variety of activities but in general these may be grouped as follows: assisting the local affiliated associations, over 600 in number; and assisting the Department of Classroom Teachers with convention plans, correspondence, committee work, field trips, and editorial work.

Much of the work in this office revolves around the local affiliated associations. It includes keeping the official records of these groups, as well as keeping in touch with the officers and helping them with their problems thru correspondence and materials. Requests are received in the Division for information on many professional problems such as group insurance, credit unions, loan and relief funds, tenure, and retirement. In cooperation with the Research Division, an inquiry was sent this spring to all local affiliated associations that sponsor a group insurance plan. The returns will be tabulated and published in the form of a report to assist those desiring information along this line.

To aid teachers in organizing and to assist groups already organized but wishing to enlarge their activities, a manual for leaders was compiled. This manual, based on returns from a questionnaire sent out to local organizations, has been in great demand. Early last fall the Department of Classroom Teachers published a handbook as a guide for organizing and conducting teachers associations. This has proved to be very beneficial.

More than sixty local teachers associations sponsor publications. An effort is made to secure copies of all of these for headquarters. These publications are kept on file and furnish one of the best means of keeping in touch with the activities of local groups.

Because a large number of the official delegates to the Representative Assembly come from these local affiliated groups, it is important that a close relationship between them and the Association should be developed. Much has been done along this line during the past two years, and it is hoped that even more can be done in the future. Many of the affiliated groups which have large local memberships have only a few N.E.A. members enrolled. This presents a fertile field for intensive work in membership promotion.

The general secretarial work for the Department of Classroom Teachers has included an extensive promotion campaign for the sale of the Ninth Yearbook, *Fit To Teach*; assisting the officers in planning field trips and in convention plans; and editorial work on the *News Bulletin*, the *Official Report*, and other publications.

Field

Charl Ormond Williams

One of the responsibilities of the Field Division is the development and maintenance of friendly relations with lay organizations. In accordance with the recommendation in the Division's 1936-37 report, such work with the National Congress of Parents and Teachers has been continued during the past year. As chairman of the Committee on School Education of the National Congress, to which she was reelected in May 1937 for a three-year term, the director of the Field Division has fostered a study and understanding of certain problems in education on the part of the state chairmen whose work is that of interpreting these problems to the members of parent-teacher associations and to the public.

At the beginning of the year a plan of work was drawn up for the three-year term of this administration, calling the attention of state chairmen of School Education to seven current problems in education: namely, adequate taxes for schools; federal aid for education; more diversified school curriculums; training, compensation, and protection of teachers; safe and sanitary school buildings; modern equipment; and development of kindergarten training. In addition, a program of action was prepared for local chairmen, emphasizing the same problems outlined in the plan of work, suggesting activities that might be carried on in connection with each, and offering a limited list of references on the various subjects. During the three-year period in which this program of action will be used, it is estimated that at least 250,000 copies of it will be printed and distributed thruout the forty-eight states.

Two radio broadcasts were a part of the Division's work in connection with the National Congress. Perhaps the most far-reaching piece of work the Division has done in its relationship to this group was the planning and editing of the publication, *Our Public Schools*. This book, written by nineteen well-known authors, was published by the Congress in 1934, and 30,000 copies have been distributed. It has been used extensively not only by members of parent-teacher associations but by other lay groups and

teachers as well. Plans are being made for the rewriting of this book, bringing it up to date and making it usable for at least another five-year period.

Inspired by the outstanding influence of *Our Public Schools*, several states have published books setting forth their respective educational needs. The latest book comes from Tennessee and will be ready for distribution in the fall of 1938.

Travel by the field secretary was unavoidably curtailed during the year because of an unfortunate accident in the early fall. Much time has been spent lately in correspondence with leaders in the teaching profession and in developing plans for future field work. This correspondence revealed that it is the consensus of certain leaders in the field of teacher training that greater effort needs to be put forth to give teachers, as a basic part of their preparation, a philosophy and a technic for effective cooperation with other members of the profession and with the lay public. Teachers have a triple relationship: with students in their classrooms, with members of their profession, and with people in their communities.

In order to reach teachers now in service, George Peabody College for Teachers, Nashville, Tennessee, will conduct an experiment during the second session of its summer school when 1800 leaders in education will assemble. Adapting a well-known idea to the particular problem of teacher training, Peabody College, with the cooperation of the Tennessee Education Association and the National Education Association, will hold an "Institute of Professional Relations," July 21-23, 1938. In May the field secretary visited Peabody College and, in cooperation with S. C. Garrison, president, and the committee which he appointed to have charge of the experiment, made plans for this Institute. It is hoped that the general plan for an Institute of Professional Relations worked out at Peabody College may be adapted by other similar groups.

The Field Division will encourage the development of plans by which the National Education Association may cooperate with teacher-training institutions, so that prospective teachers and those now in service may become increasingly aware of the value of effective cooperation with other teachers and with the lay public.

Membership

T. D. Martin

The paid membership on May 31, 1938, was 195,605—a new all-time record and an increase of 14,377 over the corresponding figure of 1937. The income from active membership dues during recent years has been:

1929-30	\$358,029
1930-31	379,248
1931-32	375,916
1932-33	308,258
1933-34	320,367
1934-35	322,524
1935-36	335,931
1936-37	366,306
1937-38	390,027

During the past year thirty-two states showed an increase in membership, ranging from 10 to 12,181. Seventeen states and territories won places on the Victory Honor Roll for having achieved at least a 10 percent increase in membership. Further details regarding the membership will be found later in this report.

The principal functions of the Membership Division are the maintenance and promotion of the membership of the Association. These responsibilities are carried on in close cooperation with the executive secretary, the Membership Committee of the headquarters staff, the state directors, and other state and local leaders.

During the past year the activities of the Division have included the preparation and distribution of letters, leaflets, and enrolment blanks; the enrolment of new Life Members; the maintenance of the One Hundred Percent Honor Roll; the preparation of articles for the *N. E. A. Journal*; the preparation of monthly "News Notes From the Headquarters Office"; field trips; public addresses; group and individual conferences; and an extensive personal correspondence with special leaders who are sponsoring local enrolment campaigns.

The One Hundred Percent Honor Roll published each month in the *Journal* consists of those schools and school systems which have enrolled in the National Association all of the teaching and administrative staff. This year it has included 48 counties, 33 teacher-training institutions, 447 cities, and 6,874 individual schools. This was 392 more schools than were on the Honor Roll in 1936-37.

Thru a cooperative arrangement with the Division of Publications student memberships have been encouraged again this year. A select list of 84 state teachers colleges, 8 departments of education in liberal arts colleges, and 8 schools of education in state universities accepted the invitation to have their students enrol in the Association during the last six months of their senior year and to use the *Journal of the National Education Association* in their class work. This plan introduces prospective teachers in a very practical manner to the opportunities, the aspirations, and the problems of the organized profession. Fifty-eight hundred students took advantage of this opportunity this spring.

The chief problem with which this Division is confronted is that of securing a growing membership with the least possible expense of time, energy, and money. This requires the aggressive efforts of state and local leaders who are acquainted with the important services of the Association, who understand the imperative need for organized cooperation, and who know how to plan and put into effect successful enrolment procedures.

Letters and leaflets from the headquarters office are important elements in the enlistment program but they have but little effect except as they are given life and vitality by the enthusiasm of local leaders who have caught the vision of what may be accomplished by "a united profession." State directors are assuming an increasing part in the enrolment work and to them belongs the credit for the new all-time record achieved during the past year.

ANNUAL MEMBERSHIP REPORT OF THE NATIONAL EDUCATION ASSOCIATION

May 31, 1938

Estimated number of teachers employed	Number of N.E.A. members	Percent of teachers enrolled
1. New York..... 80,492	1. New York..... 23,616	1. Nevada..... 79
2. Pennsylvania.... 63,757	2. Pennsylvania.... 21,097	2. Utah..... 59
3. Illinois..... 47,677	3. Ohio..... 17,237	3. Arizona..... 52
4. Texas..... 46,260	4. California..... 17,099	4. Delaware..... 46
5. California..... 45,211	5. Illinois..... 11,459	5. Colorado..... 41
6. Ohio..... 42,380	6. Michigan..... 8,455	6. Ohio..... 41
7. Michigan..... 33,500	7. New Jersey..... 7,690	7. California..... 38
8. Massachusetts... 27,869	8. Indiana..... 6,611	8. Washington..... 35
9. New Jersey..... 27,593	9. Wisconsin..... 6,303	9. Pennsylvania.... 33
10. Missouri..... 25,598	10. Missouri..... 5,826	10. New York..... 29
11. Iowa..... 24,837	11. Washington..... 4,076	11. Indiana..... 29
12. North Carolina... 24,235	12. Massachusetts... 3,753	12. Oregon..... 29
13. Indiana..... 22,537	13. Colorado..... 3,715	13. Wisconsin..... 29
14. Minnesota..... 22,046	14. Kansas..... 3,550	14. New Jersey..... 28
15. Wisconsin..... 21,941	15. Iowa..... 3,295	15. Vermont..... 28
16. Georgia..... 21,040	16. Texas..... 3,242	16. Michigan..... 25
17. Oklahoma..... 19,883	17. Minnesota..... 2,810	17. Illinois..... 24
18. Tennessee..... 19,348	18. Virginia..... 2,710	18. Wyoming..... 23
19. Kansas..... 19,101	19. Utah..... 2,683	19. Maine..... 23
20. Alabama..... 18,873	20. Kentucky..... 2,679	20. Missouri..... 23
21. Kentucky..... 18,614	21. Oregon..... 2,176	21. Kansas..... 19
22. Virginia..... 17,165	22. Alabama..... 2,113	22. Virginia..... 16
23. West Virginia.... 15,123	23. Nebraska..... 1,947	23. Connecticut..... 16
24. Mississippi..... 14,912	24. Louisiana..... 1,938	24. Maryland..... 15
25. Nebraska..... 14,429	25. Arizona..... 1,934	25. Idaho..... 15
26. South Carolina... 13,768	26. Tennessee..... 1,782	26. New Hampshire.. 15
27. Louisiana..... 13,517	27. West Virginia.... 1,665	27. Kentucky..... 14
28. Arkansas..... 12,699	28. Connecticut..... 1,662	28. Louisiana..... 14
29. Florida..... 12,409	29. Georgia..... 1,603	29. Nebraska..... 13
30. Washington..... 11,584	30. Florida..... 1,574	30. Massachusetts... 13
31. Connecticut..... 10,566	31. Maine..... 1,446	31. Iowa..... 13
32. Colorado..... 9,050	32. Oklahoma..... 1,379	32. New Mexico..... 13
33. South Dakota.... 8,907	33. Maryland..... 1,320	33. Minnesota..... 13
34. Maryland..... 8,800	34. North Carolina... 1,292	34. Florida..... 13
35. North Dakota... 8,334	35. South Carolina... 1,108	35. Alabama..... 11
36. Oregon..... 7,537	36. Mississippi..... 946	36. West Virginia.... 11
37. Maine..... 6,290	37. Delaware..... 776	37. Montana..... 9
38. Montana..... 5,444	38. Vermont..... 760	38. Tennessee..... 9
39. Idaho..... 4,621	39. South Dakota.... 740	39. South Dakota.... 8
40. Utah..... 4,564	40. Nevada..... 723	40. South Carolina... 8
41. Rhode Island.... 4,500	41. Idaho..... 689	41. Georgia..... 8
42. New Mexico..... 4,225	42. Wyoming..... 630	42. North Dakota... 7
43. Arizona..... 3,746	43. North Dakota... 621	43. Texas..... 7
44. New Hampshire.. 3,025	44. Arkansas..... 575	44. Oklahoma..... 7
45. Vermont..... 2,746	45. New Mexico..... 560	45. Mississippi..... 6
46. Wyoming..... 2,695	46. Montana..... 509	46. North Carolina... 5
47. Delaware..... 1,683	47. New Hampshire.. 443	47. Rhode Island.... 5
48. Nevada..... 916	48. Rhode Island.... 233	48. Arkansas..... 5
Alaska..... 297	 296	 99
Dist. of Columbia 3,056	 1,370	 45
Hawaii..... 2,755	 2,594	 94
Other possessions. 33,685	 158	
Foreign.....	 137	
Totals.....935,840	195,605	21

VICTORY HONOR ROLL

States Which Have Increased Their N. E. A. Membership Ten Percent or More

State	State director	Membership May 31, 1938	Percent of increase
New York.....	Frederick Houk Law.....	23,616	107
South Carolina.....	A. C. Flora.....	1,108	72
North Carolina.....	Elmer H. Garinger.....	1,292	70
Arkansas.....	W. E. Phipps.....	575	61
Alabama.....	L. Frazer Banks.....	2,113	35
Connecticut.....	Helen T. Collins.....	1,662	28
Vermont.....	Joseph A. Wiggin.....	760	25
Maryland.....	Eugene W. Pruitt.....	1,320	23
Florida.....	James S. Rickards.....	1,574	22
Maine.....	William B. Jack.....	1,446	22
New Jersey.....	Lester A. Rodes.....	7,690	19
Virginia.....	Mrs. Edith B. Joynes.....	2,710	16
Rhode Island.....	James F. Rockett.....	233	13
Alaska.....	Everett R. Erickson.....	296	13
Nevada.....	C. Layton Galbraith.....	723	11
Indiana.....	Charles O. Williams.....	6,611	10
Kansas.....	F. L. Schlagle.....	3,550	10

The demand for a simple procedure by which teachers may enlist in their local, state, and national professional organizations at the same time continues to increase. The experiment tried this year by New York state of sending out N. E. A. enrolment blanks with its state enrolment blanks has worked successfully and is, in part, responsible for the remarkable growth in membership which the Empire State has made.

Many progressive local associations are adopting some form of "conclusive" or "budget" procedure which enables their members to enrol promptly in the fall and to pay the dues after receiving October or November salaries. Early enrolment is important that the members may receive their copies of the *Journal* without delay.

The prospects for continued growth are good. Teacher-training institutions are giving increasing attention to problems of professional organizations. Student memberships give prospective teachers firsthand contact with these problems and prepare them for personal participation. State and local leaders are beginning to see more clearly than ever before that many of their most serious problems have national implications and, for solution, require the assistance of a strong national association. State directors are assuming a more enthusiastic and definite responsibility for membership progress in their states. The growth in membership will probably be gradual and steady, rather than spectacular. The present goal of a 10 percent increase or more in each state serves as a reasonable objective and should be readopted for 1938-39.

Publications

Joy Elmer Morgan

The Journal

The Journal and the Association—During 1937-38 the *Journal* rendered more effective service to the Association than in any previous year. Over half the total text space and many columns in "Notes and Announcements" were devoted to the Association, its departments, and committees, as follows:

- 26 pages on Association activities and achievements
- 14 pages on departments and committees
- 13 pages on the report of the Committee on Social-Economic Goals of America
- 16 pages on the summer convention at Detroit
- 21 pages on the winter convention at Atlantic City
- 10 pages on plans for the forthcoming convention at New York City
- 22 pages on American Education Week, including special curriculum material on the United States Constitution
- 10 pages on the Horace Mann Centennial
- 9 pages on teacher welfare, including federal aid, tenure, and salaries
- 4 pages on the work of the Educational Policies Commission
- 15 pages on 100 percent schools and Life Members

The Journal and Membership—The *Journal* is the one universal service of the Association that reaches every member directly and regularly. It is the one instrument by which the work of the Association can be brought to the attention of the entire membership. We cannot afford to put less than our best into its pages. The *Journal* has passed thru three stages in its development: the first stage centered around the idea that the Association must be made better; the second, that work in the schools must be made better; the third, that life in the nation must be made better. No phase of this threefold emphasis can be omitted without leaving an incomplete service to the reader. As more effective service is rendered in these three fields, membership will increase, the quality of teaching will improve, and our democracy will be stronger.

Use of the Journal in the Schools—From the beginning, the *Journal* has been indexed in *Readers' Guide*, which is the standard index of periodical literature. Last year the *Journal* was one of 25 selected from all periodicals in America—and the only one from the field of education—to be indexed in *Readers' Guide Abridged*, a valuable index to the more commonly used periodicals. The need for this new index was created by the rapid growth of libraries in smaller schools. Selection of the 25 periodicals to be included was based on those most widely used in high schools. Thus the indexing of the *Journal* in *Readers' Guide Abridged* makes available to high-school students and teachers the wealth of material available thru the *Journal*. The use of the *Journal* in classes offers an excellent opportunity to teach the school in the schools.

The *Journal* is also widely used in elementary schools. The following account of how an elementary-school teacher in Illinois uses the *Journal* is typical of many letters received at headquarters:

I find the N.E.A. *Journal* not only a very interesting magazine but also an authoritative source of information. Some may be of the opinion that it is to be read and used only by the teacher, but I have found much material that has been useful in practically all the grades. We have used some of the topics as study units in the social studies while others offer splendid supplementary material for work in the pupils' textbook. I will mention just a few of the many discussions which I think many teachers will find helpful in awakening purpose and inspiration in their pupils. In the September issue we find an article entitled "Rich Land—Poor Land." Every rural pupil should be benefited by this and can apply it in connection with his study of agriculture. Then there is an article on "Alcohol and Narcotic Drugs." We used this with our study of eighth-grade physiology. A third article is a discussion on language which makes it a "living process." The October issue has one article on "Making the Constitution," which alone is worth the cost of the magazine.

The Journal and the Future Teacher—In the belief that the future of American democracy rests upon the quality of its teachers, the *Journal* has for several years sponsored a movement to encourage the best young men and women to enter teaching as a career, and also to begin their professional growth while they are still in college. There are two phases of this movement:

1. The *Journal* has urged the formation of Future Teachers of America clubs in high schools and colleges. This plan is an outgrowth of the work of the Horace Mann Centennial and can be carried forward thru the *Journal* on a self-sustaining basis using many of the materials already developed. The purpose is not to increase the number of would-be teachers, but rather to encourage as candidates for the profession only those who in aptitude and character have the most potentialities for becoming worthy teachers.

2. The *Journal* began four years ago a plan of student membership in the National Education Association. Under this plan students in the senior classes of teachers colleges and schools of education may be enrolled in the N.E.A. as of January 1 and receive the *Journal*, without charge, January thru May. The following fall those students securing positions join the Association and for their first \$2 dues have thus secured an 18-month membership. This year 5710 students in 99 colleges have had the opportunity to become acquainted with the far-reaching services of the National Education Association.

The Journal and Personal Growth Leaflets—We live in a world that is baffling enough to adults but even more so to many youth attempting to secure a foothold. Despite the complexity of our times there are certain central factors in an individual's life which persist today as in earlier generations when the exterior world was simpler. Toward these essentials are directed the Personal Growth Leaflets sponsored by the *Journal*.

The first leaflet in the new series of Personal Growth Leaflets is entitled *Your Life in the Making*. It was first published in the *Journal* for May 1935 and in revised form in the April 1938 issue where it was ranked first by *Journal* readers. It has been attractively reprinted as a 16-page gift booklet, 3 x 5 inches in size to fit into the regular filing cabinet. Over 100,000 copies have already been sold.

Earlier editions of these leaflets have appeared in the *Journal* from time to time under such titles as: *Your Mind in the Making*, *Your Profession in the Making*, *Shall I Become a Teacher?* and *Learning To Be a Leader*. These leaflets and several new ones now in manuscript will be published in the *Journal* and in leaflet form during 1938-39 as frequently as seems desirable.

Personal Growth Leaflets are intended to contribute to the guidance movement by offering material which can be put into the hands of young people at small cost. They are a powerful tool in the hands of a resourceful teacher. They may be used in guidance classes, with school clubs, with Boy and Girl Scouts, in CCC camps, with individual students, and as graduation gifts.

The Journal and Reader Cooperation—Each year thousands of people contribute to the *Journal* thru suggestions they make in their letters or in personal conversation, thru the manuscripts they send in, thru their cooperation on committees and in the official bodies of the Association, and thru their contribution to educational thought as recorded in other magazines and books which are systematically checked in *Journal* planning. Each month thru the *Journal* Checkup, readers are invited to name their favorite article in the current issue and also to suggest improvements or additions. Following are the *Journal* articles ranked first by readers during 1937-38:

September—"Language—A Living Force in Education"—Howard R. Driggs

October —"Making the Constitution"—H. L. Donovan

November—"The Meaning of American Citizenship"—Editorial

December—"Walking with God Today"—Albert W. Palmer

January —"Social-Economic Goals of America"—N.E.A. Committee

February —"Teaching Economics to Children"—Editorial

March —"Rating Teachers' Personal Effectiveness"—Bernice Baxter

April —"Your Life in the Making"—Joy Elmer Morgan *tied with*
"Helen Keller's Message to Teachers"

The Journal and the Interpretation of Education—The *Journal* has been a pioneer in the movement to interpret education to the people, which is one of the major objectives of the National Education Association. A file of the *Journal* since the first issue in January 1921 is the most comprehensive, single source on the interpretation of education. The *Journal* has fostered the establishment of the following projects, each of which made substantial gains during 1937-38: (1) American Education Week; (2) celebration of educational anniversaries; (3) teaching the school in the school; (4) material for laymen in their study of the schools; and (5) vitalized commencements.

The Horace Mann Centennial, sponsored by the National Education Association during the two school years 1936-37 and 1937-38, has been one of the greatest educational celebrations in the history of the country. With the publication of *Go Forth and Teach*, the latest book to be made available as a result of the Centennial, more than 3000 pages in 15 books have been printed by the Committee and other groups. It would be impossible to mention all the events which have taken place in thousands of communities and schools thruout the nation. The commencement programs and birthday observances in the schools have been particularly effective. Hundreds of addresses have been given; portraits, school posters, and memorial plaques have been made available. Radio programs and hundreds of articles in educational and lay press, including 38 pages in the *Journal*, have carried the story of the public school movement in America to the people.

Planning the Journal for 1938-39—*Journal* planning and development is a continuous process and occupies members of the staff thruout the year. The editor has spent some 300 hours in conference with the *Journal* staff, the *Journal* Committee, officers of the Association, with division heads, and with individuals at conventions and in the field. Another 600 hours have gone to reading books, periodicals, and research studies looking toward the development of material for the *Journal*. The *Journal* Checkup is studied each month for clues and suggestions as to reader interest.

The *Journal* for 1938-39 will develop a series of four service pages each month covering elementary schools, high schools, rural schools, and colleges and universities. Adult education will be emphasized under both high school and college. It is hoped that these pages will make a vital appeal to members in their teaching activities. There will also be an effort to give additional significance to the Honor Roll lists by adding to them projects which will set various schools to work on the problems of the profession.

American Education Week

Achievements—American Education Week was founded in 1921. It is sponsored by the National Education Association in cooperation with the American Legion, the United States Office of Education, and the National Congress of Parents and Teachers. It has achieved status as a recognized national observance significant not only to the profession and the schools, but to every parent and citizen as well as to our democracy. Responsibility for the observance is carried by the Division of Publications under the direction of Lyle W. Ashby.

Each year more than 7,000,000 parents and citizens visit their schools during American Education Week. Millions of others are reached thru the press, radio, and in other ways. Thus they keep in close touch with the work of the schools. The observance has become a key part of the permanent, continuing program of educational interpretation in thousands of school systems. And the need for educational interpretation is ever increasing.

An entirely new plan is being carried out in the preparation of materials for the 1938 observance, around the general theme "Education for Tomorrow's America." Each packet will be organized by folders especially prepared by a field committee on each day's topic for the kindergarten-primary school packet, the upper elementary-school packet, the high-school packet, and the rural school packet. Each folder will contain suggestions to the extent of five or six thousand words in loose leaf form. Twenty field committees are cooperating in the development of these folders. Their splendid cooperation is expected to result in superior and practicable materials which will be available September 1 from the National Education Association.

Association Publicity

The Publicity Section of the Division of Publications, under the direction of Belmont Farley, is responsible for radio programs sponsored by the National Education Association, and convention and general publicity.

N. E. A. radio programs began their seventh year on the air in October 1937, presenting three programs: first, the quarter-hour program each Wednesday from October thru June, called *Our American Schools*, which was devoted to interpreting schools and education. Of a total of 38 programs broadcast, 25 were dramatic in character, while others presented in speech or interview members of Congress and other leaders in American life. Second, the Saturday morning program of *Our American Schools*, which was broadcast each week during the same period and directed by Florence Hale. It covered such topics as problems of teacher welfare and what is going on in the American schools and why. Third, a new program, *Exits and Entrances*, a series of 13 half-hour programs which was presented by the Publicity Section in cooperation with the American School of the Air. This program presented highlights in the world's news dramatized for high-school use.

From both the Detroit and Atlantic City conventions, ten network programs and several local programs were broadcast. Five local programs were broadcast from the convention of the American Association for Health, Physical Education, and Recreation, at Atlanta, April 20-23, 1938.

Convention and general publicity—The Publicity Section sends advance and followup convention stories to newspapers and educational magazines, and operates a press office at convention headquarters. Contacts are maintained thruout the year with national, state, and local organizations, both lay and professional. Articles on N. E. A. research studies and other publications are sent to educational magazines and to the general press.

Radio plans for 1938-39—Arrangements have been made to continue *Our American Schools* in two quarter-hour programs each week on the red network of the National Broadcasting Company, and to sponsor two half-hour programs each week in the series of the *American School of the Air* broadcast on the Columbia Broadcasting System networks. The N. E. A. will therefore be represented on the radio networks four times each week during 1938-39.

Effective interpretation consists rather in building a program of publicity than in merely reporting what happens. The amount and quality of an organization's publicity depends largely upon the extent to which its activities have been planned purposely to make publicity possible. For the improvement of the public relations of the Association, it is recommended that more of its publicity be planned in advance, and that less dependence be placed upon publicity than is incidental or accidental in character. This principle of publicity, long accepted and practiced by commercial organizations, can be effectively used, (1) in planning the annual convention programs to include activities that will compel the attention of press and radio, and (2) in planning the program of research to include problems for which the public considers itself partly responsible.

Association Publishing

The past decade has witnessed an amazing growth in both quantity and quality of Association publications. They supply a living stream of facts, plans, ideals, and inspiration. The editing, proofreading, and other proc-

esses involved in the publication of over 150,000,000 pages of printed material were carried forward by the Printing Section of the Division of Publications during 1937-38 under the direction of Mrs. Mildred B. Berry. Major publications of the Association for the year are as follows:

- N. E. A. Journal
- A. E. W. Publications
- N. E. A. Proceedings
- Department Yearbooks
 - American Association of School Administrators
 - American Educational Research Association
 - Classroom Teachers
 - Elementary School Principals
 - Rural Service
- Research Bulletins
- Bulletins of Departments
 - American Association of School Administrators
 - Classroom Teachers
 - Kindergarten
 - Review of Educational Research
 - Secondary Education
- Educational Policies Commission Reports
- Report of N. E. A. Committee on Social-Economic Goals
- Programs, Manuals, and Reports

The chief problem in Association publishing is how to increase the distribution and use of N. E. A. publications. A special feature during 1937-38 in the Notes and Announcements section of the *Journal*, entitled "New N. E. A. Publications," added greatly to their effectiveness. This feature will be continued during 1938-39.

Research

With the assignment of William G. Carr as secretary of the Educational Policies Commission, active supervision of the Research Division has been delegated to Frank W. Hubbard, associate director.

Accomplishments

The Research Division of the National Education Association was organized in 1922. During the intervening years the activities of the Division have tended toward four types of work: (1) *research*—analytical, statistical, historical, and descriptive reports of professional problems; (2) *informational*—preparation of bibliographies, memorandums, and answers to special letters of inquiry; (3) *editorial and consultative*—preparation, revision, reorganization, and verification of manuscripts prepared for yearbooks, committee reports, etc.; and (4) *administrative*—planning and direction of various projects.

General Areas of Work

Research—The most characteristic research reports of the Division are the issues of the *Research Bulletin*. Bulletins completed for the current school year include: (1) "Federal Support for Education" (the issues and the facts); (2) "Improving Social Studies Instruction" (what 1800 classroom

teachers think); (3) "Population Trends and Their Educational Implications" (growth, internal movement, occupations, etc., and the school questions raised thereby); (4) "From High School to College" (guidance procedures of 1300 high schools and 400 colleges); and (5) "Why Schools Cost More" (effects of purchasing power of school money, increased enrolments, and increased quality of school services).

For the next school year bulletins are in progress on the following topics: the professional status of teachers, safety education, the economic status of rural teachers, salaries paid in 1938-39 in city school systems, and teacher load in elementary and secondary schools.

Informational—Each year the Research Division answers some 5000 letters of inquiry. These are sent in by students, classroom teachers, parents, board members, principals, and superintendents. To do this work requires many hours of library searching, preparation of memorandums, and the compilation of bibliographies.

The Research Division, in cooperation with the Educational Research Service has supervised the preparation of the following circulars during the current school year: (1) "Size, Tenure, and Selection of Boards of Education in Cities above 30,000 in Population"; (2) "Levels of Training and Training Requirements for Teachers in 186 City School Systems"; (3) "Questionnaire Studies Completed" (an annotated list); (4) "Education in Lay Magazines"; (5) "Salary Schedules for Principals in 84 Cities over 100,000 in Population"; (6) "Employment Status and Leaves of Absence for Teachers, 1937-38"; and (7) "Enrolment Trends in City School Systems, 1933-34 thru 1937-38."

Editorial and consultative—The Research Division of the National Education Association assists in the preparation of the yearbooks of three departments. This work involves the preparation of outlines, collection of data, drafting and revision of chapters, and general editing.

The 1938 yearbook of the Department of Elementary School Principals is being completed under the title, *Newer Practises in Reading in the Elementary School*. The Editorial Committee of the Department of Elementary School Principals has begun work on the 1939 yearbook dealing with the problem of enriching the curriculum for the elementary-school child. Richard R. Foster, assistant director of research, is consultant on both the 1938 and 1939 volumes.

A joint committee of the Department of Classroom Teachers and the American Educational Research Association is preparing a yearbook on the implications of research for the classroom teacher. An attempt is being made to show teachers how the outcomes and implications of research may be turned to the improvement of instruction. According to present plans the yearbook will be available about the time of the winter meeting in 1939. Ivan A. Booker, assistant director of research, is working with this Committee.

The 1939 yearbook of the American Association of School Administrators will treat the problem of the superintendent in the small school system. The yearbook will be distributed in February 1939. In 1940 the yearbook of

the superintendents' department will be on the subject of safety education. Preliminary plans reveal that an effort will be made to call attention to better instructional practices. Several questionnaire studies have been made by the Research Division as an aid in preparing this volume. This consultative work is under the immediate direction of Frank W. Hubbard.

In addition to consultative research services extended to the departments of the Association, the Research Division helps various committees with their assignments. Many of these reports will be available in June 1938 although some will appear in the next school year. For the Tenure Committee a report has just been issued summarizing court decisions in 1937. Two other reports for this Committee have to do with the effects of local schoolboard rules on tenure and the state legal status of teaching and five other professions. Questionnaire studies are being planned for the Committee on Academic Freedom and the Committee on International Relations. A summary of state retirement legislation in 1938-39 has been made for the National Council on Teacher Retirement. Ten thousand blanks have been tabulated for the Committee on the Economic Status of the Rural Teacher. Exploratory work has been made for the Committees on Equal Opportunity, Credit Unions, and Cooperatives.

Administrative—The Research Division is called upon to do administrative research for the officers of the Association. Several studies have been made this year on such subjects as the factors influencing the Association's membership; the improvements in Negro education; relationships with the World Federation of Education Associations; and the appeal of various types of articles in the *N. E. A. Journal*.

Funds provided thru the Highway Education Board are being used to develop materials in the field of safety education. An extensive library of available literature has been prepared. Nearly 75 films on safety have been reviewed. Questionnaires on Safety have been tabulated from 17,000 classroom teachers and 2000 superintendents of schools.

Rural Service

Howard A. Dawson

Some of the most critical problems in public education in the United States are found in our rural areas, especially in the agricultural sections of the South and Middlewest. In these areas the economic status of teachers is very unfavorable, school buildings are the poorest, educational administrative and supervisory services are the most meager, school terms are the shortest, high-school opportunities are the most limited, tax burdens are the heaviest, and for the most part the curriculums and methods of instruction are very poorly adapted to the needs of the children and youth. It is from these very areas of poorest educational opportunity that the only surplus of youth is to be found in the nation. From this surplus will come many of the future citizens of our more affluent urban and industrial areas.

There is a distinct sense in which public education in this country is a unit. For that reason the whole system is retarded by the quality of oppor-

tunity offered in the least fortunate areas. For that reason, as well as a desire to serve among those who need it most, the National Education Association encourages and conducts research in the field of rural education, and promotes programs and policies for better educational opportunities and improved status of teachers in rural areas. During the year the following work has been accomplished by the Division of Rural Service:

1. In cooperation with the president of the Department of Rural Education, organized and arranged the programs for the June and February meetings of the Department.

2. Conducted the annual membership campaign of the Department of Rural Education.

3. Edited and prepared for publication the yearbook of the Department of Rural Education, entitled *Newer Types of Instruction in Small Rural Schools*.

4. Prepared, published, and disseminated two Rural Service Bulletins: No. I, *Sources of Free and Inexpensive Instructional Materials*; and No. II, *Housing Educational Materials*. Copies of these publications were sent free to all members of the Department of Rural Education, to all county superintendents, and to rural teachers requesting copies, 26,000 copies of No. I and 10,000 copies of No. II being distributed.

5. Plans were completed for new types of service to rural teachers thru the National Education Association and the Department of Rural Education. The Executive Committee of the National Education Association and the Department of Rural Education ratified a plan for joint membership in both the Association and the Department. Hereafter there will be two types of membership in the Department of Rural Education: sustaining members who pay an annual membership fee of \$2, and active members who pay no annual membership fee. Any member of the National Education Association professionally engaged in rural education work who requests membership in the Department of Rural Education automatically becomes a member of the Department and is entitled to all privileges of membership except that the yearbook of the Department will be available without additional charge only to sustaining members. Plans are now under way for cooperating with the director of Membership for the N. E. A. in an endeavor to increase the membership of rural teachers in the Association.

6. A County Superintendents' Section was organized thru the Department of Rural Education. A program for this section was held at the Detroit meeting of the N. E. A. and one at the Atlantic City meeting of the American Association of School Administrators.

7. The director of the Division has delivered 42 educational addresses during the year in the District of Columbia, Florida, Kansas, Kentucky, Maine, North Carolina, New Jersey, Ohio, Pennsylvania, South Dakota, Tennessee, and Texas. He has also written the following articles:

"Federal Responsibility for Education," published in several journals of state education associations

"Current Problems of Rural Youth," published in the *Journal of the Maine Teachers Association*

"Pressing Problems in Financing Public Education in the Southern States," published in *Peabody Journal of Education* and the *Journal of Arkansas Education*. (This article was reproduced in the *Education Digest* and was quoted in *Time*.)

8. The director has served as a member of the Committee on Program and Policy of the Department of Rural Education and in this capacity has written sections of the report on *A National Policy for Rural Education in the United States*, viz., Reorganization of Administrative Units, Reorganization of Attendance Units, Federal Aid, Compulsory Attendance, and Length of Term.

9. During the latter half of the year the director has had charge of the campaign for federal aid for education; has cooperated with the Advisory Committee on Education; has helped to draft the bill based on the *Report of the Advisory Committee*; has arranged for the introduction of the bill in Congress; and has maintained contacts for the executive committee of the Legislative Commission of the N. E. A., both in the field and in Washington.

Secretary's Office

Harriett M. Chase

The work of the Association is carried forward thru its (a) 200,000 members, (b) officers, (c) Representative Assembly, (d) twenty-five committees and commissions, (e) twenty-four departments, and (f) the National Council of Education. The work at headquarters, which is coordinated in the Secretary's Office, is centered in nine divisions which serve the profession in such fields as teachers' salaries, retirement, tenure, and legislation. Efforts to secure legislation as embodied in the Harrison-Thomas-Fletcher Bill, which would supplement each state's funds for education, has been one of our major projects.

Much of the time of the executive secretary is spent in conferences with staff members, officers, and outside agencies, and in carrying out the plans and policies of the Representative Assembly and officers. Constant demand is made on the executive secretary to speak in the field. He has delivered twenty-five addresses in thirteen states during the year, and cannot begin to meet requests. He is a member of the American Youth Commission, the Educational Policies Commission, the Federal Radio Educational Committee, Research Council on Problems in Alcohol, the National Advisory Committee on Motion Pictures, and the Highway Education Board.

All mail for the building is opened, stamped, and distributed in the Secretary's Office. The general correspondence of this Office consumes much time and in addition to this, correspondence is carried on for the Board of Directors, Executive Committee, Board of Trustees, president, committees, and departments—four of the twenty-four departments are housed in the building and have full-time staffs. One other—the American Association for Health, Physical Education, and Recreation—will join us in September. Preconvention work consisting of work in connection with the Official Program under the direction of the president, preparation of the Manual for Delegates, Summary of Committee Reports, and correspondence with

state and local affiliated associations to secure lists of delegates to the annual convention absorbs much time during April, May, and June. The official records of the Association are kept in this Office.

Teacher Welfare

Willard E. Givens

Since its organization in 1857 the National Education Association has had a growing interest in teacher welfare. Since our reorganization in 1920 this interest has shown itself thru practical activities, research, publications, and publicity. At the Portland convention in 1936 the Executive Committee recommended a Division of Teacher Welfare. While the welfare of teachers has been one of the principal interests of the National Education Association for eighty years, the need was felt for more concentrated effort in this field. During the past two years the executive secretary has served as director of this Division and has had the hearty cooperation of all members of the staff.

We have sought to interpret to the public the need for adequate salaries, improved tenure regulations, reasonable retirement allowances, and freedom to teach. We have focused the attention of the profession on these important problems and have enlisted the cooperation of leaders in a vigorous campaign to improve the status of the members of our profession.

We have prepared press releases, magazine articles, and radio programs calling attention to the importance of improving the economic and social conditions under which teachers work. Leaflets have been distributed widely in support of salaries, tenure, and retirement.

Many members of the staff at headquarters have helped in rendering service thruout the country by:

1. Answering of letters of inquiry from individuals and committees
2. Compilations and analyses of state legislation
3. Studies of the good and adverse conditions of employment
4. Preparation of brief factual memorandums and bibliographies
5. Conferences between experts and interested members of the profession
6. Surveys of current practice.

The Tenure Committee has made many field investigations of cases of unfair treatment. The Salary Committee, which has just begun operations this year, will be in a position to render fine service during the coming year. The National Council on Teacher Retirement has rendered much valuable service to many states thruout the nation.

Our Policy

Our Association advocates and is prepared, thru help of both field committees and members of the headquarters staff, to carry on active campaigns for salaries large enough to attract to the profession the finest and best young people, to justify full professional preparation, to retain in the profession

men and women of superior ability, and to make possible reasonable standards of living for people having a professional status. We strongly support tenure laws which protect teachers from discharge for political, religious, personal, or other unjust reasons. We are helping with the establishment of retirement systems which guarantee teachers economic security in case of disability and old age. We believe in academic freedom which will give teachers the right to present all points of view without fear or favor and without danger of reprisal.

Tenure

The Division of Teacher Welfare has worked closely with the Committee on Tenure by giving advice to tenure groups, by corresponding with individuals studying tenure, and by preparing and publishing research studies.

Our office receives many letters from teachers who have been dismissed. In such cases information is supplied as to the law under which the correspondent has been teaching and, when possible, advice is given as to the extent of the teacher's redress. If the case is one which seems to warrant further investigation it is referred to the chairman of the Committee on Tenure, who immediately makes a study of the case by mail. If his findings by this method warrant it he, or members of his Committee, personally investigate the case.

The headquarters staff has assisted the Committee on Tenure this year in producing and publishing three publications: *Court Decisions on Teacher Tenure Reported in 1937*; *An Analysis of Schoolboard Rules*; *An Analysis of State Statutes for Six Professions: Accountants, Architects, Lawyers, Nurses, Physicians, Teachers*.

Our Association proposes to continue and intensify its efforts in the field of tenure until all teachers have reasonable protection.

Retirement

Members of the headquarters staff have cooperated closely with the National Council on Teachers Retirement in giving advice to state groups preparing legislation. Much correspondence has been carried on during the year in furnishing information and guidance to those seeking help in retirement legislation in various states thruout the country. Enthusiastic statements of appreciation have been received from state leaders in Alabama, Nebraska, New Mexico, North Dakota, South Dakota, Texas, and Utah for the help which has been given them in connection with retirement problems and legislation.

A report of state retirement legislation from January 1, 1935, to June 1, 1938, has been prepared. This report reviews the features of new retirement laws, amendments, and revisions enacted since January 1, 1935, and also discusses proposed bills which were defeated.

Our Association is anxious to secure reasonable retirement laws in every state in the nation.

Salaries

The first study made by our Research Division when it was established seventeen years ago was a study of salaries. Since 1922 we have made a

nationwide study every two years of salaries. These facts are made available to school people thruout the country.

For the purpose of organizing the existing principles of sound salary scheduling and applying these principles to practice our organization appointed a Salary Committee this year. Progress has been made by the Committee on the drafting of a handbook which should be available to local committees during the coming school year. This and similar guides, as well as the regular salary survey every two years, will be carried forward as a part of our salary program.

During the past year members of our staff have gone into the field to give advice and guidance in connection with bad salary situations. We are prepared, either thru staff members or committees in the field, to render such service during the coming year. We invite correspondence from places where staff services may be both welcome and effective.

Teachers carry a definite responsibility for making the teaching profession more attractive as well as more effective. This task cannot be done by individual teachers working alone. It requires the aggressive efforts of all individuals working together thru organized groups of strong local, state, and national associations.

The American Association of School Administrators

S. D. Shankland

Organization—"The American Association of School Administrators, a Department of the National Education Association of the United States," is an old organization with a new name. Its history dates back to 1865, at which time a group of state and city superintendents organized the National Association of School Superintendents. In 1870 this Association became one of the four original departments of the National Education Association, under the name of the Department of Superintendence. At the New Orleans convention in February 1937 the Department, by a narrow margin, voted to change the name to the American Association of School Administrators. Its membership requirements and its relationship to the National Education Association were not changed in any way.

Many departments and organizations concerned with school administration and supervision have no permanent staffs. The Division of Administrative Service was organized in 1923 to aid such groups in carrying on their work. The executive secretary of the American Association of School Administrators acts as director, ex officio, of this part of the headquarters organization of the National Education Association. This Division provides machinery for coordinating the activities of many administrative groups and handles a heavy correspondence with school executives and public officials on all types of problems affecting the schools.

Finances—The American Association of School Administrators has a membership fee of \$5 per year, in addition to dues in the National Education Association. Dues for the calendar year 1937 were paid by 4073 members. Yearbook sales, the convention exhibit, and the Educational Research Service are other substantial sources of income. For the year ended

December 31, 1937, the cash receipts of the Department were \$54,559.87, and the expenditures were \$53,454.74. The balance on hand at the end of the year was \$19,722.02.

The Atlantic City convention—It is difficult to present a picture of the extent of the convention held annually by the American Association of School Administrators and its allied organizations. At Atlantic City last February, sleeping rooms were provided thru the housing bureau for 9387 persons. The program listed 207 meetings and conferences. There were 108 breakfasts, luncheons, and dinners. The exhibit, which was the largest ever presented by the Association, occupied approximately 80,000 square feet of space, subdivided into 372 booths. Thirteen allied organizations presented programs, and in addition there were listed in the Official Program the names of 61 other organizations and societies which held meetings during the convention week. For over 20 years, efforts have been made to reduce the size of the winter meeting, but without effect. The convention has grown to such an extent and the attendance is so large that few cities can take care of it adequately. Faced with this practical situation, Cleveland has been selected to entertain the next convention, to be held during the last week of February 1939.

Publications—*Youth Education Today* is the title of the 1938 yearbook which was distributed to members at the time of the Atlantic City convention. One of the primary purposes of public education in America has been to help youth to find their places in our social and economic order. In a slowly developing agricultural period this was a comparatively easy task. Industrialization, however, accelerated the speed of change and brought problems of extreme poverty, unemployment, and insecurity. Keeping pace was not an easy task for education. The yearbook is not a commentary on the existing economic order. It sponsors no utopian policies or practices. It does review the facts and suggest the next steps, particularly those to be taken by educators.

Commissions are now at work preparing a yearbook on schools in small communities for 1939, and one on safety education for 1940. The Department also prints several minor documents, including an official report of the winter meeting, and a radio calendar which is issued semiannually.

Educational Research Service—The Educational Research Service is a joint enterprise of the American Association of School Administrators and the Research Division of the National Education Association. Since its authorization by the convention of the Department of Superintendence in 1923, this clearinghouse of facts on school administration has continued to increase both in usefulness and in the number of subscribers. The membership fee is \$25. Evidence of its worth is found in the fact that practically every school system which joined in 1923 still maintains its membership. The list of subscribers includes small and large city school systems, county school systems, state departments of education, teachers associations, colleges, universities, and individual educators.

Subscribers receive material of national significance for education, available thru contacts with the federal government and numerous private

agencies located in the nation's capital. Up-to-date information, including bibliographies, memorandums, and tabulations, is furnished promptly upon request. Educational Research Service Circulars containing timely studies are issued at frequent intervals during the school year. Recent studies have dealt with such topics as clerical service in city school systems; size, tenure, and selection of boards of education; levels of training and training requirements for teachers; salary schedules for school principals in larger cities; employment status and leaves of absence of teachers; detailed tabulations of salaries; and education in lay magazines.

Elementary School Principals

Eva G. Pinkston

Once again the books of this Department have been closed; the accounts ruled up and the balances brought forward to clean pages. It is most encouraging that these balances are all on the credit side of the ledger and that this group will start its work this fall with an increased membership, an increased permanent fund and, if possible, a still greater interest in its work. These workers will make most earnest efforts to maintain and increase these credits for another year.

The accomplishments of the Department have been many during the past year. The Enrolment Chairmen, with the help of headquarters staff, notwithstanding the recession have given a 12 percent increase to the membership for 1937-38. An Annotated Bibliography of the first fifteen year-books of the Department was published as a November issue of the *National Elementary Principal*. The first annual Conference on Elementary Education was held at the University of Michigan, Ann Arbor, Michigan, immediately following the N. E. A. convention at Detroit. While a small attendance was expected, the interest in the conference ran beyond expectation and there was an enrolment of almost 200 from thirty-two of the forty-eight states. Plans for a second Conference on Elementary Education (July 1-15) have been made for the group to meet at New York University, New York City. Another record attendance is expected.

The Department holds two meetings a year, one at the convention of the parent organization and the other as an invited guest at the winter meeting of the American Association of School Administrators. The banquets at these meetings last year were quite outstanding. The generosity of Henry Ford in arranging for the group to be entertained by the famous Ford Dixie Eight and by allowing Benjamin Lovett with orchestra and students of Edison Institute, Greenfield Village, to demonstrate old-time dances, made the banquet at the Detroit Country Club most unusual. The banquet at the winter meeting, attended by 629 members and friends of the Department, was a celebration of the 100th anniversary of those famous Eclectic Readers written by William Holmes McGuffey. Those participating in the demonstration were educators of renown. This program aroused great interest thruout the nation. Many such exercises have been held in Missouri, Nebraska, Tennessee, Florida, Pennsylvania, and Texas. A

central conference and program was held last month at Dearborn, Michigan, Mr. Ford participating and entertaining the McGuffey Clubs.

The Sixteenth Yearbook, *Appraising the Elementary-School Program*, and six issues of the *National Elementary Principal* were sent to all members of the Department for the year 1937-38; and correspondence shows that these publications have been of great help to those receiving them.

The Department has encouraged and assisted groups of principals to organize clubs and associations in cities, counties, and states, hoping that in discussing their problems these groups would be better able to cope with and further the cause of elementary education. The Department of Elementary School Principals has attached special importance to the matter of the elementary principal making special preparation for the problems facing the elementary school. This year, at the suggestion of President Mason A. Stratton, it has stressed teacher participation, believing that this cooperative relationship between teachers, principals, and superintendent would do much to improve the teaching in the elementary school. Our great parent association—the National Education Association—is working for enlarged and expanding opportunities for the youth of our country as well as for the upbuilding of our great profession. This Department will continue to help in this worthy cause by building its part of the structure solidly and firmly and, thru these united forces, will give each person connected with the elementary school a better understanding of the work.

National Association of Deans of Women

Kathryn G. Heath

The National Association of Deans of Women held two conferences this year. The informal one, held as a part of the National Education Association convention, was of particular interest to secondary-school deans. The larger one, held in February in conjunction with the American Council of Guidance and Personnel Associations, concerned itself specifically with coordination in guidance work and broadly with the chief goals of education.

At the February meeting, the Association voted to discontinue the publication of its Yearbook (which has been a convention proceedings issued annually since 1923), and its informal quarterly Bulletins (which have been issued since 1926). In their places, the Association is publishing a quarterly Journal. Under this plan, much more space is available for the printing of articles and studies on topics of special interest to deans. The May issue is a conference number containing much of the former Yearbook material, namely, a summary of the business transacted at the annual meeting, committee reports, etc. The other three issues will include articles and studies, bibliographies, book reviews, and official communications from the officers.

The research committee published two preliminary studies in pamphlet form: *The Dean of Girls in the High School* and *The Dean of Women in the Institution of Higher Learning*. These investigations, which have been widely distributed thruout the libraries of the country, were used as a

basis for discussion at a general convention session devoted to crystallization of thinking concerning the function of deans. The research committee is using these preliminary studies as a point of departure for a comprehensive study which the Association wishes to publish in this field.

The annual publication of a bibliography of investigations of interest to deans will be continued. At the February 1939 convention, the Association hopes to correlate a book display with the 1938 bibliography.

The most significant problem facing the Association continues to be the need to work for the constant improvement of the standards as well as of the status of deans. The Association seeks to meet this problem by disseminating information of many types concerning deans and their work and by constantly encouraging critical study of the problems and technics involved in the general guidance and education of women.

Secondary School Principals—Discussion Group Project

Walter E. Myer

On July 1, 1937, the Department of Secondary School Principals established an office at the headquarters of the National Education Association in Washington, for the purpose of furthering the organization of the high-school principals of the nation into local discussion groups. A national director of discussion groups was placed in charge of the work and an organization, headed by a coordinator, has been set up in each of the forty-eight states. It is the intention that there shall be regional directors under each state coordinator and that these directors shall organize their sections into groups of principals of suitable size, so that the principals may meet at frequent intervals for the purpose of systematic and sustained discussion of the problems of secondary education. Such organization has been effected in about half the states and the work of completing organization is going forward in the others.

The national office has prepared a discussion guide, called *Problems of Secondary Education*, to serve as a basis for the work of local discussion groups. The topics which are presented in this guide are based upon the two reports of the Committee on Orientation of the Department of Secondary School Principals, the *Issues of Secondary Education* and the *Functions of Secondary Education*. To date about 80,000 copies of this guide have been distributed and are in use. It is being used as a basis for discussion not only by principals but by high-school faculties, which are being encouraged to form themselves into discussion groups for the systematic consideration of professional problems. About 1000 high-school faculties are using this discussion material which has been prepared by the Department.

The Discussion Group Project is also distributing a booklet, entitled *Talking It Through*, prepared by the Planning Committee. This booklet is designed to promote effective work among discussion groups by outlining objectives and by giving consideration to technics of discussion which may facilitate real cooperative thinking.

The purpose of the Department of Secondary School Principals in promoting the work of discussion groups is twofold: first, to secure an active and effective consideration of the reports; and second, to develop a permanent organization whereby the teachers and administrators of the nation may meet regularly in their local groups to consider such problems and issues and programs affecting education as may call for attention from time to time in their respective states. In carrying on this work, the Department has had the cooperation not only of administrators and teachers in the secondary schools but of professors of education in colleges and universities. More than 100 institutions of higher learning are making use of the Department's materials in their departments of education.

Supervisors and Directors of Instruction

Mary F. Hazell

It is gratifying to report that the membership has increased approximately 23 percent during the past twelve months, in spite of the fact that the Department has been passing thru a period of readjustment, due to the withdrawal of James F. Hosic from active service after fifteen years of close association with it as secretary-treasurer and editor. The total on May 1 was 1174. This increase is due in large measure to the activities of the Promotion Committee Chairmen in the various states, with California in the lead. In addition to members, there are 1278 subscribers to *Educational Method*, including 535 libraries, which means that our services are reaching a much larger number than can be counted individually.

The membership list of the Department reveals a surprisingly variety in professional titles, but a recent analysis showed that approximately 70 percent of the members are field workers who are directly responsible for the improvement of instruction in public schools, and that fully two-thirds of this number are concerned with elementary education. It is our aim, therefore, to give particular attention to the needs and interests of this group thru our publications and conferences.

During the past year the Department issued the following publications:

1. *The Changing Curriculum*, by the Joint Committee on Curriculum, representing the Department of Supervisors and Directors of Instruction and the Society for Curriculum Study, under the chairmanship of Henry Harap. This volume was published by D. Appleton-Century Company, and a special edition was distributed to our members as the Tenth Yearbook.

2. *Educational Method*, Volume XVII. Three of the eight issues were special numbers dealing with (a) Pre-adolescents, (b) Geography, and (c) The Direction of Study. Other issues gave particular emphasis to character education, modern aids to learning, and reading. Reports from the field indicate that these issues devoted to a single topic have filled a real need.

3. *Teachers and Cooperation*, by the Committee on the 1938 Yearbook. This 84-page bulletin was prepared in an attempt to encourage experimentation in the teaching of cooperation to children in the schools. From the data sent in by those who have participated in the experiment, the Committee will base its material for one section of the Eleventh Yearbook, *Techniques of Cooperation*, which is to be published in the autumn.

4. Reprints of two popular publications: Seventh Yearbook, *Scientific Method in Supervisory Programs* (1934), and the articles on arithmetic in *Educational Method* for January 1937.

At the annual meeting of the Department in Atlantic City, two general sessions, nine group meetings, three section meetings, and a luncheon were held. The general theme of the program was "Cooperation in Democratic Living and in the Development of Instructional Programs." At the meeting of the Board of Directors, the Executive Committee of the Department was charged with the responsibility of making an intensive study of the problems of the organization, to the end that a restatement of function might be arrived at, and that a long-time program for the Department might be developed. The work of this Committee is already well under way and announcements concerning its progress will appear from time to time in *Educational Method* during the coming months.

This reinterpretation of the function of supervision and its place in the general scheme of education will be of vital significance, we believe, not only to the work of this Department but to that of allied organizations as well.

The Educational Policies Commission

William G. Carr

During the past fiscal year the Educational Policies Commission has adopted four pronouncements of policy in addition to carrying on a broad program of implementation and numerous other activities. Two of these statements of policy are of major importance in the Commission's program; like *The Unique Function of Education in American Democracy*, published in February 1937, these documents are interpretations of the relationships between democracy and education as applied to fundamental controls of the educational process. The other documents apply to particular aspects rather than to the whole of public education.

Pronouncements Adopted in 1937-38

The Effect of Population Changes on American Education, published January 1938, presents to educators and the general public the significant implications of current population trends for American education. The slowing down of population growth, widening differences in rates of increase for urban and rural groups, the steady rise in average age and widespread geographic redistribution of the population are all matters which affect educational policy materially.

Certain steps which can be taken to compensate for these changes are pointed out. Fewer children to be served in the schools will mean opportunity for broadening and enriching the program for those who attend; guidance and adjustment services can be expanded, teacher personnel improved, the ratio of children to teachers decreased, and the school program extended both beyond and below the present customary age limits. This can be done provided adequate fiscal resources are maintained and justified thru a suitable program of public relations. The probability that rural areas will be reservoirs of the future population makes imperative the need for improvement of rural education. This, coupled with an increasing

mobility of population without regard for state boundaries, makes necessary participation of the federal government in the financing of basic educational services.

The Structure and Administration of Education in American Democracy, scheduled for publication in June 1938, sets forth certain well-defined trends with regard to the structure and scope of the common school system and clarifies principles of administration.

It is observed that the traditional school organization is being modified to include the nursery school, kindergarten, and first six years of the common school program as a first unit; a four-year program of continued general education as a second unit; and a final four-year program in which some differentiation according to vocational and related types of interests is begun.

Sound educational policy requires that all public educational opportunities be directed by local and state educational authorities. Related non-educational services necessary to the efficient functioning of the school program can best be rendered by appropriate agencies in cooperation with educational authorities. Units for attendance and for administration of public schools should be large enough to ensure at least a desirable minimum of educational service at a reasonable unit cost. Control of educational policy can only be exercised by educational authorities where fiscal and administrative independence from the general municipal authority is enjoyed.

The state discharges its proper function, without interference with local initiative and responsibility, by indicating in broad outline a minimum program of education to be offered in the common schools and by encouraging communities to exceed this minimum wherever possible. The state is obligated to provide such financial support to local school administrative units as will tend to guarantee a reasonable minimum of educational opportunity.

The growing economic and socio-cultural unity of this nation calls for increasing participation of the federal government in the financial support of public education in the several states. Such support should tend to equalize educational opportunity without involving control by the federal government.

Maintenance of the doctrine of separation of church and state is considered to be of surpassing importance in the determination of educational policy by local, state, and federal governments.

The Purposes of Education in American Democracy, scheduled for publication in July 1938, is a description of the forces which give direction to the program of public education in America today. The document points out that the chosen social policy of this nation is democracy and that the educative process must be of such a nature as to promote the general welfare, civil liberties, government by consent of the governed, the appeal to reason, and the pursuit of happiness. Preservation and promotion of these cherished doctrines require:

Education for self-realization, involving command of basic intellectual and physical skills, knowledge and practice of healthful living, ability to play, love of beauty, and the capacity to give direction and character to one's own life

Education in human relationships thru the promotion of pleasant and useful associations with friends and neighbors and a satisfying home and family life

Education for economic efficiency thru preparation of competent producers and consumers who can constructively apply a clear understanding of economic forces to their own immediate problems

Education for civic responsibility by making individuals socially, economically, and politically literate and intelligently active in the defense and improvement of American democracy.

In a concluding chapter the report points out that the factors which control the effectiveness of the schools in realizing these purposes are: (1) the inherent quality of the human stock which is to be educated, (2) the effects of other educative and maleducative forces outside the schools, and (3) the efficiency of the schools themselves as institutions of learning.

Social Services and the Schools, scheduled for publication in August 1938, defines the sphere of educational service and sets forth policies of cooperation with related services which lie outside the field of education. Of primary importance is the declaration that all public educational activities carried on in the community should be controlled by a board of education whose capabilities and breadth of vision are commensurate with such a pervasive responsibility. It is anticipated that developments in the future may encourage the unification of recreation, library, and school resources into a comprehensive community educational system.

School health and welfare programs are necessary adjuncts to the educational service in that they tend to facilitate the child's participation in the many and varied activities of the school. Among several aspects of the school health program, the school properly assumes full responsibility for health education, health examinations, and daily regimen; in other aspects of the program the school assists public health authorities and the home to discharge health functions which are primarily non-educational in character. Among the functions classified as welfare activities the school properly assumes initiative in the adjustment of the individual, thru investigative and guidance services, child guidance clinics, and procedures for bridging the gap between school and work. In other welfare activities the school serves in a preventive capacity or else as a medium thru which welfare authorities can best discharge their own obligations. The monograph is concluded with a description of the school social service relationships in six communities.

Other Activities of 1937-38

Periodical publications of the Commission during the year include: *Deliberative Committee Reports of 1937* containing references and annotations to major reports of thirty-nine educational committees of national scope reporting during 1937; *Educational Policy*, a bimonthly leaflet devoted to efforts at policymaking for the schools; a *Conference Bulletin*, briefly descriptive of the Commission, designed to acquaint educators and others with its work; and a semiannual report to the profession, the two

last issues being entitled "Drafting a Pattern of Progress for American Education" and "Establishing Educational Policies."

Conferences have been held in many parts of the country during the past year. Thruout the summer of 1937 twenty-five conferences on the work of the Commission were held at leading colleges and universities. A second series was initiated in the autumn, six more conferences having been held in recent months. The aggregate attendance during the year exceeded twelve thousand persons, most of whom are professional workers in education. Other conferences of a different type have been held from time to time, notable among which was a meeting of one and a half days duration involving the full Commission membership and members of the Advisory Committee on Education. Similar conferences have brought to Washington authorities in fields related to education for consultation regarding new pronouncements of policy.

Advertising was utilized in a steady campaign during 1937 to publicize *The Unique Function of Education in American Democracy* among both educators and the general public. Thru the mails, periodical publications of national scope, and two nationwide radio broadcasts, the publicity for this volume was carried on in all parts of the United States.

Consultants ex officio, the representatives of the Commission in the field, now number about 2400. Being educators of prominence, they assist the Commission in publicizing and disseminating its pronouncements.

Immediate Plans of the Commission

Another major pronouncement of policy, *The Economic Basis of Education*, is now in preparation. This document will deal with the effects of improved educational opportunities upon the national income.

From this point on a large share of the Commission's energies will be devoted to implementation. Forthcoming pronouncements will elaborate and make increasingly specific the basic recommendations of its earlier years. This in itself will be the most effective form of implementation. The conference program is being expanded to include regional institutes on educational policy which provide consultants ex officio and Commission members with opportunity for discussing together the creation and application of new policies. Advertising and publicizing of pronouncements will be carried on along much the same lines as in the past but with increased emphasis.

ANNUAL MEMBERSHIP REPORT OF THE NATIONAL
EDUCATION ASSOCIATION, MAY 31, 1931-38*

State	1931	1932	1933	1934	1935	1936	1937	1938
Alabama.....	1,342	1,149	732	800	1,156	1,139	1,571	2,113
Arizona.....	2,225	2,135	1,655	1,585	1,664	1,781	1,839	1,934
Arkansas.....	675	582	488	342	237	327	358	575
California.....	21,404	18,694	14,775	16,540	16,058	16,082	16,218	17,099
Colorado.....	4,108	4,146	3,274	3,172	3,909	4,781	3,672	3,715
Connecticut.....	1,630	1,717	1,380	1,561	1,416	1,200	1,295	1,662
Delaware.....	904	949	914	838	799	627	777	776
Florida.....	1,466	1,499	870	1,149	1,172	1,067	1,285	1,574
Georgia.....	2,059	1,439	1,064	1,001	1,025	1,097	1,520	1,603
Idaho.....	630	597	501	505	514	723	836	689
Illinois.....	10,278	8,308	8,450	9,111	9,756	10,498	11,523	11,459
Indiana.....	5,651	5,645	4,731	4,614	5,451	5,592	6,032	6,611
Iowa.....	2,958	3,332	2,936	2,646	2,610	3,193	3,172	3,295
Kansas.....	3,004	3,025	2,477	2,303	2,693	3,225	3,221	3,550
Kentucky.....	1,381	1,287	1,007	1,034	1,113	1,170	2,474	2,679
Louisiana.....	621	619	397	784	835	756	3,907	1,938
Maine.....	1,403	2,216	1,538	1,323	1,281	1,200	1,183	1,446
Maryland.....	1,660	1,648	1,191	1,076	1,262	932	1,071	1,320
Massachusetts.....	4,050	4,090	3,692	4,186	4,366	4,184	3,834	3,753
Michigan.....	12,867	9,192	5,590	5,458	5,872	5,673	11,273	8,455
Minnesota.....	3,625	4,272	4,544	3,138	3,027	2,895	2,976	2,810
Mississippi.....	482	382	376	583	785	705	866	946
Missouri.....	2,733	5,848	5,494	5,348	5,343	6,409	5,712	5,826
Montana.....	786	671	490	540	529	511	598	509
Nebraska.....	2,034	2,142	1,928	1,883	2,047	2,210	2,012	1,947
Nevada.....	669	642	437	450	534	686	652	723
New Hampshire.....	358	475	441	436	412	355	420	443
New Jersey.....	8,111	9,602	8,348	6,984	7,125	6,662	6,464	7,690
New Mexico.....	527	574	503	427	491	602	592	560
New York.....	8,631	10,788	9,950	10,970	10,232	10,623	11,435	23,616
North Carolina.....	1,070	882	575	478	462	566	758	1,292
North Dakota.....	791	689	597	640	612	621	642	621
Ohio.....	22,556	19,542	15,944	14,682	14,357	15,360	16,722	17,237
Oklahoma.....	1,751	2,115	1,818	1,606	1,487	1,549	1,503	1,379
Oregon.....	2,372	2,635	1,568	1,634	1,624	2,726	3,406	2,176
Pennsylvania.....	21,224	23,381	24,602	21,627	20,622	20,273	19,998	21,097
Rhode Island.....	281	393	287	225	268	211	206	233
South Carolina.....	894	670	437	424	490	516	646	1,108
South Dakota.....	1,032	892	600	746	714	805	720	740
Tennessee.....	1,582	1,689	1,328	1,696	1,928	1,638	1,665	1,782
Texas.....	3,066	3,015	2,406	2,602	3,562	2,970	3,060	3,242
Utah.....	2,312	2,090	1,697	1,959	2,080	2,195	2,604	2,683
Vermont.....	347	381	302	305	725	503	607	760
Virginia.....	1,992	2,290	2,107	2,138	2,447	2,350	2,336	2,710
Washington.....	3,400	3,259	2,699	2,519	2,685	3,582	4,292	4,076
West Virginia.....	1,974	2,132	1,853	706	1,845	1,579	1,724	1,665
Wisconsin.....	3,819	4,251	5,807	5,545	5,923	6,208	6,433	6,303
Wyoming.....	823	797	646	659	629	659	620	630
Alaska.....	143	108	54	114	114	219	263	296
District of Columbia.....	1,287	1,429	1,040	1,029	2,081	1,321	1,383	1,370
Hawaii.....	2,540	3,645	2,996	1,976	2,160	2,506	2,546	2,594
Other Possessions.....	463	299	257	141	214	95	164	158
Foreign.....	193	145	128	139	140	91	142	137
Total.....	184,184	184,394	159,922	154,377	160,883	165,448	181,228	195,605

* Figures for the years 1857-1925 appear on page 1162 of the 1926 *Proceedings* and for the years 1926-1935 on page 929 of the 1936 *Proceedings*. However, the figures given above are not exactly comparable. Those in volumes previous to 1937 were as of December 31 and included both "paid" and "unpaid" members. The May 31 figures given above are for "paid" memberships only.

THE EIGHTEENTH REPRESENTATIVE ASSEMBLY

Delegates who attended the seventy-sixth annual meeting of the National Education Association in New York City, June 26 to 30, 1938. The classification of positions includes (1) classroom teachers—1132; (2) principals and assistant principals—230; (3) city and county superintendents and assistant superintendents—182; (4) directors and supervisors—55; (5) state education association staff members—32, including 22 state secretaries; (6) state superintendents and assistants—22; (7) college and normal school administrators—8; (8) librarians—3; and (9) ex-officio members—11.

ALABAMA

- Abercrombie, John W. (Supervisor), State Department of Education, Montgomery; Alabama Education Association.
 Adams, Mrs. May Landers (Supervisor), Fayette; Alabama Education Association.
 Banks, L. Frazer (N. E. A. State Director), Assistant City Superintendent, Birmingham; Alabama Education Association.
 Church, Louise (Teacher), 1704 South Cullom St., Birmingham; Birmingham Teachers Association.
 Dale, Hugh (Teacher), Y. M. C. A., Birmingham; Birmingham Teachers Association.
 Grove, Frank L. (Secretary), Alabama Education Association, Montgomery; Alabama Education Association.
 Kennedy, Elcie (Teacher), 304 Poinciana Drive, Birmingham; Birmingham Teachers Association.
 McGehee, Laura (Teacher), 1526 West Eighth Ave., Birmingham; Birmingham Teachers Association.
 Williams, H. E. (County Superintendent), Florence; Alabama Education Association.
 Williams, J. D. (Principal), 5707 Sixth Ave., South, Birmingham; Alabama Education Association.
 Wright, Theodore S. (Principal), 1116 Princeton Ave., Birmingham; Birmingham Teachers Association.

ARIZONA

- Anderson, Kenneth D. (Principal), Route 4, Box 539, Tucson; Tucson Education Association.
 Boehringer, Louise (Director of Elementary Education), State Department, Phoenix; Arizona Education Association.
 Hendrix, H. E. (State Superintendent), Phoenix; Arizona Education Association.
 Holmes, Alta (Principal), Franklin School, Phoenix; Arizona Education Association.
 Loper, John D. (Superintendent), Phoenix; Phoenix Teachers' Mutual Benefit Association.
 Nelson, Lafe (Superintendent), Safford; Arizona Education Association.
 Rogers, Wilbur (Teacher), Glendale; Arizona Education Association.
 Rollo, Clint (Teacher), 730 North Norton Ave., Tucson; Tucson Education Association.
 Rosenfeld, Harriett (Teacher), 446 South Third Ave., Tucson; Tucson Education Association.
 Smith, Harold W. (N. E. A. State Director), Superintendent, Glendale; Arizona Education Association.
 Twining, Mrs. Lou (Teacher), Phoenix; Phoenix Teachers' Mutual Benefit Association.
 Wilson, Rose (Principal), Grand Canyon; Arizona Education Association.
 Wyman, H. B. (Dean), Junior College, 1133 W. Portland, Phoenix; Arizona Education Association.

ARKANSAS

- Hall, W. F. (State Supervisor), 1901 North Arthur, Little Rock; Arkansas Education Association.
 McCuiston, Ed (Director of Education), State Department of Education, Little Rock; Arkansas Education Association.
 Pahotski, Minnie (Supervisor), 1000 South Twenty-third, Fort Smith; Arkansas Education Association.
 Phipps, Mrs. W. E. (Teacher), P. O. Box 13, North Little Rock; Arkansas Education Association.

Pipkin, John G. (Business Manager), 800 Louisiana, Little Rock; Arkansas Education Association.

CALIFORNIA

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- Huber, Edward (Principal), 1450 Norwood Ave., Chicago; Chicago Division, Illinois Education Association.
- Hultgren, R. H. (Principal), New Windsor; Blackhawk Division, Illinois Education Association.
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- McKee, Lucille (Teacher), Toulon; Illinois Education Association.
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- Ferguson, Arthur W. (District Superintendent), York; Pennsylvania State Education Association.
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- Healy, Mary (Teacher), Altoona; Altoona Education Association.
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Harman, H. Odelle (County Superintendent), Lexington; South Carolina Education Association.

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Thomas, Mrs. Ruth (Teacher), Walterboro; South Carolina Education Association.

Watts, Mrs. Kathleen (County Superintendent), Camden; South Carolina Education Association.

SOUTH DAKOTA

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VERMONT

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VIRGINIA

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