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STUDENT-COUNCIL HANDBOOK

BY

Ellen Boardman Boardman

of the Staff of The National Association of Secondary-School Principals

and

Paul B. Jacobson

Assistant Professor of Education, Principal of Oakley High School
University of Illinois

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A HANDBOOK FOR STUDENT COUNCILS

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to sponsors of student councils

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STUDENT-COUNCIL HANDBOOK

A HANDBOOK DESCRIBING THREE HUNDRED SIXTY-ONE STUDENT COUNCILS
SUPPLEMENTED WITH SOME PERTINENT LITERATURE OF SECONDARY SCHOOLS

By

Ellen Boothroyd Brogue

of staff of the National Association of Secondary-School Principals

and

Paul B. Jacobson

*Assistant Professor of Education, Principal of University High School
University of Chicago*

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Student-Council Handbook

Contents

CHAPTER	PAGE
FOREWORD—Charles Forrest Allen	8
PREFACE—The Authors	9
I. THE DEVELOPMENT OF STUDENT PARTICIPATION IN SCHOOL GOVERNMENT	11
II. PURPOSES OF PUPIL PARTICIPATION IN SCHOOL CONTROL	21
1. Theoretical objectives	21
2. Purposes as stated in replies to questionnaire	22
3. Definite, concrete reasons	23
4. Specific purposes	24
III. ORGANIZING A COUNCIL	30
1. Pupil participation should fill a felt need	30
2. Launching the student council	31
3. Gradual introduction	31
4. Types of student government in operation	33
a. Council of home-room presidents	35
b. Council of home-room representatives	36
c. National government type	36
d. City government type	37
e. Forum type	37
f. Council of class representatives	37
g. Council of representatives from organizations	37
h. State government type	38
5. Expression of dissatisfaction with type in operation	38
6. Size of council	39
7. Veto power of the principal	39
8. Name of council	39
9. Written constitutions	40
10. Constitutions of different types of organizations	40
a. Home-room representatives—school of 385 pupils— Flemington, New Jersey	41
b. Individual plan based on home-room representatives —bursar and board of finance—clubs—charters— activity points—Newton High School, Newtonville, Massachusetts	43

c. Class representatives—small high school— Shakopee, Minnesota	51
d. Federal Government plan—large high school— judicial department—Simon Gratz High School, Philadelphia, Pennsylvania	52
e. Representatives of organizations—all pupils represented—budgeting—evaluation of votes— University High School, University of Chicago	56
f. Municipal government—large school—Washington High School, East Chicago, Indiana	58
g. Home-room presidents—home-room organization combined with student-council organization—East High School, Sioux City, Iowa	61
h. Federal combined with local government—junior high school—Junior High School, Holland, Michigan	63
11. Committees and their duties	65
a. Sub-committees	65
b. Standing committees	66
12. Drawing up the constitution	66
13. Shall standards of scholarship be set for membership in council?	67
14. Do activities provide sufficient work?	68
15. Electing the student officers	69
16. Installation exercises	70
a. Cleveland, Ohio—South High School	70
b. Mobile, Alabama—Murphy High School	70
c. Baltimore, Maryland—Forest Park High School	70
d. St. Joseph, Missouri—Central High School	71
e. Louisville, Kentucky—Louisville Girls' High School	72
f. Richmond, Virginia—Student Coöperative Association	72
IV. THE STUDENT-COUNCIL MEETING	77
1. Preparation for the meeting	77
2. Order of business	77
3. Excerpt from business meeting—High School, Oceanside, New York	78
V. FACULTY SUPERVISION	81
1. Appointment of advisors	81
2. Financial duties	83
3. Selecting a sponsor	84
4. The principal as supervisor	85
5. A faculty member as supervisor	85
6. Tests for a student-council sponsor	86
VI. STUDENT-COUNCIL PROJECTS	89
1. Types of projects	91
2. School dances	91
3. Assembly programs	91
a. Student-council assembly—High School, Austin, Minnesota	93
4. Aid to board of education	98
5. School publications	98
6. School cafeteria	99

7. Student Day	99
a. Student Day at Morgantown, West Virginia	100
b. Student Day at Excelsior Springs, Missouri	100
8. Family Night	100
9. Youth Conference	101
10. Combating truancy	101
11. Observing Mother's and Dad's Days	101
12. Radio programs	101
13. Courtesy Week	101
14. Best Citizens	102
15. Messenger service	102
16. Merit system	102
a. Example of merit system	102
17. Supervision of clubs	103
18. Granting charters	104
19. Miscellaneous projects	104
20. Infrequent projects	105
 VII. HOW PROBLEMS ARE BEING SOLVED	106
1. Time	106
2. Interest	106
3. Absence and tardiness	107
4. Behavior problems	107
5. Traffic	108
6. Securing proper student officers	109
7. Council wants more power	109
8. Lack of coöperation	109
9. Financial problems	110
10. Lack of support for school activities	110
11. Lack of school spirit	111
12. Limitation of student activities	111
a. Point system in use in the Public High School, Hartford, Connecticut	111
b. Service point system—High School, Buckeye, Arizona	111
c. Point system—Bailey Junior High School, Jackson, Mississippi	112
13. Not enough to do	113
14. Too much to do	113
15. Freshman representation in council	113
16. Orientation of new students	114
17. Reticence of council representatives	114
18. Regular attendance	114
19. Integration of rural pupils	114
20. Recognition of outstanding citizens	114
21. Conducting school dances	115
22. Time for calling committee meetings	116
23. Student officers and their responsibilities	116
24. Lack of scholarship	116
25. Lack of participation in activities	116
26. Efficiency of representatives	117
27. Giving publicity to work done by council	117
28. Lack of uniformity in enforcing rules	117

29. Too much work for one sponsor	118
30. Interschool relations	118
31. Parliamentary procedure	118
32. Wearing of unearned pins and emblems	118
33. Attendance recording	119
34. Miscellaneous	119
VIII. STUDENT-COUNCIL ASSOCIATIONS AND CONVENTIONS	121
1. Development of organizations	121
2. Are conventions desirable?	121
3. Organizations	122
a. Associations in Colorado, Illinois, Indiana, Massachusetts, Minnesota, Oklahoma, Pennsylvania, Virginia, West Virginia, and Wisconsin	122
b. Associations in Delaware and New Jersey	123
c. Associations in Arkansas, Florida, Idaho, Kansas, Michigan, North Carolina, Oregon, Texas, and Utah	123
d. Associations in Ohio, Arizona, California, Iowa, and Missouri	123
e. The Northwest Federation of Student Councils	124
f. The Central States Federation of Student Councils	124
g. The Southern Association of Student Government	124
h. The Student Leaders' Conference	124
i. The Student Coöperative Association	124
j. The New England Regional Association	125
k. The Territorial High-School Student Government Association	125
4. Conventions	125
a. Time	125
b. Place	126
c. Delegates	126
(1) Selection of delegates	126
(2) Defraying expenses of delegates	126
d. Suggestions for convention programs	126
(1) Planning the program	127
(2) Length of the conference	127
(3) Housing the conference	127
(4) Program details	127
(5) Discussions	128
(6) Demonstration meetings and assemblies	128
(7) Practical suggestions	128
(8) Section meetings	129
(9) Speakers and leaders	129
(10) Consider size of school	129
(11) Registration and entertainment	130
IX. THE ORGAN FOR STUDENT COUNCILS AND STUDENT-COUNCIL INSIGNIA	131
1. <i>Student Life</i>	131
2. The emblem	132
a. Various forms of insignia	133

X. STUDENT-COUNCIL FINANCES	134
1. Size and selection of schools	134
2. Size of councils	135
3. Does the council control extra-curriculum funds?	135
4. A student-council budget—New Trier Township High School, Winnetka, Illinois	136
5. Periodic report of funds	139
6. Financial statement of East Lansing High School	139
7. Appropriating balances	140
8. Should the council levy a tax?	140
9. The activity ticket	141
10. Practices in schools which employ the activity ticket	145
a. Data furnished by Bloom Township High School, Chicago Heights, Illinois	142
b. The activity ticket of Garfield High School, Seattle, Washington	145
c. Forms illustrating plan of Garfield High School	146
d. The activity ticket at Hanover Center, Massachusetts	147
e. The stamp plan at Schenectady, New York	149
11. Selling practices	149
12. Miscellaneous practices	149
13. Financial projects	150
a. School dances	150
b. Paid assemblies	150
c. Movie benefits	151
d. School carnivals	151
e. Book Exchange and Lost and Found	151
f. School stores	152
g. Autograph books and glossy prints	152
h. Magazine drives	152
14. Amount of money handled by the council	153
15. Methods of accounting for student-council funds	153
16. Bonded treasurer	154
17. Auditing accounts	155
18. Receipts for money	155
a. Sample treasurer's receipt—Evanston Township High School, Evanston, Illinois	155
19. Purchasing by requisition	156
a. Sample of requisition blank—Fairfield Township High School, Hamilton, Ohio	156
20. Payment of bills	156
a. Form used by Shaker High School, Shaker Heights, Ohio	157
21. Controlling accounts and sub-accounts	158
a. Illustration furnished by University High School, University of Chicago	158
XI. HINTS FOR STUDENT LEADERS	160
1. Who may become leaders	160
2. Physical fitness	160
3. Ability to speak	161
4. Parliamentary procedure	162
5. Keep in advance of lay members	162

6. The value of planning	162
7. One thing at a time	163
8. Neatness in appearance	163
9. Begin meetings on time	164
10. Care in appointing committees	164
APPENDIX	165
1. Duties of officers	165
a. President	165
b. Vice president	165
c. Secretary	165
d. Treasurer	165
e. Sergeant-at-arms	165
2. Questionnaire No. I—The finding questionnaire	166
3. Questionnaire No. II—May, 1939	166
4. Questionnaire No. III—January, 1940	168
5. Student-council bibliography	170
6. Schools participating in surveys of May, 1939, and January, 1940	176

FOREWORD

"Learning to do by doing" is a principle of procedure so generally accepted in theory by modern educators that it is usually found restated in some form in almost any book dealing with educational methods. In practice, however, the theory is not so clearly followed.

Probably nowhere else in the educational program, curricular or extra-curricular, is there greater need for the practice in learning to do by doing than is to be found in organizing and administering school control. The authors of *A Handbook for Student Councils* have aptly distinguished between "student self-government" and "student participation in school government." That students have inalienable rights is clear; but that the rights of students in any well-organized system of control are, or should be, limited must also be clear in order that the students may learn to understand and appreciate the limitations imposed upon the individual's rights in civic life.

School authorities, by virtue of the positions they hold, have certain obligations for which they are held responsible. They may delegate certain rights and privileges to students; but they are held responsible for the successful operation of the school program. Herein lies the fundamental difference between *constituted* authority and *delegated* authority—a difference that all concerned should fully understand. This theme is well developed and illustrated in a timely manner throughout the discussions, the projects, and the other valuable suggestions of this book.

Principals, sponsors, other faculty members, student officers, and laymen interested in school administration and civic life will find this treatment of school government a storehouse of helpful information and suggestions. Too often such a book deals chiefly with the theories and problems affecting the large school. This collection of materials and suggestions is as applicable and helpful to the small and to the middle-sized school as it is to the cosmopolitan school. The chapters have been aptly selected and capably treated; the use of paragraph headings and the carefully arranged table of contents make the book readily usable both as a textbook and as a reference guide for the type of information that sponsors and council members will most need.

A well-organized system of student participation in school control is essential to efficient administration of any modern high school; and a knowledge of the information and suggestions contained in this small volume will aid in making any system of school government more efficient.

Charles Forrest Allen

PREFACE

With the increased scope of the publication, *Student Life*, and the responsibility entailed by its being designated official organ for the student councils in secondary schools by the National Association of Secondary-School Principals of the National Education Association at Cleveland, Ohio, February, 1939, came a realization of the need for a handbook to serve the thousands of councils which are struggling along without the support and guidance of affiliation with an association of student councils, and to offer information and advice to other scores of schools now seeking to establish student participation in school government.

As the bibliography at the end of this book discloses, much has been written on the subject of student participation in the control of school affairs. Much attention is being paid to it in the extra-curriculum activities courses now offered in teachers' colleges and work-shop summer schools. However, the letters which have been received at the headquarters of the National Association of Secondary-School Principals since *Student Life* became actively interested in the welfare of student councils indicate that there is need of such a manual as this handbook attempts to be. Principals, sponsors, and students are asking for the practical, workable suggestions of those whose qualifications to advise have been acquired through actual experience, not from the logical theories of philosophers.

The eagerness of the response to the questionnaires issued by this department of the National Education Association is witness to the desire to coöperate in making possible the fulfillment of this need. In spite of the fact that much of the correspondence of necessity was carried on while the schools were experiencing the throes of winding up a year's work, hundreds of answers poured in from every state in the Union, from Hawaii, Puerto Rico, the Philippines, and even from England. It is from the material sent in by these coöperating student councils that this handbook has been compiled. Without their aid it would have been impossible to issue a work of this nature. Not only was valuable material received from principals, sponsors, and teachers, but the student viewpoint was secured through questionnaires filled out by the student secretary of the student council. In addition to the information received from the articles, letters, and replies to questionnaires that were submitted by the student councils, inferences were made from the study of hundreds of constitutions of the councils of both junior and senior high schools and of the handbooks issued by the schools for the use of their own students. Large schools and small schools, rural schools and city schools, schools having busy, successful student councils and schools in which student government is a failure, are represented in this study.

The research necessitated in the preparation of this handbook coupled with the marvelous coöperation of the schools throughout the entire country, including the territorial possessions, has rapidly promoted the efficiency of the national office in its capacity as clearinghouse for the student councils in secondary schools.

The bibliography does not by any means include all the available material on the subject of student government. It is presented here in the hope that it may be useful to the sponsors who are responsible for the conduct of student councils. It offers a wealth of variety in the nature of the subject matter and in the manner of its treatment and presentation. The books may be found in the educational section of almost any library, but an unpublished master's thesis can be obtained only from its author or from the library of the university from which the author obtained his degree.

Acknowledgment is made to the principals of high schools, the sponsors of student councils, and the student officers who took the time and trouble during the closing weeks of school to furnish the groundwork for this handbook. The National Association is grateful to Mr. Charles Forrest Allen, sponsor of the Southern Association of Student Government and former Supervisor of Secondary Education, Little Rock, Arkansas, for his painstaking review of the manuscript, and for his helpful criticisms and suggestions, and to Mr. Arthur Brogue, former Director of Research, J. Sterling Morton High School, Cicero, Illinois, for his aid in compiling the statistical tables.

Ellen Boothroyd Brogue
Paul B. Jacobson

CHAPTER I

THE DEVELOPMENT OF STUDENT PARTICIPATION IN SCHOOL GOVERNMENT

Student councils and student participation in school government are phrases that appear frequently in the literature devoted to secondary-school administration. These terms are also well known to high-school pupils, for they picture activities that are rapidly becoming an integral part of the school life of secondary-school pupils. Only the hopelessly reactionary teacher or administrator now feels that student participation in school control is a fad. Participation has amply proved its case. The fact that the phrase student participation in school control has replaced the term student government is mute evidence that school administrators have not in the least relinquished their final responsibility for control of the school, although they recognize the advantages of delegating to pupils some participation in the government of the school.

To expect immature pupils to govern themselves without help is unreasonable if not naïve; to refuse to grant pupils a share in managing their own affairs constitutes a failure to see the possibilities of training youth from twelve to eighteen years of age, under guidance, to participate in democratic processes. It cannot be gainsaid that isolated cases may be found in which the council conducts a court successfully, administers the school for a day without teachers, or metes out punishment for offenders. But in many more such cases student government has failed miserably; and almost always he who sponsored such a council properly found himself at liberty to secure employment elsewhere.

For several years after the turn of the century student government languished. Of late there has been the tendency to grant participation in school control as part of the democratization of secondary-school administration. For every successful student court, the investigator can find a hundred cases in which the student council controls the extra-curriculum budget; prepares and presents, under faculty guidance, an excellent series of assemblies; conducts a lost and found department; aids in ushering at school events; helps maintain order in the lunchroom; or furnishes monitor service during the passing of classes. The council should be the hub in which the entire extra-curriculum program is centered. And in a large number of the three hundred sixty-one schools investigated in this study this was the case. Similarly, in a recent study of one hundred sixty student councils in Michigan, Lent found that in over three fourths of these schools the council acted as a clearinghouse and forum for the consideration of extra-curriculum problems.¹

¹Lent, H. C., *The Status of the Student Council in the Class A and B Junior and Senior High Schools of Michigan*, p. 62, Unpublished Master of Arts Paper, Dept. of Educ., University of Chicago, 1939.

Student participation in school control was not unknown in the remote past. Evolving through the centuries, its beginnings may be traced to the times of Plato and Aristotle, although there are long gaps in the historical narrative. Student government in ancient Greece was a reality. Student prefects kept order and were known, in some cases, to select the teacher. Plato's institution, the *Academy*, was accessible to all fellow students of philosophy, and they faithfully maintained its traditions. The president or leader of the school was in the first instance nominated by the founder; afterwards, the office was generally filled by election.² In the *Academy* this appointment was made by the direct secret vote of all the young philosophers. When Plato was absent, two of his students, Speusippus and Menedemus, carried on the instruction. Such a student leader, called a scholar, was elected by his fellow students. Later, Aristotle, the real leader among Plato's students, set up his own school, the *Lyceum*. It was organized as a group to pay sacrifices to the Muses. There was a Master of Sacrifices and an Overseer of Good Order elected every month from among the students.

Student participation in school government is the embodiment of a sound principle that youth should learn to control itself by being given ever greater responsibility as it is able to assume it. Forms of student participation in school control were found in European universities under monarchical and autocratic governments in medieval times. Instances of this type of control have been recorded more than five centuries ago in a boys' school conducted by Vittorino da Feltre at Mantua, Italy, 1398-1440.³ This school furnishes a remarkable instance of a departure from the accustomed methods employed in student discipline and control. In the fourteenth century the University of Paris⁴ was organized into nations, each nation having its own form of government and each responsible for the discipline of its citizens. After the fall of the Roman Empire the schools of Europe were buried within the Roman Church until the Renaissance. The Byzantine scholars, driven out of Constantinople after its fall, became the teachers of Western Europe. Because their number was insufficient to supply the demand, a monitorial type of instruction was instituted, which led to more and more student participation in the management of the schools. Valentino Trotzendorf at Goldberg, Germany, as early as 1500, introduced a system of government consisting of a senate of twelve students, a council, and other officers, similar in many ways to the modern form of student participation in secondary schools.⁵ Early recorded examples of student government in England attest that it was employed at Eton and Rugby

²Gomperz, Theodor, *Greek Thinkers, a History of Ancient Philosophy*, Vol. III. p. 272. J. Murray Pub. Co., London, 1905-1912.

³Woodward, W. H., *Vittorino da Feltre and Other Humanist Educators*, pp. 182-183, Cambridge University Press, 1905.

⁴Seeley, Levi, *History of Education*, p. 140, American Book Company, New York, 1899.

Laurie, S. S., *Rise of the Universities*, pp. 163-166, D. Appleton and Co., New York, 1892.

⁵Seeley, Levi, *History of Education*, p. 178 ff, American Book Co., New York, 1899.

in 1786.⁶ Shortly before this, Pestalozzi, the first of our great educators, had introduced the system into his Institute at Burgdorf in Switzerland.⁷ The monitorial system was not unknown in the schools of Colonial America, in fact, was quite in vogue for a number of years.

In spite of the relative youth of America's educational institutions, pioneer examples of student participation may be found. One of the first instances in the New World occurred in 1779 in the College of William and Mary, Williamsburg, Virginia.⁸ Thomas Jefferson went beyond the plan used in the College of William and Mary when he formulated the system at the University of Virginia,⁹ which he founded in 1819 at Charlottesville for the very purpose of giving the training needed to make the students good citizens of the Republic in which they were to live after graduation. In the midwestern states, Frances E. Willard, president of the Evanston College for Ladies, the successor to the Northwestern Female College, was the pioneer advocate of student self-government. Shortly after the amalgamation of the Evanston College for Ladies with Northwestern University (1873), Miss Willard resigned her post as Head of the Woman's College at Northwestern University largely because her advanced notions in regard to student government conflicted with the ideas of the president and trustees of the university.¹⁰ As a matter of fact education for citizenship was a principle of the founders of the American public school as evidenced by innumerable pamphlets collected by Allen Oscar Hansen in 1926.¹¹ The founders of the Republic were of a like mind.

Early New England high schools provided meagerly for participation of students in government; it was not until 1825 that a really notable example was recorded when the New York High School adopted a monitorial system.¹² The Temple School in Boston furnished another early example in 1834.¹³ Here the pupils elected a superintendent from among their number, and they became subject to his control. The results were reputed to have been most satisfactory. It is stated that the worst boys when put into office became scrupulously just and got an idea of superintending

⁶Lyte, H. C. Maxwell, *History of Eton College*, pp. 295-317, Macmillan & Co., New York, 1889.

⁷De Guimps, Roger, *Pestalozzi's Institute at Burgdorf*, pp. 201-250, Appleton & Co., New York, 1901.

⁸Tyler, L. G., *The College of William and Mary in Virginia*, p. 66, Whittet and Shepperson, printers, Richmond, Va., 1907.

⁹*Ibid.*, p. 66 ff.

¹⁰Bruce, P. A., *A History of the University of Virginia*, Vol. I, pp. 6-7, Vol. II., p. 313, The Macmillan Co., New York, 1926.

¹¹Wilde, A. H., *History of Northwestern University, 1855-1905*, Vol. II, pp. 66-69, p. 86, p. 107, University Publishing Society, New York, 1905.

¹²Hansen, A. O., *Liberalism and American Education in the Eighteenth Century*, The Macmillan Co., New York, 1926.

This is a source book for the period. As yet the sources for the period of which this volume treats are scattered in many libraries, but the work was made possible through the courtesy of the New York Public Library, the New York Historical Society, the Wisconsin Historical Society, Columbia University Library, and the private individuals, including William Washington, who proffered their own collections in providing every service in the furtherance of the research.

¹³Palmer, A. E., *The New York Public School*, p. 23 ff. The Macmillan Co., New York, 1905.

¹⁴Peabody, E. P., *Record of a School*, p. 18, James Munro & Co., 1835.

¹⁵Morrow, Honore W., *Father of Little Women*, p. 140, Little Brown & Co., Boston, 1927. Source book for Mrs. Morrow's book, *Diary of Amos Bronson Alcott*, in the Alcott home, Concord, Mass.

themselves which nothing else could give. Probably the best example of student government in the earlier years of the history of American secondary schools was that of the Hartford Public High School, Connecticut, in 1852.¹⁴ The plan very closely resembled a modern setup of student government, because the headmaster reserved the right of absolute veto.

There seems to have been no other outstanding example of student participation in school government until the establishment of the George Junior Republic at Freeville, New York, in 1894.¹⁵ This really was the beginning of a system of *self-government*, and for the next twenty years or more, *self-government* became the watchword of educators and leaders in reform methods of school administration. In 1897, Wilson L. Gill introduced a form of *self-government* known as a "School City" in the Norfolk Street Vacation School, New York City;¹⁶ there have been many school cities established since that date.

The early proponents of so-called *self-government*, however, recognized a certain degree of difference between constituted authority and delegated authority. These men blazed the trail for the participation of students in the control of activities in which adolescents, as chief actors, were most vitally concerned. In the desire of these pioneer educators to release their charges from subservient obedience, they often erred in swinging too far toward the other extreme. Hence, the term, *self-government*. Yet even in these earlier attempts to acknowledge the status of students as citizens of the Republic and to accord them training and practice in the performance of the duties of citizenship, these advocates of extreme revolution in methods of school administration were fully conscious that responsibility rests with constituted authority regardless of existing systems in which it was delegated to others.

In 1930, William McAndrew, a former superintendent of schools in Chicago, wrote that he had had participation of pupils in every school in which he was employed for forty years. He stated that it worked; that it fostered responsibility, honesty, and consideration for general welfare.¹⁷ It is due to such leaders as William McAndrew, Elbert K. Fretwell, Harry C. McKown, Charles Forrest Allen, Joseph Roemer and others that return was made from the byway of student *self-government* to the highway of student participation in government.

The word "return" is used advisedly. A careful study of the arche-

¹⁴Hertzler, Silas, *The Rise of the Public High School in Connecticut*, pp. 130-132, Warwick and York, Inc., Baltimore, 1930.

¹⁵Gill, W. L., *A New Citizenship*, pp. 78-83, American Patriotic League, Philadelphia, 1913.

George, W. R., *The Junior Republic*, entire monograph, D. Appleton & Co., New York, 1910.

Smith, J. G., Introduction to *The Adult Minor*, George, W. R., pp. xvii-xav, D. Appleton-Century Co., New York, 1937.

¹⁶Gill, W. L., *Boys and Girls Republic*, p. 5, pp. 48-91, Am. Pat. League, Philadelphia, 1913.

Gill, W. L., *A New Citizenship*, pp. 53-83, p. 180, Am. Pat. League, Philadelphia, 1913.

¹⁷McAndrew, W., Preface to *Tomorrow's Americans*, Bowden, A. O., and Clarke, I. C., G. P. Putnam's Sons, New York, 1930.

types of student government, as revealed by the ideas and practices of Plato and Aristotle and other early educators who first shaped the educational policies which have persisted to this day, discloses convincing evidence that the systems of student government adopted by leaders in the dawn of educational history were of a participating nature in which students shared in the government of scholastic institutions. They shared in the government, but did not govern. The most casual reader is aware of the dominance of Plato and Aristotle over the *Academy* and the *Lyceum*. Even though both of these great philosophers were absent from their schools for long periods of time, they at no time relinquished their authority. They delegated authority to their students, but they did not *give* it to them. It must be remembered, too, that these students were mature men—not the adolescent youths to be found in the secondary schools of to-day. The experiences in student government in Italy, Germany, Switzerland, England, and France, when carefully analyzed, are found to be of a participating nature. The early New England high schools, which are often named as examples of *self-government*, were not in reality self-governing. It was literally a "return," then, when ideas of turning over the government of the school to students for them to rule themselves were abandoned in favor of granting students the privilege of participating in making and executing the laws of the school *under guidance*.

In tracing the history of student government the thread of continuity is often broken, sometimes is completely lost, but it is always found and taken up again, perhaps in some obscure corner where the spirit of democracy in school government has been kept alive and nurtured unmolested in the midst of monarchical and autocratic civil government. Even during the Dark Ages, when the culture and learning of civilized Europe were saved from destruction only through the sustained determination and prodigious effort of the monks in the monasteries, we find isolated instances of student participation in school control. Thus has the idea of student participation in school government been preserved and handed down to succeeding generations. It is not new, but the twentieth century has given it such an impetus that its growth and development in the last twenty-five years has brought it more sharply into focus than ever before.

Perhaps historical research will disclose earlier forerunners to the present-day council. Such evidence as exists indicates that some activities of the kind usually associated with the council had appeared before 1850 in the American secondary schools, but the student council as it exists to-day is a relative newcomer in the extra-curriculum family. Jones has investigated the date of inception of certain activities in two hundred sixty-nine secondary schools. In these schools he found no councils before 1900,

whereas he found one newspaper as early as the period 1870-1874.¹⁸ The median date for the establishment of the one hundred thirty-two councils in the two hundred sixty-nine schools which Jones studied was 1924; for football the median date of establishment in one hundred forty-seven of the same schools was 1907.¹⁹ In fact, in the two hundred sixty-nine schools which Jones studied only eight activities were established later than the council. These were: school handbook (1926), golf (1929), tennis (1925), swimming (1926), wrestling (1930), hockey (1926), honor clubs (1926), and special interest clubs (1927).²⁰ Further evidence about the age of student councils is available from Lent's study, made in 1938, of one hundred sixty councils in the Class A and B high schools in Michigan. In these schools Lent found the median age was nine years; only nine had operated more than fifteen years, and one had flourished for a period of twenty-five years.²¹ Patrick, in a study of 74 councils, found that the median age was 10 years.²²

Just how extensively student councils have been established in the American secondary school is impossible to determine exactly because all of the studies to date have been based on inadequate sampling. The more recent studies indicate that from two thirds to three fourths of the high schools have some form of pupil participation in school government.²³ The information available in this study shows that eighty-one per cent of the schools that responded to the questionnaire of April, 1939, issued by the National Association of Secondary-School Principals, had some form of student participation in school government. The April questionnaire was an effort to locate student councils and to determine how extensively they participated in local affiliations. The blanks were enclosed with the regular mail of the department. One thousand nine hundred ninety-two of these blanks were returned, of which seven were duplicates, thus leaving one thousand nine hundred eighty-five usable replies. Of these, one thousand six hundred eight reported active systems of student participation and three hundred seventy-seven had none. Nine of those which had no council merely indicated this and failed to give the name of the school and its location. Nine of the three hundred seventy-seven schools that had no councils reported that they were planning to establish student participation in government the next semester.

¹⁸Jones, Galen, *Extra-Curricular Activities in Relation to the Curriculum*, p. 17, Bureau of Publications, Teachers College, Columbia University, New York, 1935.

¹⁹*Ibid.*, p. 17.

²⁰*Ibid.*, p. 17.

²¹Lent, H. C., *The Status of the Student Council in the Class A and B Junior and Senior High Schools of Michigan*, p. 31, Unpublished Master of Arts Paper, Department of Education, University of Chicago, 1939.

²²Patrick, H. E., *Pupil Participation in School Administration and Government in Eighty Secondary Schools*, Unpublished Master of Arts Paper, Department of Education, University of Chicago, 1938, p. 40.

²³Lent, *opus cit.*, p. 29.

American Educational Research Assn., *Review of Educational Research*, Vol. 3, No. 3, p. 233, 1933.

Decker, J. C., *Student Participation in School Government in the Junior High Schools of New York State*, pp. 23-24, Department of Secondary-School Principals, *Bulletin* No. 62, Chicago, May, 1936.

TABLE I
THE FINDING QUESTIONNAIRE OF APRIL, 1939

No. of Usable Replies Received	Affirma- tive Replies	Negative Replies	Percentage Affirmative	Percentage Negative
1985	1608	377	81%	19%

TABLE II
THE FINDING QUESTIONNAIRE OF APRIL, 1939
Distribution of Affirmative Replies by Regions and States

New England and Middle Atlantic		North Central	
Maine	34	Ohio	141
New Hampshire	4	Indiana	61
Vermont	3	Illinois	138
Massachusetts	42	Michigan	144
Rhode Island	13	Wisconsin	42
Connecticut	42	Minnesota	74
New York	54	Iowa	54
New Jersey	60	Missouri	52
Pennsylvania	63	North Dakota	4
		South Dakota	10
Total	315	Nebraska	18
		Kansas	62
		Total	800
South Atlantic		Rocky Mountain and Pacific	
Delaware	7	Montana	13
Maryland	17	Idaho	10
District of Columbia	6	Wyoming	7
Virginia	22	Colorado	44
West Virginia	39	New Mexico	4
North Carolina	17	Arizona	13
South Carolina	3	Utah	7
Georgia	9	Nevada	1
Florida	22	Washington	33
		Oregon	22
Total	142	California	22
		Total	176
South Central		Territories and Foreign Countries	
Kentucky	21	Hawaii	5
Tennessee	5	Puerto Rico	1
Alabama	41	England	1
Mississippi	12		
Arkansas	17	Total	7
Louisiana	4	Grand Total	1608
Oklahoma	42		
Texas	26		
Total	168		

TABLE III
THE FINDING QUESTIONNAIRE OF APRIL, 1939
Distribution of Negative Replies by Regions and States

New England and Middle Atlantic		North Central	
Maine	8	Ohio	35
New Hampshire	1	Indiana	18
Vermont	0	Illinois	22
Massachusetts	11	Michigan	18
Rhode Island	1	Wisconsin	8
Connecticut	8	Minnesota	11
New York	20	Iowa	17
New Jersey	3	Missouri	12
Pennsylvania	14	North Dakota	2
		South Dakota	4
Total	66	Nebraska	6
		Kansas	13
South Atlantic		Total	166
Delaware	3		
Maryland	2	Rocky Mountain and Pacific	
District of Columbia	6	Montana	6
Virginia	3	Idaho	1
West Virginia	8	Wyoming	3
North Carolina	3	Colorado	6
South Carolina	4	New Mexico	1
Georgia	5	Arizona	2
Florida	8	Utah	1
Total	42	Nevada	0
		Washington	6
South Central		Oregon	2
Kentucky	11	California	6
Tennessee	7	Total	34
Alabama	8		
Mississippi	7	Territories and Foreign Countries	
Arkansas	7	Negative replies	0
Louisiana	2	No location given	9
Oklahoma	8	Grand Total	377
Texas	10		
Total	60		

In May, 1939, a two-page questionnaire was then sent to the one thousand six hundred eight schools that had existing government organizations. By this time many schools had closed for the summer vacation, but three hundred sixty-one, or twenty-three per cent, returned usable questionnaires. Tables II, III, and IV show the distribution by states and regions of the replies to the April and May questionnaires.

This handbook does not presume to be a study of median practice of student-council prerogatives and activities. It is a statement of conditions which were found in three hundred sixty-one schools which answered the

questionnaire sent out in May, 1939. Whether or not these conditions are typical is a matter of conjecture. In the opinion of the writers of this *Bulletin*, the facts presented constitute actual practice in three hundred sixty-one schools but probably represent practice above average, since schools which have good student councils, or are proud of their councils, are most likely to reply.

Certainly these high schools are not a random sample of the secondary institutions in the United States, because the median size of the three hundred nineteen whose size is known (see Table V) is about 800; the median size of all high schools is between 100 and 125.

In addition, the authors have supplemented the returns from the questionnaires with the literature of school administration wherever it appeared advisable to do so.

TABLE IV

THE QUESTIONNAIRE OF MAY, 1939

Distribution of Replies by Regions and States

New England and Middle Atlantic		Arkansas	3
Maine	5	Louisiana	0
New Hampshire	1	Oklahoma	5
Vermont	0	Texas	1
Massachusetts	9		
Rhode Island	2	Total	25
Connecticut	8		
New York	10	North Central	
New Jersey	26	Ohio	28
Pennsylvania	16	Indiana	14
		Illinois	30
Total	77	Michigan	51
		Wisconsin	12
South Atlantic		Minnesota	24
Delaware	2	Iowa	12
Maryland	3	Missouri	10
District of Columbia	1	North Dakota	1
Virginia	3	South Dakota	2
West Virginia	10	Nebraska	4
North Carolina	2	Kansas	13
South Carolina	0		
Georgia	1	Total	201
Florida	3		
		Rocky Mountain and Pacific	
Total	25	Montana	1
South Central		Idaho	2
Kentucky	6	Wyoming	1
Tennessee	1	Colorado	7
Alabama	6	New Mexico	1
Mississippi	3	Arizona	2
		Utah	2

TABLE IV—*Continued*
THE FINDING QUESTIONNAIRE OF MAY, 1939—*Continued*

Rocky Mountain and Pacific—*Continued*

Nevada	0	Territories and Foreign Countries	
Washington	6	Hawaii	2
Oregon	3	Failed to name school & location	1
California	5		
		Total	3
Total	30	Grand Total	361

TABLE V

SIZE OF SCHOOLS WHICH ANSWERED THE MAY QUESTIONNAIRE

99 or less	100-199	200-499	500-999	1000-1999	2000 or over	Not given
7	22	76	94	78	42	42

CHAPTER II

PURPOSES OF PUPIL PARTICIPATION IN SCHOOL CONTROL

Theoretical objectives

Practically all of the objectives of extra-curriculum activities have been, and may rightly be, claimed for pupil participation in school control. In a recent study in Michigan Lent found the following were the five main objectives claimed by the principals for the student council in 160 high schools.

TABLE VI*
OBJECTIVES OF PUPIL PARTICIPATION IN SCHOOL CONTROL

OBJECTIVE	NO. OF SCHOOLS	PER CENT
1. To develop student responsibility, initiative, leadership, and school pride	150	93.7
2. To promote worthy citizenship training	111	69.3
3. To provide for pupil expression	82	51.2
4. To provide a working model of a governmental unit under which students will live	36	22.5
5. To promote welfare of the school through proper student-faculty relationship	2	1.2

These purposes are valid ones, which may well be sought in any school which is seriously attempting to develop adolescents to be discriminating and thoughtful citizens in a democratic society.

No one who has seriously considered the methods which may be used to train adolescents to be well informed, serious-minded citizens would claim that inaugurating a student council is the principal method of promoting future good citizenship in the state. The total process is promoted by, or hindered because of the lack of, democratic pupil-teacher relationships, teacher-principal relationships, the curriculum content, and many other factors. Probably the most effective way of developing future good citizenship is to emphasize it through democratic living in the classrooms and corridors as well as in the council meetings and on the playing field. Certainly the curriculum must bear a major responsibility in training for citizenship. The student body must learn the basic facts relative to the social, economic, and governmental problems, both national and international, which face citizens. A recent study in New York state¹ indicated that by and large pupils graduated from, or dropped out of school, without acquiring the appreciation of, or a knowledge about, the pressing economic,

*Taken from Lent, H. C., *opus cit.*, p. 37, and slightly rearranged.

¹Spaulding, F. T., *High School and Life*, McGraw-Hill Company, 1939.

political, or social problems which face the American people to-day, and which the adolescents now enrolled in the secondary school must help solve in the decades which will follow. Other illustrations of inadequacies in the present curriculum could be mentioned. But to treat them adequately would require space which is not available in this monograph. It must suffice to say that forward-looking schools are reorganizing the curriculum to make it function in the everyday living of the future American citizen.

Student participation is not a panacea for the difficulties which beset the public schools; it does offer an excellent method for giving pupils a habit of mind that will consider the public business a matter of interest to the private citizen. Pupil participation is not a fad. It helps to teach citizenship by doing, just as industrial arts, football, and dancing are taught. It is one method by which actual training and experience in citizenship can be had. Its prevalence in public-school systems may well be expected to increase.

Purposes as stated in replies to questionnaire

Of the scores of school administrators who coöperated in furnishing material for this handbook, an overwhelming majority stated, concisely and each in his own way, the theoretical purposes given above as his specific purpose for maintaining a system of student coöperation in his school. A very large percentage of high-school principals believe that student participation in school government is an excellent preparation for active interest in community affairs.

But a few gave selfish, narrow-minded reasons for the establishment of a system of student government, and in practically every instance of this type they admitted it had failed of its purpose. Those who thought to be relieved of the burden of maintaining discipline found to their grief that a so-called self-governed school does not run itself. To their amazement and chagrin they found that it needs a stronger man, a better woman, a keener mind to manage a system of pupil government than it does to control an office-centric organization. In all fairness to those whose specific purpose for the establishment of pupil participation seemed to have been influenced only by personal motives, it should be explained that many of them added other purposes of a decidedly altruistic nature. However, some of them did not. One whose sole purpose was to secure better order confessed that from the very moment the pupil-centric system of government was instituted, it became instantly more difficult to secure order. A writer discussing this very phase of the situation states that if, in the experience of any school, the installation of pupil coöperation in government has resulted in disorder, it has been because those in charge have not thought out in ad-

vance what to do with the activity which they have freed from confinement.² More will be said about this in another chapter.

It is to the credit of the pupil government systems now in operation and to those responsible for their conduct, that the secretaries or presidents of the student councils were able to give to the question on *purpose*, replies distinguished for their discernment and aptness. It was intended that secretaries should secure the help of a sponsor or of the principal in replying to the questionnaire, but in many cases it was evident that they had not complied with this request. It was extremely good fortune that some of the answers were not supervised by teachers. Otherwise we should have missed the student viewpoint which could not have been obtained in any other way. For example, one secretary states the following specific purpose: "To discipline the students who were uncontrollable by the principal." Insolent? Not at all. Merely naïve and forthright. A study of the constitution and an examination of other material relating to the school confirmed the opinion that the student secretary had given a discriminating answer congruous with a keen understanding of the affairs of the organization of which she was an officer.

Many of the student answers were couched in language as dignified and accurate as that employed by any of their elders, and often the students succeeded in sensing the information desired and in making a courteous effort to give that information better than did many of the administrators. Taken all in all, the questionnaires filled by student officers were of great value, not only in giving the pupil version of certain situations, but in giving thoughtful attention to each question asked. The sponsors were equally conscientious in trying to give clear, complete, and correct replies to the questions asked. The attempt to keep separate the specific purposes of organization of a student council and the objectives of student participation in school government was finally abandoned, because it was apparent that in most cases this distinction had not been made in the replies. Answers received from principals, sponsors, and student officers are represented in the following lists.

Here are some of the definite, concrete reasons given for pupil participation:

- "To keep down absences and tardiness"
- "To sponsor worthy projects"
- "To put into effect an honor system for examinations"
- "To foster school spirit"
- "To direct student-body activities"
- "To sponsor drives, school campaigns"
- "Primarily to improve conduct"
- "To improve music standards of the school"
- "To improve literary standards of the school"

²Bowden, A. O., and Clarke, Ida C., *Tomorrow's Americans*, p. 10, excerpt from address delivered at Adelphi College, Brooklyn, by Goldwasser, I. E., G. P. Putnam's Sons, New York, 1930.

- "To improve athletic standards of the school"
- "To formulate a budget and pass upon financial propositions"
- "To expedite collections for student activities, yearbook, etc."
- "To supply school needs such as Lost and Found, Guide Book, and monitor system"
- "To make school a better place in which to study"
- "To be a court in conjunction with the study-hall discipline"
- "For publicity purposes of the school"
- "To furnish laboratory training for those studying in the social sciences"
- "For training in speaking before a large group"
- "To aid in seating pupils for formal assemblies"
- "To handle problems possible for students to take care of"
- "To conduct student assemblies, campaigns, and dances"
- "To encourage social functions and to provide a program of such"
- "To institute student control of conduct in halls"
- "For grading behavior and rating citizenship on reports to parents"
- "Organized in 1918 to promote the sale of thrift stamps and other war activities"

Two rather unexpected replies were: "To help run the school," and "To keep up with the times." Perhaps the reader imagines these replies were given by students. They were not. One was given by a principal and one by a superintendent. By consulting the table below, one may discover that others expressed the same idea, though not so bluntly.

Practically all of the following answers were repeated more than once and some of them many times. The highest number of repetitions was received for the idea embodied in the purpose: "To create better coöperation and a closer relationship between students and faculty." Eighty-eight of the replies gave this objective. In the smaller, localized study conducted by Lent, this objective ranked fifth. Next in frequency came, "To give joint participation in school affairs between faculty and students." "To promote the general welfare of the school," ranked third with a frequency of fifty. The theoretical purpose of student participation as given by most educators in dealing with extra-curriculum activities: "To train for citizenship, promote good citizenship, raise standard of citizenship," held fourth place with forty-one schools naming it as their specific purpose.

The purposes of the organization of student councils as given in the constitutions, while usually more lengthy and written in a more formal style, were practically the same as those given in the following table of replies to the questionnaire. The number at the right of each answer indicates the number of times it appeared.

TABLE VII
SPECIFIC PURPOSES

To create better coöperation and a closer relationship between students and faculty	88
To give joint participation in school affairs	52
To promote the general welfare of the school	50

TABLE VII—*Continued*
 SPECIFIC PURPOSES—*Continued*

To train for citizenship—promote good citizenship—raise standard of citizenship	41
To promote pupil activities and participation	36
To foster school spirit (and traditions)	33
To give students opportunities to develop leadership in handling school affairs	32
To give students a voice in school affairs	31
To encourage, develop, and extend opportunities for student responsibility	29
To sponsor worth-while school projects, such as	
Publication of school paper or magazine	
Publication of guide books, handbooks, school annuals, (yearbook)	
Conducting school assemblies, class elections, inter-home-room contests, campaigns, drives, etc.	
Providing entertainment for visiting teams	
Planning school outings, school parties, school dances, and other social affairs	
Taking charge of "lost and found," monitor system, ticket sales, hall "pages," etc.	
Taking charge of Christmas and Thanksgiving boxes, philanthropic enterprises, better care of building, etc.	
Sponsoring athletics, debates, dramatics, operettas, band, orchestra, etc.	29
To aid in the internal administration of the school	24
To give training in self-government	22
To discuss and solve problems concerning the student body	21
To unify all student activities and organizations	20
To give training in democratic living (understanding the democratic process)	18
To create a clearinghouse for student opinion (act as "pulse" of the school)	17
To direct student-body activities	16
To encourage social functions and provide a social program	15
To promote student welfare	13
To establish a mutual understanding between students and faculty	13
To promote good order in the school	12
To improve the morale of the student body	11
To coördinate the various activities of the school	11
To represent the student body in its contact with the administration	11
To raise the standard of scholarship	11
To create spirit of loyalty in the school	9
To regulate traffic and conduct in halls and cafeteria	8
To help students become more adept in taking part in affairs such as will confront them after leaving school	8
To encourage student participation in school affairs	7
To govern school activities	7
To foster school spirit (and traditions)	6
To make school more democratic	5
To organize extra-curriculum activities	5
To promote and maintain the highest standards of truth, honor, and duty	5
To offer suggestions of betterment to the administration	5
To supervise activities	5
To give students actual practice in self-government	4

TABLE VII—*Continued*SPECIFIC PURPOSES—*Continued*

To raise and maintain the standards of the school	4
To develop student initiative	4
To regulate extra-curriculum participation	4
To act as governing body of the school	4
To promote fellowship and coöperation among students	4
To establish justice—give the students their "rights"	4
To teach student body how to conduct their own government	3
To improve the moral standards of the school	3
To develop in students the educational responsibility of, and the privilege of participating in, democracy in a school	3
To democratically work together in school activities	3
To promote means for student legislation	3
To facilitate student activities	3
To encourage the highest possible development of each student	3
To encourage good will between school and community	3
To promote better inter-scholastic relationships	3
To act as advisory council to headmaster (or principal)	3
To act as a court in conjunction with disciplinary problems	3
To develop self-control among the students	2
To improve the athletic standards of the school	2
To put into effect an honor system for examinations	2
To inspire a feeling of personal pride in the school	2
To manage and direct student business	2
For publicity purposes of the school	2
Because other schools had them	2
To furnish laboratory training for students in social science classes	2
To provide a balanced activity program	2
To regulate extra-curriculum activities	2
To afford general opportunities for student experience	2
To organize noon-hour activities	2
To help make a 100% success of any school affair attempted	2
To formulate a budget and pass upon financial propositions	2
To expedite collections for student activities, yearbooks, etc.	2
To help "run" the school	2
To assume full responsibility for many minor phases of administration (especially minor disciplinary problems)	2
To bring about better social relationships between classes	2
To handle problems possible for students to take care of	2
To provide machinery through home rooms for assembly programs, room programs, checking attendance, etc.	2
To give students a better understanding of the organization of the school ..	2
To give expression through a representative group to the ideas, wishes, and complaints of the student body	2
To help form school policy	2
To be helpful to the school	1
To help improve the school	1
To improve music standards of the school	1
To teach pupils to solve their problems by themselves	1
To promote sportsmanship	1

TABLE VII—*Continued*SPECIFIC PURPOSES—*Continued*

To improve the literary standards of the school	1
To create respect for the school and its laws	1
To assist in developing the school as an educational and moral force	1
To make school a better place in which to study	1
To assist in developing the school as an educational and moral force in the community	1
To develop self-discipline	1
To develop courtesy	1
To develop character	1
To develop obedience	1
To "secure gentlemanly conduct and thoughtful observance of school regulations"	1
To make school more interesting for students and teachers	1
"To stimulate moral, educational, and social progress"	1
To make students conscious of their faults and the faults of their school	1
To promote the sale of thrift stamps and other war activities	1
To do the things of importance in the school that are not taken care of elsewhere	1
To make a more perfect school system	1
To carry on the business of the student body	1
To preserve the best and make improvements where it can be done	1
For training in speaking before a large group	1
Because students requested it	1
Because everyone is doing it	1
To keep up with the times	1
To practice good citizenship here and now	1
To give students partial self-government	1
To give experience in carrying on elections	1
To give student control of activities	1
To study and meet life's situations	1
To give students a knowledge of methods of government	1
To develop a democracy designed to produce intelligent and conscientious school citizens	1
To provide education for democracy	1
To create a democratic self-governing system in the school	1
To train for leadership in democracy	1
To show students that they can be governed by themselves	1
To stimulate interest in the need of good government	1
To promote interest in school activities	1
To urge clubs to cooperate with the school	1
To have a more organized student body	1
To improve all aspects of school activities	1
For guiding student affairs in school	1
To stimulate the desire of the student body for higher education	1
To broaden the student viewpoint	1
To consider matters and discharge duties that may be assigned to it	1
To more closely unite home rooms and organizations	1
Understanding of school aims, ideals, and services	1
To establish activities on an efficient financial basis	1

TABLE VII—*Continued*
 SPECIFIC PURPOSES—*Continued*

To help students of school follow rules and regulations of school	1
To aid in athletic finances	1
To raise money for worthy causes	1
To help keep down absences and tardiness	1
To help school on special occasions	1
To seat pupils for formal assemblies	1
To establish and maintain coöperation in disciplinary problems	1
To consider matters referred by the principal	1
To develop careful judgment concerning problems	1
To plan inter-scholastic activities	1
To coöperate with the faculty in student enlightenment	1
To assist with problems of guidance	1
To be helpful to the principal	1
To give representation to each school organization	1
For the making of any laws necessary for the general good of the school in keeping with the general policy of the school	1
To allow students to participate to the extent of their ability in self- government	1
To make it easier to get information to students	1
To act as representatives to the administration in cases of dissatisfaction ..	1
To obtain coöperation of whole school in handling school affairs ..	1
For grading behavior and rating citizenship in reports to parents	1
To discipline students who were uncontrollable by the principal	1
To give students an opportunity to express and execute some of their ideas	1
To make it possible for any pupil to be heard by the school or the principal on any matter that he considers important	1
To socialize the school	1
	908
Not organized for any specific purpose	3
Organized for a specific purpose, but none given	3

These specific purposes as stated have been reclassified into several broad categories which are listed in Table VIII on the next page.

From this summary it is clear that student councils in the 361 schools which answered the questionnaire have responsibility for regulation of, or participation in, the management of some or all of the extra-curriculum activities. This accounts for more than one third of the total. About one half (1 and 2) are concerned with the problems of extra-curriculum activities, because the development of student responsibility, initiative, and leadership is generally the result expected from participation in the management of the extra-curriculum, as well as a method of furnishing training for citizenship in a democracy. Approximately one third (numbers 2, 4, and 8) were concerned with furnishing some sort of training for citizenship. About one fourth (numbers 3, 5, 6, and 7) aimed to improve the

internal organization of the school, to improve relationships between pupils and teachers, or to provide for pupil expression.

TABLE VIII
SPECIFIC PURPOSES SUMMARIZED

GENERAL GROUPING OF SPECIFIC PURPOSES	NO.	%
1. To allow pupils to participate in or manage extra-curriculum affairs	309	34.0
2. To develop student responsibility, initiative, and leadership	138	15.2
3. To promote proper student-faculty relationships	106	11.6
4. To furnish citizenship training	101	11.2
5. To promote general welfare	64	7.0
6. To aid in the internal administration of the school	49	5.5
7. To provide for pupil expression	33	3.6
8. To furnish a working model of government	33	3.6
9. Miscellaneous	75	8.3
Total	908	100.0

This summary is a striking illustration of the trend which has been discernible to students of secondary-school administration over the past two decades. The council is increasingly being used as the center from which radiate the activities of the school. It often is a means of promoting the teacher-pupil relationship and the internal organization of a school. It is considered an excellent means of training pupils in democratic living. But it is not an organization to enable pupils to govern themselves.

CHAPTER III

ORGANIZING A COUNCIL

When a principal is considering the possibility of inaugurating a system of student participation in government, he should make a thorough study of the subject before initiating any plans or taking any steps in the direction of effecting an organization. First of all, he should become acquainted with the ideas of leaders in this area whose writings are listed in the bibliography of this handbook. Also he should consult with the principals and sponsors who are in charge of organizations that are operating successfully in neighboring schools. He should take time to visit schools in which the work of the student council is outstanding; and perhaps he should attend the convention of his own district association, if one exists.

After this has been done, the principal should take time to study the needs of his own particular student body, and, equally important, take time to consult the faculty and determine its attitude. The advice of those with the longest period of, and most successful experience with, student participation in school control is to proceed slowly and cautiously, and never under any circumstances attempt to spring a full-fledged organization upon the school overnight. It is much better to delay organization a few weeks or months or even a year than to set up hastily an organization that does not fulfill the needs of the particular school and is not adapted to the situation created in that particular environment. It is better to start with the right organization from the beginning than to find it necessary later to abolish completely the system and reorganize. However, those in charge should not hesitate to do this when they have become convinced that the type of organization to which the school has been committed is not the one suited to the best interests of all concerned.

Pupil participation should fill a felt need

Pupil participation should fulfill a need in the school felt by pupils and faculty. This may grow out of a desire for assembly programs, the need to control traffic in the corridors, or from many other causes. The council should begin with a concrete problem which it can solve. By so doing, it will gain confidence in itself and prestige in the eyes of the student body. Lent, in his study of the councils in Michigan, found that the demand came from the pupils in sixty-two per cent of the cases, and from the principal in fifty-three per cent.¹ How frequently the principal had stimulated this demand cannot, of course, be determined.

¹Lent, H. C., *opus cit.*, p. 50. This indicates that the demand came from both pupils and administrators in some cases.

Launching the student council

The following table in which is presented the list of persons responsible for the inauguration of the councils investigated by the National Association of Secondary-School Principals is not in entire agreement with the findings of Lent. The school administration was responsible for launching the council in sixty per cent of the replies, although the principal alone was responsible in thirty-two per cent of the replies. Perhaps it will suffice to say that the principal has had the major responsibility for organizing the council. If he does not believe in it and give it his support, the council is unlikely to make a significant contribution to the life of the school.

Next in line, the students as a whole or a group were responsible for twenty-five per cent of the student councils. Five per cent of the organizations did not know to what person, organization, or influence they owed their origin, though only one and one-half per cent frankly admitted it. By referring to Table VIII, it can readily be noted that in a great many schools the councils grew out of a need felt by pupils and faculty. This should always be the case. And a perfectly objective and easily managed project should be attacked first.

Regardless of how or by whom the organization of a student council is instigated, the educative process and the preparatory steps should not be omitted. This responsibility lies with the principal. If the student body and the faculty are receptive to the idea of student participation and if no antagonism exists in any quarter, this period may be shorter than would be the case if opposition must first be overcome.

Gradual introduction

Pupil participation should be introduced gradually. It is best to begin with a concrete problem which can be solved and to add to the duties or prerogatives slowly. In the study by Lent, referred to previously, the principals ranked as first in importance among ten items which have contributed to the success of the council, "Gradual development; little attempted at first."¹ In another recent study of the student council in seventy-four schools, Patrick found that of eight factors contributing to the success of the organization, the one ranked first in importance was, "Gradual development—not too much attempted at first."²

The rank order of the first five factors contributing to the success of the council in the seventy-four schools which Patrick studied were: (1) gradual development—not too much attempted at first, (2) good

¹Lent, H. C., *opus cit.*, p. 50.

²Patrick, H. E., *Pupil Participation in School Administration and Government in Eighty Secondary Schools*, unpublished Master of Arts paper, p. 70, Department of Education, University of Chicago, 1938.

TABLE IX

WHAT PERSON OR ORGANIZATION PROMPTED THE INSTALLATION OF A STUDENT COUNCIL?

ADMINISTRATION	STUDENTS	MIXED GROUPS	MISCELLANEOUS	NO ANSWER	DIDN'T KNOW
Principal	122	Social Science Department 5	Interest in athletics	1	17
Faculty	71	Civics Classes	Felt the need of a system	1	
Superintendent	21	American Problems Class 1	Need of regular policy for school 1		
Administration Officers 4		Sociology Class	Discussions on student responsibilities	1	
Board of Education	86	History Department			
Headmaster	3	Honor Committee	Total	25	
Name without title	1	Sodality Union			
Coördinators	93	Total			
Principal of another school	1				
Principal and Faculty of another school	1				
Total	228				

This makes a total of 378. The discrepancy in numbers lies in the fact that in many instances the principal or superintendent acted in conjunction with other persons or groups of persons.

faculty advisors, (3) strong pupil leaders, (4) favorable pupil sentiment, and (5) a sympathetic faculty.⁴

Of eleven factors which had hampered the success of the student council, Patrick found the following ranked first in order of importance: (1) difficulty of securing efficient and successful pupil leaders, (2) problem of getting all members to participate in work, (3) pupils made leaders on the basis of popularity rather than ability, (4) lack of interest and responsibility on the part of pupils, and (5) objection to telling on and being disciplined by fellow pupils.⁵

Another step to be taken by the principal who contemplates establishing a system of pupil participation in his school is the study of the various forms that have been used with success. This study should be carried on jointly with the faculty and with the student body. The principal should be prepared to guide the pupils toward the adoption of the plan that seems best suited to his particular group. No plan has been found to be the ideal one for every school.

If a school decides upon a form of government based on state or national government, it should carefully consider any modifications that should be made. One very important matter to decide is whether or not the student government shall attempt to maintain the three branches, legislative, executive, and judicial, as found in the pattern it wishes to follow. Of the 361 schools canvassed, 320 did not have constitutions based on state or national government. Of those whose constitutions followed state or national plans, sixty per cent did not make provision for all three branches. The judicial branch was most frequently omitted, though in a few cases the legislative was lacking.

TABLE X

EXERCISE OF ALL THREE POWERS—LEGISLATIVE, EXECUTIVE, AND JUDICIAL

No. based on state or national government, and exercising legislative, executive, and judicial powers	No. based on state or national government, and not exercising legislative, executive, and judicial powers	Not based on state or national government	Total
17	24	320	361

TYPES OF STUDENT GOVERNMENT IN OPERATION

A tabulation of the results of the questionnaire shows that the principal forms of student organization are: council of home-room presidents, council of home-room representatives, national government plan or a

⁴*Ibid.*, p. 70.⁵*Ibid.*, p. 73.

modified form of it, forum plan, city government plan, council of class representatives, state government plan, unicameral legislatures, council of representatives of organizations, and advisory or record-room representatives. About one fifth of the schools employed individual plans of such dissimilarity that they could not properly be classified under any of these headings. Neither were these ten classifications distinct and diverse. For example, some listed their plan as the "forum plan." A description of the plan showed that the forum consisted of representatives from the home rooms. Others employing exactly the same plan listed it as "council of home-room representatives." Still others called it a "unicameral legislature." In like manner many organizations were designated, "council of home-room representatives," but an outline of the plan revealed that it closely resembled that of the Federal Government. This happened in so many instances that when the answers to the question, "If based on state or national government plan, does council maintain house of representatives and senate and employ judicial, executive, and legislative powers?" were tabulated, the result was not consistent in that the sum of the "yes" and "no" answers was larger than the total number of councils listed as operating on the state and national government plans. The trouble lay in the fact that many councils of home-room representatives, or home-room presidents, had adopted forms of state or national government. This necessitated striking out all answers of "yes" or "no" given by those councils whose plan of organization was not listed as that of state or national government. The number of each is given at the right.

TABLE XI

TYPE OF COUNCIL ORGANIZATION

Council of home-room presidents	94
Council of home-room representatives	45
Modified form of national government	33
Forum	30
City government	27
National government	22
Council of class representatives	22
Modified form of city government	14
Modified form of state government	8
Representatives of classes and organizations	6
State government	5
Representatives from home rooms and classes	5
No answer	5
Representatives from home rooms and organizations	4
Representatives from home rooms and student body	4
Home-room presidents and representatives from organizations	3
Representatives from home rooms, classes, and organizations	2
Council of class representatives and others	2
Class presidents and representatives of organizations	2
Home-room presidents and representatives	2
Senators from home rooms and clubs	1
Class officers and organizations	1
Honor roll and class officers	1

TABLE XI—*Continued*TYPES OF COUNCIL ORGANIZATIONS—*Continued*

Home-room senators	1
Home-room vice presidents	1
Form under development	1
Service club	1
Modified form of local and state government	1
Modified form of national and state government	1
Modified form of town government	1
Class presidents, assembly presidents, and representatives-at-large	1
Council of representatives from all organizations	1
Class officers and organization presidents	1
Class officers and shop and club representatives	1
Class presidents, cadet corps commander, and one appointed member	1
Class presidents, class representatives, and student body officers	1
Student officers and representatives from organizations	1
Council elected by students	1
Class presidents and class representatives	1
Study hall representatives	1
Class officers and one representative-at-large	1
Class presidents and home-room chairmen	1
One representative for each 30 students	1
Home-room representative and class officers	1
Officers elected by student body plus chairmen of seven standing committees	1
"Totalitarianism plan"	1
Total	361

Council of home-room presidents

The most popular type of organization is the council of home-room presidents. This type presupposes a home-room organization which simplifies the setting up of a general organization. Every member of the student body is a member of the government organization and exercises his right of franchise in the home-room elections and in the general election of a president and vice president. The candidates for these two offices are usually nominees from the Senior and Junior classes, respectively. Later, the secretary and treasurer are frequently appointed by the president, with the approval of the sponsor or principal, from the commercial classes. Sometimes they are chosen at the general election with the president and vice president. One of the chief advantages of this plan lies in the fact that the home-room president not only represents his home room in the student council but bears the brunt of responsibility in his home room. He reports to his fellow students the actions of the council and provides for the execution of the decisions of the council; he takes charge of the home room and starts the class to work pending the arrival of a delayed teacher; and he sees to it that the home-room secretary calls the roll, reports the attendance to the office, and attends to multitudinous details from which many teachers are glad to escape.

An objection to the plan of having the home-room president act as representative to the council is that by so doing an opportunity is lost for further distribution of participation in service. Then, too, many point

systems prohibit a student from holding two major offices. This would prevent dual service under those systems in which both the home-room presidency and representation in the student council are ranked as major offices.

Council of home-room representatives

Next in favor is the council of home-room representatives. More frequently than not a boy and a girl are chosen from each home room. These representatives carry suggestions and complaints to the council and bring back reports of the council actions, but further than that they bear no responsibility in the home room. The president and vice president, and sometimes the secretary and treasurer, are usually elected by the student body, though sometimes they are chosen within the council by their fellow members. Sometimes the council functions as a unicameral legislature or a forum, and sometimes it follows forms of city, state, or national government.

National government type

Next in frequency came the national government plan or a modified form of it. Representatives are chosen in various ways. As has already been intimated, they are often selected in the home rooms, the classes, the advisory, or the record rooms. Another favorite method is the division of the student body while in assembly into states and congressional districts. Each state elects two senators and a proportionate number of representatives, while the assembly as a whole elects the president and vice president. The president appoints the members of the supreme court and the senate ratifies the appointments. The court chooses its own chief justice. Many small high schools follow the national government plan in a general way, but omit numerous details, and adapt the framework to their own particular needs. Sometimes the senate is endowed with judicial powers, or these are invested solely in the faculty. In many instances the judicial branch of the government is eliminated entirely so far as student participation is concerned. Large high schools often reproduce the national system quite completely. One of the most exact reproductions is that of the McKinley High School, Honolulu, Hawaii, but the principal finds that it is rather cumbersome. He feels, however, that it is worth the trouble required to maintain the operation of the system because of the object lessons it affords to the native students in understanding the government of the nation to which they owe allegiance. Right here it might be well to sound the warning that many attempts at student government have failed because they applied too faithfully the form of the Federal Government. No system should be so unwieldy that it takes too long to secure action. It is risky to permit two coordinate powers to conduct the business. At the present time a large city high school is struggling with

this situation. The Senate and the House are not responsible to each other, so each passes laws not recognized by the other.

City government type

In the city government plan the ward is the basic unit, and the methods employed in laying out the wards usually differ according to the size of the school. Many designate the home rooms as wards; others have just four wards, one for each class; and still others divide the assembly into wards. When a class becomes a ward, it is customary for each home room to serve as a voting precinct. Instead of president and secretary, the school votes for mayor and clerk. Some of the schools have adopted the commission form of municipal government, and some the city manager plan. The Saint Theresa High School of Detroit, Michigan, affords an example of the latter. In this plan voters elect a board of commissioners each of whom has control of one particular department.

The forum type

The forum plan for the most part functions merely as a discussion group. By this means the principal determines student opinion and can be guided in his course of action by knowledge gained during the threshing-out process in the forum; but all legislative, executive, and judicial powers remain in the hands of the school's administrative officers.

Council of class representatives

In the council of class representatives the size of the council is determined by the size of the school and the extent of student participation in the control of administrative affairs. The delegates are then apportioned so that the Senior class has the highest percentage, the Junior class the next highest, the Sophomore fewer than the Junior, and the Freshman class the fewest. In a very few cases the Freshman class has no representative in the council. Sometimes the Freshman class is permitted to elect representatives for the second semester. In other cases the Freshman representatives attend council meetings and take part in the discussions, but have no vote. Some schools give the Freshman class a special course in training to prepare the members for citizenship under their system of student government. Most of these schools provide this training only during the first semester, and the class is considered competent to elect voting representatives in the second half of the year.

Council of representatives from organizations

Another type of organization is that in which the representatives are chosen from the various organizations of the school. The main difficulty, as was discovered in examining the constitutions of the schools using this system, was that in most of them a part of the student body seemed not to be represented, because a number of pupils did not belong

to any organization. The council should be chosen from the school in such a way that every pupil feels that he is represented. In some schools the organizations such as Boys' Club, athletics, publications, etc., form the basis of representation. This form will work satisfactorily if every pupil belongs to an organization which receives regular reports from its representatives. Home rooms, since they are used so extensively in schools, offer a very satisfactory basis for representation.

State government type

The least favored plan of all the major ones submitted is that of state government. Comparatively few schools reported a system of student government incorporated on this plan. Like the Federal Government most schools find it too unwieldy unless it were revised to such an extent that in reality it becomes an original method. Even the names of governor, lieutenant governor, etc., militate against its adoption. However, a few schools are operating quite successfully with the entire setup of state government. Traffic in the halls is regulated by state police, and to the most minute detail the state system is applied to the administration of the school.

Expression of dissatisfaction with type in operation

Only seven per cent of those answering the questionnaire expressed dissatisfaction with the type of organization chosen. Twelve per cent said they were not entirely satisfied with the operation of their systems. Several did not wish to commit themselves, as their systems were new and had not been given a thorough trial. All the others were satisfied with the mode of government chosen for their schools.

TABLE XII

ARE YOU SATISFIED WITH THE OPERATION OF YOUR TYPE OF STUDENT COUNCIL?

Yes	No	Undecided	No Answer	Total
285	25	43	8	361

This tends to confirm the belief that the actual machinery through which student participation in the government of the school is carried on is not so essential as is the whole-hearted coöperation of the principal, faculty, and student body, the efficiency of the executive officers, and an indomitable will to succeed. In so far as students are concerned, Pope's aphorism holds true:

"For forms of government let fools contest;
Whate'er is best administer'd is best."

Size of council

The size of the council should not be too large. If the home room is used as the basis of representation, there would of necessity be over one hundred members in large schools. If such a condition exists, it is necessary to choose an executive committee from the council. The working group, which probably should not exceed thirty members, should report back to the whole council regularly. In Chapter X are described the practices of 376 schools with respect to student council finances. The median size of the student councils in 349 schools which supplied the information was twenty-four members.

Veto power of the principal

It is generally conceded that a student council should have a constitution which delimits its powers and duties. The principal as chief executive officer of the local school has the power delegated to him by virtue of his position.

It cannot be emphasized too strongly that the student government organization draws its power from the principal, just as the principal reports to the superintendent, who in turn must answer to the board of education. The board of education is held responsible by the citizens of the community. In no case should a principal yield his right of absolute veto. He should always hold the reins of government in his hands, even though he holds the reins loosely and inconspicuously most of the time.

In connection with the study of student-council finances, described in Chapter X, it was found that in 365 of a total of 376 schools the principal had the power of veto; in 371, or 98.3 per cent of these schools, it was unnecessary to use the veto power, or it was used very rarely. Many principals who report student councils which have operated over a decade have never found it necessary to use the power of veto.

Name of council

The organization through which pupil participation in school government functions is usually known as the Student Council. Other names which are applied are Student (Government) Association, School Council, General Organization, Student Coöperative Government or Association, and Student Activities Organization or Association. Infrequently the organization may be called Student Affairs Board, Student Senate, Senate Council, High-School Government, or Pupil Government. The name Student Council, however, has been adopted so overwhelmingly that it is typical.

Written constitutions

Almost eighty-eight per cent of the student councils have constitutions; less than ten per cent have no written constitution. A few schools failed to answer this question. One sponsor explained that the high school is small and the relationship existing between pupils and the faculty is so intimate that to draw up such an instrument would be a violation of trust. In this school there is a tacit agreement in regard to the form of government, and a set procedure is followed in the matter of elections and the discharge of duties without the aid of a written constitution. This seems to be the situation in the case of most of the other councils which operate without written constitutions. One council in a fairly large high school is trying out a certain scheme before committing the plan to paper, and a few are either in process of formulating a constitution or revising the old one.

TABLE XIII
DOES COUNCIL HAVE A WRITTEN CONSTITUTION?

Yes	No	In process	No answer	Total
315	33	7	6	361

CONSTITUTIONS OF DIFFERENT TYPES OF ORGANIZATIONS

The constitutions reprinted here are not intended to be models. They are instruments that are being used successfully by their respective schools. Each one furnishes a fairly good illustration of its particular type of government. Although each constitution, whether derived from municipal, state, or federal sources, is modified to a certain extent, all the revisions made in the following constitutions are fairly consistent. This is not true of many of the constitutions that were examined. For instance, one constitution provided for an attorney general in a municipal type of government; a prosecuting attorney was elected in a national government plan. One constitution fashioned after a state government made provision for the senators to be elected from wards. If the objective in simulating civil constitutions is to make the students familiar with civil government through practical application of its terms, political divisions, and general setup in everyday usage while in school, the purpose is defeated if the offices, the political units, the methods of election and administration, are not adhered to by the school in following the special form of government. Rather it would be better to discard entirely the idea of setting up any existing civic system, and to originate a distinctly individual method. Many schools have done so.

Council of home-room representatives

The student council of the high school at Flemington, New Jersey, which enrolls 385 pupils, is composed of home-room representatives. This constitution does not provide for a judiciary department. The Flemington council took the initiative in 1939 in organizing a county student-council conference.

CONSTITUTION

Preamble

We, the members of the Flemington High School, in order to foster a spirit of coöperation amongst the students and faculty, coördinate and regulate student activities, maintain a high standard for the school by upholding high standards of personal conduct, promote and encourage activities for the best interests of the school, and develop good citizens through experience in government, do hereby establish this constitution for the student council of the Flemington High School.

Article I

Organization

1. There shall be a student government whose membership shall consist of the entire student body of the Senior and Junior high schools.

2. There shall be a student council which will act as the legislative branch of this government consisting of the four executive officers and one representative from each home room; with the exception that home rooms containing twenty-five students plus a major fraction thereof, shall have two representatives. Any room that has an executive officer will have its own representative as well.

3. There shall be a faculty advisor nominated by the student council and voted upon by the entire student body, who shall remain advisor for as long as he or she desires to serve in that capacity.

4. The term of office for all representatives and officers of the student council shall be one year. Any representative may be recalled by a majority vote of his home-room members or at the demand of the faculty advisor, after which the home room shall immediately elect a successor. Any representative who fails in scholastic standing for any one marking period will have to appear before the faculty advisor or principal for explanation and may be recalled.

5. The executive officers of the council shall be: president, vice president, secretary, and treasurer.

6. In June of each year the entire student body will vote for the executive officers who will hold office beginning the following September. Any student desirous of being a nominee for an executive office must submit a petition signed by twenty-five students to the council faculty advisor the last week in May. These nominees will be voted upon the first week in June by preferential ballot.

7. Any student who is desirous of being nominee for representative from his home room must submit a petition signed by ten members of his home room to the student-council faculty advisor. These nominees will be voted upon the third week in September, and the student who receives the most votes by a preferential ballot will be elected. The student council will hold its first meeting the fourth week in September.

8. Should a representative be absent the day the council meets, the home-room teacher will appoint a substitute to attend the meeting.

Article II

Duties of Officers

1. The president shall preside at student-council meetings, shall perform such duties as usually devolve upon presidents of similar organizations unless otherwise ordered by the constitution, shall appoint the necessary committees

with the advice and consent of the council, and shall call special meetings when deemed necessary. He shall be responsible to see that the council gets under way promptly in September.

2. The vice president shall assume the duties of the president in case of his absence or disability.

3. The secretary shall keep a record of all meetings of the council and provide a copy of the minutes for each representative for discussion in the home rooms and copies for members of the administration, shall carry on the correspondence of the student council, and shall keep a record of attendance at council meetings.

4. The treasurer shall collect the student-council taxes from the home-room treasurers, shall deposit all money in the central office, shall keep a record of the expenditures and receipts, and shall make a report of the finances at each meeting of the council.

Article III

Meetings

1. The council shall meet once a week at a time and place agreed upon by the council and approved and regularly scheduled by the administration.

2. Special meetings may be called by the president if approved by the administration.

3. All members of the administration and faculty are welcome to attend council meetings.

Article IV

Taxes

1. Like all governments, the student council shall be maintained by taxes from the student body.

2. The council will submit a budget of proposed expenditures for the following year and the entire student body will vote on it before the close of the school year. From the budget a tax rate will be levied which will go into effect in September.

3. The usual subsidy from the Board of Education will pay the expenses of the Honorary Society.

Article V

Powers

1. The student council shall make regulations by a vote of two thirds of those present at the council meeting. A quorum for transaction of business shall consist of two thirds of council membership.

Article VI

Veto

1. These proposals shall then be put in regulation:

a. If these proposals do not meet the approval of the student body, after going into effect, they may then be vetoed by a two-thirds vote of the entire student body. A petition presented by twenty-five students to the council will bring the proposal to the vote of the students.

b. Any regulation passed by the council concerning the Junior or Senior school may be vetoed by the supervising principal with the option of making a counter proposal or giving a satisfactory explanation before the council.

Article VII

Petitions

1. A request for the consideration of any problem concerning student government by one student or a group of students may be presented to the council through their home-room representative. It shall be the duty of the representative to present it before the council.

2. A petition by a member of the faculty or administration will be considered in either of the following ways:

a. Presenting it to a council member who will in turn present it to the council.

b. Appearing before the council and presenting it personally.

Article VIII
Amendments

1. A petition for an amendment to the constitution may be presented to the student council after having been signed by one third of the student body of the school concerned, or in the event that the proposed amendment concerns the entire student body, the signatures of one third of the pupils of both schools shall be necessary for a consideration of the amendment.

Article IX
Committees

1. The student council shall establish committees to perform certain functions necessary to school government. The nature and purpose of these committees shall be held responsible to the council and the committees shall be decided by the council. The chairman, whenever possible, shall be a member of the council, and the faculty advisor shall be appointed by the council.

Individual plan—Home-room representatives

The constitution of the High-School Associates, Newton High School, Newtonville, Massachusetts, a high school enrolling 2500 pupils, has been worked out in detail and gives a comprehensive treatment of activity points, the chartering of clubs, initiative and referendum, and publications. It exemplifies in its creation of a board of finance and a bursar's office, sound financial policies. The judiciary department comprises a court for the interpretation of the constitution and bylaws and of any act or regulation that has been passed, but does not act as a court of justice in the punishment of offenses. The plan of government is based on home-room representation. The constitution outlines an excellent system of elections, conducted in the same manner as city elections, with regular voting ballots, election officials, and tally sheets. By the installation of small, collapsible voting booths, it is possible for one hundred people to vote at the same time.

CONSTITUTION

Article I
Name

1. The name of this organization shall be the Newton High School Associates.

Article II
Purpose

1. The purpose shall be to combine the school into a "civil body politic, for the better ordering and preservation and furtherance" of the good name, spirit, and traditions of the Newton High School that there may be framed and enacted such just laws that the liberty of all may be preserved.

Article III
Membership

1. The membership of the Newton High School Associates shall consist of all the bona fide pupils of the school.

Article IV
Officers

1. The officers shall be an honorary president, president, boys' vice president, girls' vice president, clerk, treasurer, bursar, representatives to the legislature and the executive council, and the members of the administrative boards.

Article V

The Executive Council

1. There shall be an executive council to consist of a student representative elected from each board, and of faculty supervisors to be appointed by the school authorities.

Article VI

The Legislature

1. There shall be a legislature to consist of representatives elected from home rooms on the following basis:

Class XII rooms of over twenty pupils shall have two representatives. Rooms with twenty or less shall have one representative.

Class XI rooms shall have one representative from each room provided that the ratio of the number of representatives to the number of Juniors shall not be greater than one to thirty.

Classes X and IX shall have one representative for every two rooms.

Article VII

Administrative Boards

1. The administrative boards shall be as follows: finance, publications, athletics (one for boys and one for girls), social affairs, civic affairs, music, and dramatics.

2. Each board shall consist of three members chosen by the president from the Newton High School Associates, and of the faculty supervisors of the respective activities.

Article VIII

Nominations and Elections

1. The officers of the Newton High School Associates and of classes shall be elected by the Australian ballot at the general election which shall be held the last week in May or in June for the following year. Sophomore class officers are elected in January or the first week in February.

2. The term of all officers, unless otherwise provided, shall be for one year, the term to begin on the Wednesday following the election.

3. All of the details necessary to the administration of the general election shall be determined by the executive council and by the election officials authorized by the council.

Article IX

Vacancies

1. The executive council shall fill vacancies in any office temporarily and shall call such special elections as may be necessary.

2. Vacancies among room representatives shall be filled temporarily through appointment by the room teachers until such time as a special election may be held.

Article X

Referendum

1. The executive body shall submit at its discretion measures from time to time for the approval or disapproval of the student body, provided that the voting shall be conducted in a manner which the executive body shall designate.

Article XI

Initiative

1. Any student may obtain necessary blanks from the clerk of the executive body in order to secure signatures of students favoring a measure which it is desired to propose, provided that the number of such signatures be at least 150 pupils from each class, and provided that when such a number of signatures has been secured, the blanks shall be returned to the clerk that the signatures may be verified.

And when the necessary number of signatures has been verified, the executive body shall submit the proposed measure, in a manner which the executive body shall determine, for the approval or disapproval of the Associates.

In the event of favorable action by the Associates such measure shall, to all intents and purposes, be as binding upon the Associates as any measure passed by the regular legislative bodies.

Article XII

Bylaws

1. The legislature, subject to the approval of the executive council, shall have power to adopt and enforce such bylaws as shall not contravene this constitution.

Article XIII

Amendments

1. Amendments to the constitution or bylaws may originate in the executive council, legislature, faculty, or Associates; and shall be ratified by a three-fourths vote of the legislature, the executive council, and the approval of the Honorary President.

2. The constitution or bylaws may be amended at any regular meeting of the legislature by a three-fourths vote of the membership, provided that a written proposition for such an amendment shall have been submitted to the legislature at a previous meeting.

Article XIV

Source of Power

1. Since the Honorary President is immediately responsible to the school authorities for the welfare of the school in all its activity relations, it is necessary that all pupil power be delegated by the Honorary President, and that it may be revoked by him at any time.

Article XV

Judiciary

1. The Honorary President and the faculty supervisors shall act as a court of interpretation and decision in reference to any article, bylaw, or rule of this constitution and bylaws, or of any act, rule, or amendment hereinafter enacted by the officers, executive council, legislature, representatives, administrative boards, or any other subsidiary organizations.

Article XVI

Veto Power

1. In accordance with Articles XIII and XIV the Honorary President may veto any act, bylaw, amendment, or resolution that has been regularly passed by the executive council and the legislature, provided that he shall present to the legislature and executive council his reasons for such actions.

BYLAWS

Article I

Nominations and Elections

1. Preliminary nominations shall be made at least two weeks preceding the general election, and final nominations are to be determined at least one week prior to the general election.

2. For the final nominations each voter shall name on his ballot two candidates for each elective office irrespective of the home room of the candidate, provided such names were chosen at the preliminary nomination.

Article II

Meetings

1. The executive council shall meet semi-monthly as may be conveniently arranged.

2. The legislature shall meet regularly once each month.

3. Special meetings of either body may be called by the Honorary President or by the written request of one fourth of the membership.

4. A majority of the membership of either body shall constitute a quorum.

Article III
Rules of Order

1. Robert's Rules of Order shall apply in all cases of order not provided for in this Constitution or Bylaws.
2. The presiding officer of the legislature shall appoint a parliamentarian for that body who shall with the Honorary President make such parliamentary interpretations and decisions as may seem necessary.

Article IV
Duties of Governing Bodies

1. The executive council shall appoint a secretary who shall keep a journal of its proceedings.
2. The executive council shall have power to levy taxes upon the various organizations in order to create a general fund, to make appropriations from such fund, grant charters, pass emergency measures, initiate and approve legislation, direct the work and formulate the policies of the administrative boards, and exert general control over all student activities.
3. The legislature shall be the deliberative body of the school. It shall have power to initiate and approve legislation, recommend charters, recommend appropriations, and to represent the school in all matters that are legislative in character.

Article V
Duties of Officers

1. It shall be the duty of the Honorary President to preside at the meetings of the executive council and to make such interpretations and decisions as may be necessary. He shall be a member ex-officio of all boards and committees.
2. It shall be the duty of the president to preside at all meetings of the legislature of the High-School Associates and at special assemblies, to call special meetings of the legislature on the written request of one fourth of the membership, to appoint all committees not otherwise provided for, and to perform all duties usually devolving upon the presiding officer. He shall be the recognized head of the student body.
3. It shall be the duty of the boys' vice president to preside at meetings of the legislature or High-School Associates in the absence of the president. The boys' vice president shall be the head of the boys' organization and shall preside at all boys' assemblies. He shall be a member of the civic affairs board.
4. It shall be the duty of the girls' vice president to preside at meetings of the legislature or High-School Associates in the absence of the president and the boys' vice president. She shall be the head of the girls' organization and shall preside at girls' assemblies. The girls' vice president shall be a member of the civic affairs board.
5. It shall be the duty of the clerk to keep the rolls of the legislature, a journal of the proceedings, attend to the correspondence, and such other duties as may be assigned.

The clerk acting with the president and the faculty advisor of the legislature shall be the immediate connection between the legislature and the executive council.

6. It shall be the duty of the sergeant at arms, who shall be appointed by the legislature, to assist the president in maintaining order, to attend the doors, and to perform such other duties as may be assigned.

7. It shall be the duty of the bursar, who shall be appointed by the school authorities, to keep a record of all receipts and disbursements in such manner as will show at all times the total receipts and payments on the account of each activity, to make formal monthly and annual reports to the executive council, to have charge of printing, distribution, and sale of tickets for all events to which admission is charged. He shall supervise the taking of tickets for all events to which admission is charged, and audit at least twice a year the records of cash receipts as kept by each treasurer or collector. The funds of all activities shall be delivered by the respective treasurers and collectors to the bursar or his official representative on the date when received or collected.

All disbursements shall be made by the bursar upon written warrant of the treasurer of the activity whose account is to be charged, with the signature of the faculty supervisor attached.

The bursar shall be bonded to an amount equalling the average yearly receipts, and his accounts and records shall be audited annually by a certified accountant.

He shall be a member of the executive council.

8. It shall be the duty of the student treasurer to be an immediate assistant to the bursar, to make reports to the legislature, and to be supervisory agent of the various activity treasurers. He shall be a member of the legislature.

9. There shall be a treasurer for each student activity who shall receive, collect, keep a record of all dues, cash receipts, and contributions, and shall deposit all receipts with the bursar. Complete reports on regular forms are to be made to the bursar within a week's time after a change. The treasurer shall present to the bursar for payment such bills as are authorized by the organization. In cases of emergency, the faculty supervisor and executive officers of the respective activities shall have the authority to make appropriations. He shall have his accounts audited by the bursar semi-annually and shall make necessary financial reports to his respective organization.

10. In order that the many different branches of the Newton High School Associates may be properly coordinated in a supervisory way, it has become advisable to have an executive officer from the faculty.

The Honorary President appoints the executive secretary as his personal representative and invests him with the necessary authority as the chief administrative officer of the Associates.

All questions of interpretation, of immediate decisions or unusual circumstances, of eligibility, and of coordination and administration are to be referred to the executive secretary. As the chief supervisory officer, the executive secretary is a member ex-officio of all organizations, boards, and committees, and in such capacity may attend all meetings.

The executive secretary shall appoint a committee of three from the executive council as a standing advisory committee to determine questions of eligibility.

Article VI

Classes

1. There shall be four class organizations: XII, XI, X, IX; or Senior, Junior, Sophomore, and Freshman, respectively.

2. The officers of each class shall be a president, a vice president, a secretary, and a treasurer, except that the Senior class shall have two vice presidents.

3. There shall be a faculty sponsor or supervisor for each class who shall supervise and direct the various class activities.

Article VII

Clubs

1. Clubs in the Newton High School shall be classified as departmental, service, and general.

2. The membership in all clubs shall be limited, subject to the approval of the executive council and eligibility requirements in Article X.

3. Regular meetings shall not be held oftener than once each calendar month. There shall be no meetings in September or after May 20. Meetings should not be held for a longer period than one hour except by sanction of the faculty supervisor.

Article VIII

Charters

1. No activity or organization shall be formed except by charter which shall be recommended by the legislature and granted by the executive council.

2. Organizations may be chartered upon the petition of one teacher and ten or more pupils. The petition shall cover the following proposals:

1. Name; 2. A worthy purpose; 3. Dues, if any; 4. Place, number, and time of meetings; 5. List of charter members with limitation plan; 6. Offices; 7. The faculty supervisor who shall be appointed by the school authorities.

3. All organizations are subject to the direction of the Newton High-School Associates and are delegated power through their respective charters.

Charters may give organizations power to establish constitutions, bylaws, or rules, etc., except that all enactments shall not contravene the constitution, bylaws, or rules of the general organization.

Copies of all constitutions, bylaws, etc., must be filed with the clerk not later than three weeks after the granting of the charter.

4. Any organization which disbands shall surrender its charter to the legislature and executive council.

Article IX

Activity Points

1. To avoid the possibility of overloading a pupil with official responsibilities, and to give the largest possible number of pupils the advantages which come from holding positions of leadership, a system of points shall be administered by the executive council.

2. A pupil may not hold more than nine "pointed-rated" offices. No student may hold more than three offices in one school year, totalling no more than nine (9) points.

3. Five-point positions:

President of the High-School Associates. (Elective)

Clerk of the High-School Associates. (Elective)

President of the Senior Class. (Elective)

Editor of the *Newtonite*.

Editor of the *Newtonian*.

Managers of the Yearbook.

Business manager of the *Newtonite*.

Managers of Athletic Teams. (Major)

4. Three-point positions:

High-School Associates officers other than president and clerk.

Officers of the Senior class other than president.

Presidents of classes other than Senior.

Presidents of clubs.

Members of Yearbook staff.

Assistant editor-in-chief of the *Newtonite*.

Circulation manager of *Newtonite*.

Heads of departments of the *Newtonite* staff.

Assistant business managers of the *Newtonite*.

Editor of the *Orange Book*.

Business manager of the *Orange Book*.

Captains of major teams.

Managers of athletics teams. (Minor)

(Boys' and girls' teams not listed under Section 3.)

Stage committee.

Chairman of lunchroom squad.

Home-room managers.

5. One-point positions:

All other class officers not hereinbefore mentioned.

Club officers other than president.

Executive council members.

Chairmen of committees.

Other members of the *Newtonite* editorial and business staffs not hereinbefore mentioned.

Scoreboard squad.

Lunchroom squad.

Assistant home-room managers.

Other offices not here mentioned may be rated by the executive council or the executive secretary.

Article X

Eligibility for Office

1. In order to be eligible for an elective or appointive office or club membership, a pupil must pass in all subjects and carry at least fifteen eligibility periods or the equivalent. Unprepared work counts half.

2. Any pupil failing to maintain the eligibility requirements in Section 1 will be allowed to continue for one marking period (four weeks). If he has not restored his eligibility status according to Section 1 at the end of this marking period (four weeks) he becomes ineligible for club membership and all school offices. When full eligibility status as defined in Section I is regained at the end of a subsequent marking period, he can recover club membership in a method prescribed by the respective club.

3. A grade of B in at least one four- or five-hour subject is necessary in order to be eligible for a five-point office. (See Section 8.)

4. A pupil doing all grade B work is eligible for an extra three-point office.

5. All candidates for office must be approved by the school administration.

6. The eligibility rules must be interpreted to permit the same pupil to hold office in consecutive seasonal or non-overlapping activities.

7. Pupils placed on probation for poor citizenship by the administration officers of the school become automatically ineligible for all extra-curriculum activities.

8. Pupils absent, tardy, or dismissed five or more times within a marking period are ineligible for all extra-curriculum offices and activities unless exempted by attendance supervisor on basis of satisfactory scholastic accomplishment.

9. Pupils on teams engaged in interscholastic competition are subject to rules of the Massachusetts High-School Athletic Association on file in main office, as well as subject to the school regulations on attendance. A pupil becomes automatically ineligible when put on probation. (See Section 7.)

Article XI

Girls' and Boys' Organizations

1. The boys and girls of the school may meet as separate organizations as occasion may demand.

2. Such meetings may be held in the special interest of either group or for the greater good of the entire school.

3. The vice presidents of the High-School Associates, as hereinbefore provided, shall be the leaders of these groups.

Article XII

Boards

1. It shall be the general duty of the administrative boards to transact such business as may be regularly connected with their respective activities subject to the direction of the executive council.

2. The boards shall submit new plans and all unusual business to the executive council for approval. The legislature and executive council may request the boards to make reports from time to time as may seem necessary.

Article XIII

Board of Finance

1. It shall be the duty of the board of finance to direct the financial activities of the Newton High-School Associates.

2. There shall be a student general fund established under the supervision of the board of finance.

This fund shall be created through taxation, unexpended balances of extinct organizations, gifts, assessments, or by such other means as shall be finally authorized by the executive council. The general fund shall be used for the furtherance of the welfare of the school. It may be used for awards, gifts, honors, assembly speakers and entertainments, loans, and legislative and administrative expenses of the governing bodies and officers. All expenditures from the general fund are subject to the ratification of the executive council and the Honorary President or his representative.

3. The unexpended balances of organizations passing out of existence or out of immediate connection with the school shall be transferred to the general fund.

4. The board shall enforce the rule limiting club dues to fifty cents per year.

Article XIV

Publications

1. There shall be a board of publications which shall direct the work of the *Newtonite*, *Newtonian*, and *Orange Book*, and any other publications which may be authorized by the legislature and the executive council.

2. The annual shall be published under the direction of the Senior class, but shall represent the entire life of the school.

3. The editors and business managers of all publications shall be nominated by the Board of Publications and ratified by the Executive Council.

4. The *Orange Book* shall be a manual of information published under the direction of the legislature.

5. All publications shall work under charter privileges granted by the Executive Council.

6. Appointments to the staffs of publications shall be made by the editors and faculty advisors of the publications subject to the approval of the board.

Article XV

Athletics

1. There shall be a Board of Athletics for girls and a Board of Athletics for boys.

2. The boards shall approve schedules, enforce eligibility, make special rules, supervise managers, make awards, approve recommendations for managers, assistant managers, cheerleaders, recommend appropriations, and direct in general all athletic activity subject to the authority of the Director of Health Work and Physical Education.

3. The Board shall appoint a purchasing agent.

Article XVI

Dramatics

1. The Board of Dramatics shall direct the work of all dramatic activity subject to the authority of the Executive Council.

2. The recognized dramatic organizations shall be the Senior Play and the Drama Club.

Article XVII

Music

1. All music activity shall be under the direction of the Music Board subject to the authority of the Executive Council.

2. The recognized music activities shall be the band, orchestra, chorus, and glee clubs. Other organizations may be authorized by the Executive Council.

Article XVIII

Social Affairs

1. The Board of Social Affairs shall direct the general social activities of the school.

2. Organizations desiring to hold social affairs shall apply to the Board for dates, submitting plans of the proposed event, including names of faculty and parent chaperones.

3. All social affairs must be approved by the Board.

4. Social affairs shall close at 5:00 in the afternoon and 11:30 in the evening, except by special permission of the Board of Social Affairs.

Article XIX

Civic Affairs

1. The Board of Civic Affairs shall direct the work of the traffic squad, ushers, proctors, and the lunchroom officials, and shall have charge of other matters of civic interest.

Council of class representatives

The following constitution is that of a small high school with an enrollment of less than two hundred pupils. A council of class representatives directs the affairs of the student body. This is one of the more frequently found types of councils. The council has no police or judicial power, a provision which is recommended for all schools, though the councils of high schools sometimes do maintain successfully a student court in addition to the legislative and executive branches.

CONSTITUTION

Preamble

We, the students of the Shakopee High School, Shakopee, Minnesota, for the general welfare of our school; for the establishment of a closer union; and for the creation of a greater responsibility among the student body, do institute this constitution for the students of Shakopee High School.

Article I

Legislative Department

1. Student Council: All legislative duties are vested in the student council which shall consist of eleven members.

2. Election: The election of members of the student council shall take place in the previous spring by their respective classes and must be by majority vote. Election of the Freshman members shall take place the second Friday after the opening of the first semester.

3. Meetings: The regular meeting shall be held during the first hour on the second and fifth Friday in each six-weeks period.

4. Qualifications: No student shall be eligible for the student council unless he has had an average grade of eighty-five in his subjects, which grade shall be considered from the previous year. If, during the term of office, any member of the student council receives a failing mark in any subject which he is taking, that member shall be given one six-weeks period to bring his work up to passing grade. Failure to do this shall bring dismissal from the student council, and the class which that student represents shall elect a new member to the council.

5. Apportionment: The student council shall be composed of three Seniors, three Juniors, three Sophomores, and two Freshmen. One member of the faculty shall act as advisor.

6. Votes: Each student member of the council shall have one vote. Nine members shall constitute a quorum to conduct business at any meeting.

Article II

Duties of the Student Council

1. It shall be the duty of the student council to appoint student teachers to conduct the study halls and library during the necessary class hours. Each appointment shall be for a period of six weeks. The student council shall have the power to enforce all study-hall regulations.

2. Upon complaint of any one, and if thorough investigation by the student council reveals sufficient grounds for complaint, the latter will appoint a committee to seek redress.

3. The student council shall direct parties and assembly programs. Students desiring parties or other extra-curriculum activities shall present a written petition before the student council, which will in turn refer the petition to the superintendent for approval. It will not be necessary to wait until the council meets in order to present a petition before it.

Article III

Officers

1. The officers of this council shall be: president, vice president, and secretary.

2. Election: The officers shall be elected by the council by ballot. A majority of all votes cast shall be necessary to constitute an election.

3. Duties of Officers: The president shall preside at all meetings, shall appoint all committees not otherwise provided for, shall call meetings of the student council, and take charge of all duties usually performed by the president.

The vice president shall, in the absence of the president, preside at the meetings of the student council, and take charge of all duties usually performed by the president.

The secretary shall keep the minutes of the meetings. He shall also give notice of the meetings.

Article IV

Judicial Department

1. The judicial power shall be vested in the high-school faculty, who shall pass judgment on all matters brought before them.

Article V

Amendments

1. Method of Amendment: Whenever one third of the student body shall propose an amendment, it shall be brought before the student council for ratification. A majority of the vote of the student council is necessary for the ratification of an amendment.

Federal government plan

The first principal of the Simon Gratz High School, Philadelphia, Pennsylvania, included a student council in his plan of organization when the school was founded. The type of organization chosen was that based on the plan of the Federal Government. The Simon Gratz is a large high school of nearly five thousand students, but the plan is so simplified and well worked out that possibly it could be used with equal advantage in a small high school.

CONSTITUTION

Preamble

We, the students of the Simon Gratz High School, in order to stimulate and develop a healthy school spirit, to encourage and maintain participation in school activities, to promote personal initiative and community coöperation, and to prepare ourselves more fully for complete participation in our national democracy, do ordain and establish this constitution for the Students Association of the Simon Gratz High School.

Article I

Amendments

1. Membership in this Association shall be open without restriction to all students who subscribe to the principles of student democracy, and who agree to abide faithfully by all regulations issued by the authorities of the school or by student representatives.

2. It shall be the right of all members of the Association to participate to the extent permitted by this constitution or by rules and regulations laid down by the student representatives, in the control and management of student government; to make suggestions for the improvement of the school and of the interrelationships of students; and to select officers for the efficient conduct of a student government.

3. It shall be the duty of all members of the Association to respect the authority of all officers of the Association; to coöperate in the enforcement of regulations for the care and preservation of school property, and for the welfare of the student body; and to conduct themselves, in all ways and at all times, in such a manner as will uphold and increase the reputation of the Simon Gratz High School.

Article II

Executive Department

1. The executive power of the Students Association shall be vested in a president who shall, at the time of election, be a member of the highest ranking class of the school.

2. The president shall preside at all meetings of the senate, and over all meetings of the student body, and over such student assemblies as may, from time to time, be called. The president shall, unless otherwise directed by the senate, appoint all special committees; and shall perform such other duties as customarily devolve upon the president of associations, unless otherwise provided by the constitution or other regulation.

3. In the event of removal from office of the president, or of the president's resignation or inability to discharge the powers and duties of the office, the presidency shall be filled by a vice president. Two vice presidents who must not be of the same sex shall be elected. The vice presidents shall, at the time of their election, be members of the second highest ranking class in school. In the event of the removal, resignation, or incapacity of the president, the vice president receiving the higher vote at the general election shall succeed to the presidency for the remainder of the term to which the president shall have been elected.

4. The vice presidents shall alternate as presiding officers over the house of representatives, the vice president receiving the lesser vote at the general election presiding over the first meeting of the house of representatives. The vice presidents may be empowered to direct the work of such special or volunteer committees as may be authorized by either senate or house of representatives, unless the chairmanship of such committees shall be otherwise allotted by the authorizing body.

Article III

Legislative Department

1. All legislative powers exercised by the Students Association shall be vested in a governing body of the Students Association, consisting of a senate and a house of representatives.

2. The senate shall be composed of two members from each of the four upper classes of the school, and of one member from each of the four lower classes. The vice presidents of the Students Association shall be entitled to membership in the senate with rights equal to those of senators elected from the classes. The president of the Students Association shall act as presiding officer of the senate, but shall cast no ballot except in the event of the tied vote. In the absence of the president, the other vice president shall preside. No vice president shall, however, be deprived of a vote in the event of acting as the presiding officer, nor shall a vice president, thus presiding, be entitled to cast an additional vote to decide a tie. The senate shall choose its own secretary from among its members. It shall keep a journal of proceedings and shall publish in the school paper or post upon a bulletin a statement of all appropriations of money and of such other matters as it may deem desirable.

3. The senate shall have power to direct and control all student activities within the scope of action prescribed by the principal. It shall be entitled to formulate regulations for the conduct of the student body in their relations to each other, or within the limits of restrictions imposed by the principal or by the sponsor, between the members of the student body and those with whom students may come into school association. It shall be empowered to appropriate money from the treasury of the Students Association, to approve bylaws for the government of clubs, associations, and other school organizations, to prescribe qualifications for membership in other school organizations, and to decide such other matters, not herein provided in the constitution, as may be submitted to it by the principal or by the sponsor. The senate shall set a regular meeting day for its meetings, but special meetings may be called by the secretary of the senate upon written order of the principal, the sponsor, the president, or by any seven members.

4. The house of representatives shall be composed of members chosen by the students of each advisory section, each section being entitled to one representative and to one alternate. The duties of the alternate shall be to represent his section in the absence or disqualification of the representative. The alternate shall have no seat in the house of representatives except at such times as

the representative may be absent. The house of representatives shall elect a secretary from among its members, who shall keep a regular journal of its proceedings. It shall set a regular meeting day for its meetings, but special meetings may be called upon the order of the principal, the sponsor, or by the senate. Representatives shall regard it as their duty to transmit a full and complete report to their advisory sections of all such matters as may be required of them by the principal, the sponsor, or the senate.

5. All bills for raising revenue for the Students Association shall be approved by the house of representatives or the senate.

6. Either the house of representatives or the senate shall have power to create special committees of students, or of students and members of the faculty, to assist either body in carrying out the duties and responsibilities entrusted to either body, and, with the approval of the principal or of the sponsor, such special committees shall be entrusted with whatever power may be deemed necessary for the purpose.

7. No action of either the senate or of the house of representatives shall be effective until it has received the approval of the principal or sponsor.

Article IV

Elections

1. No student may be chosen to any elective office in the Students Association who has not been registered upon the rolls of the Simon Gratz High School at least one year prior to the time at which the term of office shall begin; provided, however, that this restriction shall not apply to students in the 9A class, and provided further that for students of the 9B class the term of residence shall be set at one-half year. No student shall be chosen to any elective office who shall, during the preceding term, have failed to pass all subjects for which said student was rostered, except members to the house of representatives, who may have one failure. No student shall be chosen to any elective office who shall, because of any special roster, have failed to gain at least twenty units for the preceding school year. These two restrictions shall not, however, be applied to students of the 9A class, nor shall any restrictions specified in this paragraph apply to any student from whom the disabilities may be removed by either the principal or by the sponsor.

2. Elections to the presidency, vice presidency, senate, house of representatives, and to the judiciary shall be held upon a date as close to the beginning of the school term as may be, in the opinion of the sponsor, convenient to the good administration of the school, and conducive to efficient government. Elections to the house of representatives shall be held in group meetings, at a time to be set by the sponsor, and may be either by secret ballot or by a show of hands. Elections to other offices shall be held upon the same day, which may or may not, at the discretion of the sponsor, be the same day as elections to the house of representatives.

3. Candidates for the presidency, vice presidencies, the senate, and the judiciary shall be nominated by petition, filed upon blanks to be supplied by the sponsor, signed by ten per cent of the voters qualified to vote for the office for which the petition is filed. The sponsor shall designate a date, not less than two nor more than seven days from the date of notice, on which all petitions for nominations must be returned to the office of the Students Association. No name shall appear upon more than one petition for each office to be elected. No student of the 9A class shall be entitled to vote, nor to sign nomination papers for any candidate for the presidency, vice presidency, nor for members of the judiciary.

4. If, at the expiration of the time set for presentation of petitions for nominations there shall not be at least two eligible candidates nominated for each position to be filled, the sponsor shall appoint a nominating committee which shall be empowered to select additional candidates sufficient to provide two candidates for each office to be filled.

5. All regulations necessary for the fair and impartial carrying out of an election shall be set by the sponsor of the Students Association, and no appeal shall be had from the decision on any matter relating to nominations or elections.

Article V

Vacancies

1. In the event of the resignation or of the withdrawal from office of any officer of the Students Association, other than that hereafter specified, the vacancy shall be filled by the senate, subject to the approval of the principal or sponsor, and either the principal or the sponsor may also require that any appointment to a vacancy must also be ratified by the house of representatives. This provision will not, however, apply to the office of president, when said office is filled by the advancement of a vice president.

2. In the event of the neglect of any officer to conduct the duties of the office in a manner suitable to the voters by whom he was elected, a recall election may be held. Such recall election shall be held upon written petition, signed by not less than thirty per cent of the voters eligible to vote for each office, submitted to the sponsor, and, upon approval by the sponsor, a vote shall then be taken to ascertain whether the officer shall be recalled. If, at the recall election, a two-thirds majority shall vote to oust the officer, the office shall be declared vacant. The presidency, in such event, shall then be filled by the vice president receiving the larger number of votes at the general election, and a new vice president, taking lower rank, shall then be chosen by the senate, with the approval of the house of representatives and of the sponsor. The senate shall likewise fill the place of any vice president thus ousted, the new vice president taking the lower rank. Vacancies in the office of senator shall be filled by a class meeting of the class to which the former senator belonged. Vacancies in the judiciary shall be filled in the same manner as vacancies in the senate. The newly elected members shall be of the same sex as the members who preceded them, and their election must be ratified by the senate and by the sponsor. Vacancies in the house of representatives shall be filled by the alternate of the advisory section. No recall petition shall be filed until at least one month has elapsed following the general election, nor shall more than one recall election be permitted for the same office during the course of any term.

3. No student may hold the same office in the senate or court or house of representatives for two consecutive terms. No student may act as representative to the house for more than two consecutive terms.

Article VI

Judicial Department

1. The judicial power of the Students Association shall be vested in a supreme court which shall be composed of one boy and one girl from each of the three highest ranking classes of the school. A chief justice, chosen from the highest ranking class, shall be the presiding officer of the supreme court, and shall pronounce judgment upon students tried before the court.

2. The supreme court shall provide for a judicial examination, and, in case of conviction, for the chastisement of any student accused of violating the regulations of the governing body or of the officials or agents of the Students Association, or, at the discretion of the principal or sponsor, of any student accused of violating the regulations of the school authorities. Charges brought against a student for violating student regulations or of disobedience to student officers must be submitted in writing, and the accuser must be present at the trial. Students charged with such offenses must be given ample opportunities to appear before the court in defense of the charge, and may, if they desire, summon witnesses either to testify to the innocence of the accused or to the general character of the student under trial. Students thus summoned as witnesses, by either the defendant or the prosecution, must be summoned by the supreme court to attend the trial, and may be punished, at the discretion of the court, for failure to be present and give testimony. No punishment ordered by the court may, however, be inflicted until approved by the principal or sponsor.

Article VII

Amendments

1. This constitution may be altered or amended by two-thirds vote of the members of the Students Association present at any lawful meeting of the Students Association, provided that notice shall have been given at least one week in advance that such amendment will be voted upon, and that such

amendment shall have previously been approved by a two-thirds vote of either senate or house of representatives. The proposed amendment, thus approved, by either the senate or the house, shall then be published in the school newspaper, or posted in a prominent place upon a school bulletin board, and read in the school assembly. Any amendment to this constitution may be proposed to the senate by petition of the members of the Students Association, provided that one hundred members of the Association in good standing shall sign the petition thus submitted, and such petition must be voted upon by the senate within one month following the submission of such petition. Any amendment to the constitution shall be regarded as executive immediately upon the approval of the principal.

AMENDMENTS

1. Elections to the presidency, vice presidency, senate, house of representatives, and to the judiciary shall be held upon a date as close to the end of the school term as may be, in the opinion of the sponsor, convenient to the good administration of the school and conducive to efficient student government.

2. The candidate for chief justice, who shall be a member of the 12B class, shall be voted upon by all the classes represented in the court.

3. In the event of the resignation or withdrawal from office of an officer of the Students Association, other than hereafter specified, the vacancy shall be filled by election.

4. Candidates for the presidency, vice presidency, the senate, and the judiciary shall be nominated by petition, filed upon blanks to be supplied by the sponsor, signed by ten per cent of the students on roll qualified to vote for the office for which the petition is filed.

BYLAWS

No club can receive recognition or sanction until it has been chartered by the senate.

Each club applying for a charter must have a definite educational or social purpose, which shall be approved by the senate, and an initial membership of at least ten members. Each club must select a teacher for sponsor.

The senate shall have power to restrict membership in clubs, either as to the total membership in clubs, or as to the number of clubs of which a student may become a member.

No student not a member of the Students Association shall be entitled to become a member of any school club, nor to represent the school in any capacity.

All clubs chartered by the senate shall report semi-annually to the senate, and shall be at all times subject to the jurisdiction of the senate. The senate shall have the right to revoke or amend any regulation passed by the club.

Awards of special recognition, either for scholastic or other success, may be made by the senate.

The bylaws shall be subject to change at any time by a two-thirds vote of the senate. The senate shall also have power to grant special charters to organizations formed for the furtherance of Gratz ideals. The organizations receiving such charters shall not be restricted by the bylaws governing undergraduate clubs.

Organized classes though not chartered by the Students Association shall abide by all the principles of the Association and shall look to the senate for advice and guidance in such matters as shall affect student activity policies and extra-curriculum life. The senate and the court with the consent of the sponsor have the power to request the removal from office of any student officer in any class or club who does not come up to the standards of conduct and the requirements for officers upheld by the Association.

The Students Association will hold itself in readiness to aid any class financially, and also to support the classes in all their activities.

Representation by activities

The council at the University High School at the University of Chicago, a school enrolling 526 pupils, is based on representation by activities. The plan has worked out successfully because every pupil is auto-

matically a member of the boys' club or the girls' club. Most pupils are, of course, represented in many other organizations as well. The principal and the faculty advisors feel that the experience pupils gain in budgeting expenditures for each organization for the ensuing year is very valuable for those pupils who are members of the council.

CONSTITUTION

Article I

Name

The name of this organization shall be the Student Council of University High School.

Article II

Purpose

Its purpose shall be to serve as a medium between the faculty and the student body, advise ways and means by which the University High School may be made a better school, to control the expenditure of activities fees, and to direct student activities.

Article III

Membership

There shall be twenty-one members of the Council:

1. President of the Council to be elected by the student body.
2. Presidents of each of the six classes.
3. Representatives from each of the six classes.
4. Presidents of the Boys' and Girls' Clubs.
5. A representative of boys' athletics to be elected by the Major U men.
6. A representative of girls' athletics who shall be the president of the Girls' Athletic Association.
7. A representative of the publications, who shall be elected by the editors and business managers of the publications.
8. Representatives of Phi Beta Sigma and Hi-Y, who shall be in both cases the respective presidents of the two organizations.
9. A representative of all the school clubs, to be elected by the president and vice presidents of the clubs.

Article IV

Officers: Powers and Duties

1. The officers of the Student Council shall be a president, to be elected by the school at large at the annual election; a vice president, a secretary, and a treasurer—to be elected by the members of the Student Council.

2. The president shall preside at the meetings of the Council; preside as chairman of the Assembly Program Committee; be an ex-officio member of all committees; appoint the chairmen and members of all standing and special committees; make, execute, and deliver all contracts on behalf of the Council, with the approval of the Council and principal unless someone in specific instances is authorized to do such on behalf of the Council.

3. The vice president shall preside when the president is absent.

4. The secretary shall conduct all official correspondence of the Council, keep a record of all meetings of the Council, and perform such other duties as may be assigned to him by the Council, the president, or the principal.

5. The treasurer shall keep all the accounts of the Council in books belonging to the Council and provided for that purpose; he shall receive and be responsible for all moneys, approve all bills for payment, and preserve receipts for all payments. He shall also serve as chairman of the Finance Committee.

Article V

Meetings and Elections

1. The regular meetings of the Student Council shall be held once a week at a time and a place subject to the approval of the Council of that year, and at such special times as may be deemed advisable by the president, the principal, or a majority of the Council.

2. Elections shall be held the second week of the spring quarter in order to enable future Senior officers to serve as apprentices for the purpose of learning the procedure of their various organizations, including the Council. Nominations are to be made from the floor; primaries by ballot, with the three receiving the highest number of votes qualifying for the election, which is also to be held by ballot. If a person declines a nomination a new primary must be held. If an election is not won by a majority, the third highest candidate shall drop out and a new election must be held. Votes of the five classes shall be evaluated as follows:

Vote	Evaluation
a. One Senior vote.....	1
b. One Junior vote.....	1
c. One Sophomore vote.....	1
d. Three Freshmen votes.....	1
e. Four sub-Freshmen votes.....	1

The votes shall be counted by a ballot-counting committee, including at least one faculty member, appointed by the boards of the organization concerned.

Article VI *Committees*

1. The following standing committees shall be maintained, and the president shall appoint the same at the first regular meeting of the Council during each year. (Other special committees may be appointed when needed.) a. Finance; b. Assembly Program; c. Advertising.

2. The Finance Committee shall consist of not less than four (4) members, and shall have general supervision over the financial affairs of the organization and the budget. The chairman shall be the treasurer.

3. The Assembly Program Committee shall consist of not less than five (5) members, three of whom shall be the presidents of the Council and of the Girls' and Boys' Clubs. This committee shall arrange the time, place, and the programs of all assemblies with the assistance of the principal and any of the faculty designated by the principal.

4. The Advertising Committee shall consist of not less than three (3) members of the Council and additional members who shall be able to make posters. This committee shall arrange all advertising of the Council and other school organizations.

Article VII *Quorum*

No motion can be made or passed unless a quorum consisting of three fourths of the members be present. The meeting may not open unless a quorum be present.

Article VIII *Amendments*

Amendments may be passed to this constitution by an affirmative vote of three fourths of the membership, provided that said amendments are given to the Council in writing one week before consideration by that body.

Municipal government type

The Washington High School of East Chicago, Indiana, affords an excellent example of the municipal type of government.

CONSTITUTION

Preamble

In order to foster the sentiment of law and order in the school, to provide opportunities for student cooperation in the internal affairs and government of the school, to promote worthy student activities, and to advance the general welfare of the school, this constitution establishing the Mayor-Council type of government has been adopted by the student body of the Washington High School.

Article I

Legislative Powers

1. Political Division: The school shall be divided into six wards: the first ward shall consist of the seventh grade; the second ward shall consist of the eighth grade; the third ward shall consist of the ninth grade; the fourth ward shall consist of the tenth grade; the fifth ward shall consist of the eleventh grade; and the sixth ward shall consist of the twelfth grade.

2. Representation: Each of the first three wards shall be represented by two councilmen. Each of the fourth, fifth, and sixth wards shall be represented by three councilmen.

3. Elections: Each advisory room shall be one precinct. Each precinct shall elect two persons to serve on a ward nominating committee, together with the advisory teacher. The ward nominating committee shall nominate three candidates for each office in the council allotted to that ward. The councilmen shall be elected by the ward which they are to represent.

4. Qualifications: A councilman must have been a pupil in this school for at least one semester, and a member of the ward from which he is elected; he must have a satisfactory citizenship grade, and meet the scholastic standard of the school.

5. Vacancies: Vacancies in the council shall be filled through special elections provided by the council. If any councilman ceases to be a member of his ward, his office shall be regarded as vacant.

6. Powers and duties of the council shall be:

- a. To meet every Monday unless otherwise provided.
- b. To elect a chairman to preside at the meeting.
- c. To protect all school property.
- d. To provide for the safety and health of the student body.
- e. To assist in the presentation of shows, assemblies, and entertainments.
- f. To choose an election committee to carry on the government the next semester, until new officers are elected. This committee shall provide for the elections and install the new officers, and
- g. To carry out the objects of the government not here particularly specified.

7. Quorum: Two thirds of the membership of the council shall be constituted a quorum for the transaction of business.

Article II

Executive Powers

1. Organization: The executive powers shall be vested in a mayor, a clerk, and the chairmen of committees as hereinafter provided for.

2. Qualifications for Mayor: The Mayor must have been a student of Washington High School at least two semesters preceding his election. He must be a Junior or Senior of high morals, satisfactory citizenship, and passing in all his school work.

3. Election of Mayor: The Mayor shall be elected from candidates nominated by petition signed by at least ten per cent of the student body, and approved by the advisor. The election shall be by a plurality of the votes of the student body.

4. Vacancies: In the case of the removal, resignation, or inability to discharge the duties and powers of the Mayor, these shall devolve upon the chairman of the council until the special election of a new Mayor.

5. In the case of vacancy as mentioned above, a special election will be called within thirty days by the council.

6. Removal: A Mayor may be removed from office by a two-thirds vote of the council with the approval of the faculty committee.

7. Powers and duties of the Mayor shall be:

- a. To enforce all laws and ordinances.
- b. To represent the school in its relations with other schools.
- c. To be present at all council meetings and give messages, reports, and recommendations to the same.
- d. To make appointments with approval of two thirds of the council.

- e. To cause the removal of officers with the consent of the council and the approval of the faculty committee.
 - f. To call a special meeting of the council.
 - g. To exercise the supervision of and assume the responsibility for the following committees: Lost and Found, Booster, Lockers, Safety, and Clubs.
 - h. Other committees may be created or abolished by the council with the consent of the Mayor without amendment to the constitution.
8. Clerk:
- a. The clerk shall be secretary to the council, keep a record of its proceedings, have charge of all papers of its business, and shall also act as clerk of the court and assume duties of the same.
 - b. Qualifications for clerk shall be the same as for Mayor, with the exception that tenth grade pupils shall be eligible to the office of clerk.

Article III

Judicial Powers

1. The judicial power shall be vested in a court presided over by a judge, elected by the student body at the same time and in a similar manner to that used for Mayor.
2. Powers and duties: The judge's duties shall be to decide on all questions referred to him through the office of the principal.
3. Qualifications for judge shall be the same as those for Mayor.

Article IV

Miscellaneous Provisions

1. The nominations and elections shall take place the third week of school unless otherwise provided for.
2. The students elected will take office the beginning of the fourth week of school.
3. Before entering office the elected officers shall take the following oath of affirmation:
"I do solemnly swear or affirm that I will faithfully execute the office to which I have been elected to the best of my ability."
4. There shall be a faculty advisor for the student government as described by this constitution.

Article V

Amendments

1. This constitution may be amended by a two-thirds vote of the council and a two-thirds vote of the student body. The amendment must be presented to the student body at least one week before the election.

Amendment I.

A treasurer shall be elected to serve as chairman of bank cashiers and to aid the faculty member in auditing club reports. Qualifications and method of election shall be the same as for Mayor.

Amendment II.

Section 1. Elections shall be held in May, and the elected officers shall take their office at the beginning of school in the following September.

Section 2. Pupils are qualified to vote in the ward of which they shall be members in September; any pupils who shall be in the proper grade in September are qualified to be candidates for any office having that grade as a qualification.

Section 3. All officers so elected are to hold office for the full year regardless of their ward membership.

Section 4. This amendment repeals all parts of the constitution in conflict with it.

Amendment III.

Section 1. Each of the six wards shall be represented by three councilmen.

Section 2. This amendment repeals all parts of the constitution in conflict with it.

Council of home-room presidents

East High School, Sioux City, Iowa, is a high school of 1000 enrollment. Its student government is an example of the council of home-room presidents, and the constitution covers the home-room organizations as well as the student-council organization. Although specific power to deal with the extra-curriculum is not mentioned, the broad general powers could be so construed.

CONSTITUTION

Article I

Name

The name of this organization shall be The Student Council of East High School.

Article II

Purpose

The purpose of the student council shall be to provide a means for student participation in the school government, to stimulate self-control, and to promote the general welfare of East High School.

Article III

Form of Organization

1. The student organization of East High School shall consist of home-room units and the student council.
2. Each home room shall be organized during the second week of the semester with the following officers: a councilman and a secretary.
3. Nominations, not to exceed three, for each home-room officer shall be made by the home-room students at least two days before election, and a list of such nominees shall be filed with the office for the approval of the principal.
4. All elections shall be by ballot, and the one receiving the greatest number of votes shall be elected.
5. The terms of the office shall be for one semester, subject to removal by the principal upon the recommendation of the council or the home-room teacher.

Article IV

Duties of Home-Room Officers

1. The councilman:
 - a. Shall be president and have charge of the home room in the absence of the teacher.
 - b. Shall represent the home room in meetings of the student council and shall report to the home room the preceedings of the council.
 - c. Shall be the chief booster for drives.
 - d. With the approval of the home-room teacher, shall appoint such committees as are necessary to assist in his duties.
2. The home-room secretary:
 - a. Shall keep a record of the reports of the councilmen to the home room.
 - b. Shall keep a record of the suggestions of the home room to be brought to the attention of the student council.

Article V

Student-Council Organization

1. The student council shall consist of the home-room councilmen guided and assisted by a teacher-advisor appointed by the principal.
2. The council officers shall be a president, a vice president, and a secretary elected by the student body during the last week of the semester from a ballot prepared by the faculty, from previous council members.
3. The council shall meet every Tuesday at 3:20 in the council room. Special meetings may be called by the council president, the principal, or the advisor.

4. Failure of a councilman to attend meetings of the council, unless he shall be excused by illness or unavoidable absence from school, shall be held as sufficient cause for his dismissal, after the third absence.

Article VI

Duties of Council Officers

1. The president:
 - a. Shall preside at all meetings of the council and bring to its attention matters of school interest.
 - b. Shall preside at assembly at such times as assembly shall be in charge of the council, or when designated by the principal.
 - c. With the advice and approval of the advisor, shall appoint the chairmen of the following commissions: The Courtesy Commission, The Co-op Commission, The Citizenship Commission, The Loyalty Commission, and The Thrift Commission.
2. The vice president:
 - a. Shall preside at council meetings in the absence of the president.
3. The secretary:
 - a. Shall keep a record of the minutes of all council meetings and shall make two copies of the minutes: one for the principal and one for the advisor.
 - b. Shall attend to and keep a record of all correspondence of the council.
 - c. Shall notify councilmen of all special meetings and the first meeting of each year.
 - d. Shall keep a scrapbook of clippings pertaining to the activities of the council.

Article VII

Duties of the Student Council

1. The student council shall submit to the principal recommendations for the betterment of East High School; and shall carry out the suggestions of the principal and the faculty for the general welfare of the school.
2. The student council shall foster school spirit, school traditions, and good citizenship both by words and by actions.

Article VIII

Organization and Duties of Squads

1. The chairmen of the commissions shall be appointed by the council president with the advice and approval of the advisor, except that the vice president shall be chairman of The Co-op Commission.
2. With the approval of the advisor, the president and the chairman shall select the members of the various commissions.
3. The commission chairmen shall report regularly to the council on the conditions which come to their attention, together with recommendations for the betterment of those conditions.
4. Members and duties of commissions:
 - a. *The Courtesy Commission* shall consist of five or more members who shall assist in receiving and seating guests, in sending sympathy cards, and promoting courtesy in the entire school.
 - b. *The Co-op Commission* shall consist of five or more members who shall submit to the principal the recommendations of the council for the betterment of East High School and cooperate with the principal and the faculty in carrying into effect their suggestions in such a manner as shall be for the general welfare of the school.
 - c. *The Citizenship Committee* shall consist of five or more members whose duty it shall be to have supervision of the cleanliness of the corridors, stairways, toilets, school grounds, etc., to supervise traffic and promote good conduct in the lunchroom, and to foster in all school relationships the same elements that constitute good citizenship in the state.
 - d. *The Loyalty Commission* shall consist of five or more members whose duty it shall be to have charge of all "pep" meetings, yell leading, and general matters involving school spirit and the building of proper school traditions.

e. *The Thrift Commission* shall consist of five or more members whose duty it shall be to promote thrift in every way possible.

Article IX *Amendments*

1. Amendments to this constitution may be made by a two-thirds vote of the council, followed by the approval of the principal and ratification in a majority of the home rooms.

Article X *Supervision*

1. The advisor shall advise and guide the council and be responsible to the principal for the carrying out of the projects of the council.

2. The actions and recommendations of the council shall become effective upon the approval of the principal.

National and local government type

The following constitution, of the Holland Junior High School, Holland, Michigan, is illustrative of governmental organization, including both national and local features.

CONSTITUTION

Preamble

We, the citizens of the Holland Junior High Republic and of the United States of America, in order that we may better understand the rights and duties of good citizenship, and that we may gain experience in participation in constitutional government, do ordain and establish this Constitution for Holland Junior High Republic.

Article I *Name*

1. The name of this association shall be, "The Holland Junior High Republic."

Article II *Citizenship*

1. All members of the student body and faculty of Holland Junior High School shall be citizens of this Republic.

Article III *Elective Franchise*

1. All citizens of this Republic shall be entitled to vote.

Article IV *Legislative Department*

1. The legislative power of the Republic is vested in a senate. Each district (home room) shall elect one senator, and the faculty shall be represented by the Holland Junior High School principal.

All senators except those elected to represent districts organized the second semester, shall hold office for one year.

2. Meetings of the senate shall be held at regular periods, such periods to be determined upon by the senate.

3. A majority of the senate shall constitute a quorum to do business.

4. The senate shall keep a record of its proceedings and publish the same except such parts as may require secrecy.

5. The maximum sum to be allowed for campaign expenses for all Republic officers shall be determined by the senate.

6. All acts passed by the senate must be submitted to the Junior High School principal for examination. The principal shall have the power of absolute veto. Such acts shall be submitted by the secretary of the Republic not later than two days after the session in which the acts were passed.

Article V

The Executive Department

1. There shall be elected at each annual election a president, vice president, secretary of the Republic, treasurer, and director of public safety.

2. Only members of the eighth grade who have been satisfactory citizens and students of our Junior High School throughout the year shall be eligible for election.

3. On the second Friday in May each year there shall be held a direct primary at which nominations for president, vice president, secretary, treasurer, and director of public safety shall be made.

Method of Election

4. Citizens who circulate petitions for candidates for administrative offices are required to file these with the secretary not later than one week preceding the primary.

It shall be unlawful for a voter to give his signature to the petition of more than one candidate for any one office. A list of all those whose petitions are to be circulated shall be made public before the circulation of petitions begins. These petitions must be signed by at least eight per cent of the qualified voters of the Republic.

The secretary shall prepare a ballot containing the names of all would-be candidates. This shall be done not less than four days preceding the direct primary. As soon as the primary returns from all districts are received, the secretary shall prepare a second ballot containing the names of two candidates polling the greatest number of votes. This ballot shall be used for the general election which shall be held on Friday following the primary.

The candidates receiving the highest number of votes shall be elected.

This election shall be made by districts in charge of election boards of three persons who shall be appointed by the governors and who shall choose two assistants. All election boards shall report the vote of their respective districts to the secretary.

5. New officers of the Republic shall assume their duties on the first Friday in June.

6. The chief executive power is vested in the president. He shall vote only in case of a tie.

He may call special sessions of the senate.

When a vacancy occurs in any of the administrative offices, the president shall have power to fill same by appointment, by and with the advice and consent of the senate. In case of recall, inability, resignation, or absence of the president, the powers of the president devolve upon the vice president.

7. The secretary of the Republic shall keep a record of meetings of the senate and its transactions and perform such other duties as are prescribed elsewhere in this constitution.

8. The treasurer shall collect and keep in safe deposit all finances of the Republic. He shall pay out money only when ordered to do so by the senate. He shall keep a record of all money received and all paid out.

9. The director of public safety shall have charge of all police work undertaken by the Republic.

Recall

10. Any citizen of the Republic may report to the Junior High School principal cases of inefficiency or neglect on the part of any officer of the Republic and such officer may be recalled by a two-thirds vote, first of the senate and then the districts.

Article VI

Judicial Department

1. The judicial power shall be vested in a Primary Court. A majority vote shall decide cases.

2. The Primary Court shall consist of the director of public order and two others appointed by the president.

3. It shall convene at the call of the Junior High principal.

4. Decisions of the above court must first be approved by the Junior High principal before they shall be called authoritative.

Article VII

Local Government

1. Each district shall be a body by itself with such powers and immunities as shall be prescribed by law.
2. Districts shall have power to make and administer laws providing the same are not inconsistent with the provisions of this constitution.
3. Each newly organized district shall on the second Friday of each semester elect one senator to represent the district in the senate, one police commissioner, one governor, one district clerk, and one district treasurer.
4. Any district officer who discharges his duties in an unsatisfactory manner may be recalled by a majority vote of his district.
5. All districts not newly organized shall elect only governor, clerk, and treasurer.

Article VIII

*Amendments**Amendment I*

Members of the eighth and ninth grades are eligible for election but there shall be no re-election. (Changes Article V., Section 2.)

Amendment II

The senate shall set a date in May for election that shall not interfere with Tulip Time. (Changes Article V., Section 3.)

Amendment III

Only members of the eighth and ninth grades who have been satisfactory citizens and students of our Junior High School or East Junior High School throughout the year shall be eligible for election. (Changes Article V., Section 2.)

Committees and their duties

In most high schools student government is carried out chiefly through a system of committees appointed by the president. These may be standing committees, or committees appointed for special purposes and dissolved when those purposes have been accomplished. Usually the number of standing committees is limited to as few as possible, for standing committees have a habit of becoming perfunctory. Most schools prefer freedom for the president and the council to decide for themselves what committees shall be appointed and what their duties shall be. Whenever possible the chairman of each committee should be a member of the student council. Almost invariably a faculty advisor is desirable. He should not, of course, dictate to the committee, but should meet with them, suggest sources of information, and serve as counsellor. Patrick, in the study referred to above, found that in over eighty-five per cent of the cases the sponsor "serves as a critic and advises action."

In the larger school systems each standing committee may be responsible for several sub-committees. The following outline of the committees active in the student government of Roosevelt High School, East Chicago, Indiana, illustrates this point:

- I. Student Activities
 - a. Social
 - b. Assemblies
 - c. Clubs

⁹Patrick, H. E., *opus cit.*, p. 55.

- II. Public Relations
 - a. Publicity
 - b. Ushers
 - c. Reception
 - d. Financial
- III. Safety
 - a. Patrol
 - b. Hall monitors and locker inspection
 - c. Building and grounds
- IV. General Welfare
 - a. Health and Hygiene (Sends cards and flowers to pupils who have been ill for some time)
- V. Honor
- VI. Citizenship
- VII. Booster
 - a. Pep Club
 - b. Cheerleaders

The standing committees found most frequently in schools of all sizes responding to this study are: handbook, noon hour, assembly, library, social, hall monitors, ushers, club, and finance. These committees, of course, vary in different localities; in some places the bus committee is a very important adjunct of participation in government, while many schools find it necessary to have additional committees for concessions, parent-teachers' night, regulations and awards, bicycles, patrons' night, vigilance, and civic service.

In some schools standing committees are in charge of certain activities that in other schools are projects of the student council as a whole. The Lost and Found, Book Exchange, School Store, Vocational Guidance and Placement, and Point System are some of these. Special committees generally take care of Clean-up Week, National Education Week, Student Day, and various celebrations and special occasions peculiar to the community. Also, duties that most often are performed by service clubs are taken care of by standing committees in some schools. Bulletin boards and blackboards, the care of trophies, filing, typing, etc., fall under this head. It may be repeated, to emphasize what was stated earlier, that such committees may well be charged with perfectly definite tasks which can be carried to successful completion by pupils, but which are closely related to the interests of pupils.

Drawing up the constitution

No matter how propitious the circumstances under which the machinery is set in motion to establish a system of student coöperation, great

care should be exercised in the selection of the type of organization, and a great deal of study and thought should go into the process of drawing up a constitution. In order that the students may feel that they have a share in the project, all points that are likely to cause controversy should be discussed with them before they are asked to accept the constitution as a whole. If the principal anticipates any disagreements, he should be able to present his viewpoint and skillfully guide the pupils toward adopting it.*

Shall standards of scholarship be set for membership in council?

One debatable issue that is almost sure to arise is whether or not certain standards of scholarship must be met before a pupil may become a member of the student council. Thirty-four per cent of those answering the questionnaire replied emphatically, "No!" without any qualifications. Sixty-four per cent replied, "Yes!" unequivocally. Over one per cent required certain scholastic achievements of the officers and none from the members, or else a certain amount of scholarship from the members and still more from the officers. One per cent overlooked scholastic attainments but demanded such prerequisites as citizenship, character, and leadership. In some schools the responsibility of securing student leaders who filled the requirements was thrown upon the home-room organizations. When the president of the home-room organization automatically became the representative in the student council, naturally he met the conditions demanded by his home room and no further requirements were imposed by the general student organization. In this situation the principal should see to it that the requirements in all home rooms are in agreement. In still other schools all nominations for members and officers are made by the faculty, thus dispensing with the necessity of including in the constitution a clause stating the standards to be set.

TABLE XIV

DO CERTAIN STANDARDS OF SCHOLARSHIP HAVE TO BE MET BEFORE
A STUDENT MAY HOLD MEMBERSHIP IN THE COUNCIL?

Yes	No	Partial	No answer	Total
232	121	5	3	361

The thirty-four per cent who set no standards whatever for membership in the student council felt that this is one school enterprise which could and should be thoroughly democratic. They pointed out that practically all other activities except certain service clubs were beyond the

*It has been suggested that preparing and editing the constitution is good work for the home-room period.

reach of fully half of the students in school. Yet these students would be citizens of the community after graduation and should have equal opportunity with their more gifted companions for training in citizenship while in school. They also argued that the abilities required for membership in the National Honor Society, musical and athletic organizations, and the hobby clubs such as the English club, science club, mathematics club, scribblers club, etc., are neither needed nor desired in the government association. Often these pupils who are excluded from all these clubs do possess the very talents that are most useful in school government. Participation has been the means of discovering abilities and qualities in pupils who had previously been ignored as possessing no talents. Lastly, they recall the old pedagogical device of giving the bad boy of the school some responsibility in order that he may have some incentive to improve his conduct. Just as it was determined in the Temple School in Boston as far back as 1834, that it was safe for the school and most beneficial for an individual, even though mischievous, to be given responsibility, so these modern administrators are confident that the device still works. Many writers on secondary-school administration hold the point of view that scholastic requirements for membership on the council are undesirable. Patrick in his recent study found that "mere election as the choice of some group" was the most common procedure, being followed in 58.5 per cent of the schools.⁷ In earlier studies Drewry⁸ and Poole⁹ found scholarship requirements for eligibility to membership in the council in more than half of the schools; these results correspond closely to conditions found in this study. It is somewhat disconcerting to find that scholarship requirements for membership on the council have not been waived more generally in the past decade.

Another matter that should receive careful consideration before the constitution is drawn up is that of equal distribution of the work and responsibilities entailed by the establishment of student participation. As far as possible every member of the student body should work on some committee at some time during his school career, and each student should be made to feel that it is *his* government and that he shares the responsibility for its successful operation. Thirteen per cent of the student councils reported that their activities did not provide sufficient work for all officers, committees, and members. In every case it was evident that these councils were not operating as smoothly as they should be. They themselves felt inadequate—that the work accomplished did not justify their existence. Some of them had arrived at the conclusion that student participation was

⁷Patrick, H. E., *opus cit.*, p. 29.

⁸Drewry, R. G., *Pupil Participation in High School*, p. 142, Harcourt, Brace, & Co., New York, 1928.

⁹Poole, C. F., "Student Participation in School Government," *Summary of Investigations Relating to Extra-Curricular Activities*, p. 62, edited by E. U. Rugg, Greeley, Colo., State Teachers College, 1930.

a failure. Others complained that no one had anything to do except the officers, or some special officer or committee, and sometimes not even the officers had much of anything to do. It is plain that many school administrators are afraid to delegate authority or assign duties after permitting the organization of a student council. Some answered that they had too much to do, because all members were working to capacity and still they could not accomplish all they planned. These councils were the efficient, successful ones which were achieving the purposes for which they were established; generally this consists in participating in student government through the extra curriculum, although successful examples of greater responsibility were found frequently.

It was apparent that the schools in which existed true participation of students in the administration of the affairs of the school were those which enjoyed the happiest relationships among the students, their government representatives, and the faculty. In one school in which the council was not permitted to deal with affairs which were vital to young people the reply received from the student secretary was that the type of organization chosen for her school is "totalitarian" and that the chief problem is "too much faculty interference."

TABLE XV
DO ACTIVITIES PROVIDE SUFFICIENT WORK?

Yes	No	Undecided	No answer	Total
266	47	43	5	361

Electing the student officers

After the period of study, discussion, and preparation has passed, and the constitution has been duly drawn up and adopted, the school faces the problem of electing the student officers. If sufficient care has been exercised in making provision for this important function when drawing up the constitution, the election should prove to be a pleasurable and rather exciting experience, instead of a problem to be disposed of as hastily and inconspicuously as possible. By all means, it should be a democratic procedure in which every student in the school takes part. How can the students in general be interested in the student council and respect its authority if they feel that it is something extraneous—something with which they have not had and will not have anything to do? The best way to arouse interest in student government is to hold elections of thrill and excitement comparable with that of hotly contested civic elections, with the entire student body voting for the principal officers. By no

means should the vote be limited to those who have purchased activity tickets or even paid their tax if, indeed, a tax should ever be levied. Nor should the selection of officers and council representatives be restricted to those who have paid for activity tickets. It is to be regretted that so undemocratic a procedure should be tolerated in a public school, intended to train for citizenship in a republic that is trying to preserve ideals of democracy. Yet constitution after constitution shamelessly limited the vote in this manner. It is time the citizens of schools supposedly granting participation in government demand and obtain a Magna Charta for the right of suffrage.

Installation exercises

In order that interest may be continued and that the dignity of office may be impressed not only upon the newly elected officers but upon the entire student body and the faculty, it has been emphasized in the literature of secondary-school administration that a special assembly should be held for the installation of newly elected council officers. Such assemblies should be held shortly after the opening of the school term. A few illustrations are given here, not with the hope that they will be copied, but rather to serve as stimuli for the local school to provide its own distinctive procedure.

The following is the Student Council Pledge of South High School, Cleveland, Ohio. Many high schools use similar pledges.

"I, _____, do hereby pledge that I will uphold the good name and traditions of my high school; that I will support its activities in all ways possible; that I will do all that is within my power to encourage the highest standard of character and scholarship; that I will be a good citizen of my school, my state, and my country, the United States of America."

The installation of officers is conducted in the following manner at Murphy High School, Mobile, Alabama: The retiring president, or in his absence, the chairman of the faculty committee, conducts the newly elected president to the chair and administers the following oath of office: "I promise to support the constitution and bylaws of the Student Cooperative Government Association of Murphy High School and discharge to the best of my ability the duties of the office to which I have been elected." Then the chair administers the oath of office to each of the remaining members of the Governing Council. No program was submitted to follow administering the oaths, but if time permitted, a well-planned program would add much to the enjoyment of the occasion.

In the Forest Park High School, Baltimore, Maryland, an Inaugural Assembly is held at the beginning of the term following the election of the student officers. At this time the retiring president charges the presi-

dent-elect with the duties and responsibilities of his office. The new president then takes the following oath of office:

"I pledge myself to be loyal to my school, to be faithful in my trust as its Student President, and to serve no factions within the school, but the whole school.

"I pledge myself to use my leadership to foster a fine feeling of school spirit and coöperation, to use my authority to support the school policies, and to lend my support and encouragement to all things which will make our school life orderly, happy, and worthy.

"To carry out these pledges—I give my sacred word of honor."

After this, the representative of each class pledges the coöperation of his class to the Student President and presents him with a rod, a token of the class loyalty to the school. These rods, after the fashion of the Roman fasces, are bound together with leather thongs. The axe of authority is presented to the president by the principal of the school and is placed in the bundle. In the head of the axe is a parchment engrossed with the oath taken by the Student President. It is signed by each successive Student President.

The president then makes a short speech accepting the honor conferred upon him and promises to carry on the work to the best of his ability. Often he promises to attempt to improve the work of the council.

The following installation service is employed at Central High School, St. Joseph, Missouri.

- I. Regular assembly opening
 - a. Star Spangled Banner
 - b. Salute to American Flag
 - c. Pledge to school flag
 - d. School song
- II. Purpose of the meeting—The principal
- III. Address by prominent educator or judge on "Student Government"
- IV. Presentation of new officers and members of student council by sponsor
- V. Induction of officers and members
 - a. Speeches by retiring officers and acceptance by new officers
 - b. Speech by retiring president to new members
 - c. Song—"Fidelity" by entire student body
 - d. Charge of principal to officers and members
 1. To new president
 2. To other officers (together)

All officers touch school flag and repeat pledge: "Touching the blue and white we pledge our interests and our honor to Central High School and we ask that a Divine Power so teach us to number our days that we may apply our hearts unto wisdom."
 3. To new members, who rise when addressed, principal concludes charge with a pledge of loyalty with officers and members participating in concert: "Conscious of the love I bear Central High School and aware of my responsibilities to her as a representative of virtue and learning, I will strive for high student government ideals both within myself and among my fellow students. I will do all within my power to uplift

the Association and the school. I will obey and respect the laws and do my best to inspire obedience and respect for them in all others. I will strive to quicken the sense of responsibility among the sons and daughters of Central, so that we may transmit our Student Government inheritance not only unimpaired, but greater and more beautiful than it was given to us. All this I promise."

The Louisville Girls High School, Louisville, Kentucky, installs the president and vice president and the members of the student council at a chapel period set aside for that purpose. The principal administers the following oath of office to the president and vice president: "I do solemnly promise that I will uphold the ideals of the All Student Association of Halleck Hall and will faithfully discharge, to the best of my ability, the duties of the high office which I am about to enter."

The president administers the following oath to the members of the council: "I promise to do my duty as a member of the Louisville Girls High School (Louisville Junior High School) division of the Student Council of Halleck Hall."

The principal then calls on the school for a pledge of loyalty as follows: "As a member of the All Student Association of Halleck Hall, I pledge my loyal support to the student council of the school."

Permission was secured from Miss M. Frieda Koontz, State Secretary of the Student Coöperative Association of Virginia, Richmond, Virginia, to reprint the installation services given in the Guide Book which was prepared by the Virginia Coöperative Education Association.

Election to leadership is one of the high honors which may be bestowed upon individuals by their fellow men. It is so in the Student Coöperative Association, and every effort should be made to impress the officers-elect with the importance of their responsibility. There is probably no more effective way of emphasizing the obligations of office than by the use of a carefully presented installation program with its attendant dignified atmosphere.

Two suggestive installation programs are offered here. The first is suitable for larger schools while the second is better adapted to smaller organizations. The effectiveness of each is dependent upon the impressiveness with which the leader carries out the service.

INSTALLATION SERVICE

Number I

Stage Setting

In the center of the stage there is a table covered in white. In the center of the table there is placed a burning, tall green candle, representative of the SCA Torch. The candles of the out-going officers together with the tapers for the in-coming officers make a complete circle around the "Torch." The new candles are placed in semi-circular formation immediately behind the tall green taper while those half-burned lights of the old officers are set in front completing the circle. The candles are placed on the table in the following order:

The tall white taper in the center of the group, immediately behind the Torch, is for the in-coming president. There is a new red one on the right side for the in-coming vice president. On the left is a violet one for the reporter. On the left is a gold one for the secretary. On the right there is a silver one for the treasurer. The soft blue candles—half on the right and half on the

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left—are there for the new committee chairmen. The front half of the circle is made with the half-burned, burning tapers of the old officers.

When the newly elected officers reach the stage they stand directly behind the table in a semi-circle with the president-elect in the center of the group. The vice president stands on the right side, while the reporter stands on the left. The secretary stands on the left, while the treasurer stands on the right. One half of the committee chairmen stand on the right and the other half on the left.

The retiring president is seen on the left side of the table. The Master of the Installation Ceremony (principal or faculty sponsor) stands on the right with the installation book from which he reads the service of installation.

The Service

The piano or orchestra plays some very appropriate marching music. The entire student body marches in and takes its place in the auditorium. The outgoing officers, dressed in white, carrying half-burned, burning candles, form a single-file procession and march to the stage. They place their candles on the table as suggested above and all but the president leave the stage.

Led by the Master of the Installation Ceremony, the newly elected officers form a single-file procession directly behind the retiring officers and take their places on the stage immediately behind the table. They, too, wear white.

The entire student body remains standing until the processional is completed.

The retiring president opens the Installation Ceremony with the entire group singing the following song:

THE SCA

(Tune: "America the Beautiful")

Oh, SCA, we'll work for thee,
Thy every course is good
For health, for service we agree,
Is work for you and me.
Oh, SCA, oh, SCA,
May thy great numbers grow,
Till every school within our state
Can boast a banner too.

Oh, SCA, we'll cheer for thee,
For the good that thou has done,
And may the future hold in store,
Same for years to come.
Oh, SCA, oh, SCA,
March onward to the heights,
And let the work that thou hast done
Be viewed there with delight.

(A prayer may follow this song)

The Master of the Installation Ceremony:

"Another year has passed and again we are here, watching the tapers of an old year burn low. In their soft glow we see a group of boys and girls whose time and talents have kept the ideals of the SCA pure and shining during the school session. To those whose privilege it has been to lead the student body during the past year, may we say that you have been faithful to your task; you have rendered unselfish and loyal service to your school and community; we are grateful to you for your leadership. Though your *symbolic lights* are growing dim"—(here the retiring president extinguishes all the burning candles except the white one and the Torch)—your successful leadership will be a challenge to those who follow as officers and committee chairmen.

"And now it is time to light again the tapers of a new year." (The retiring president takes the half-burned, burning white candle, holds it in the flame of the Torch for a few seconds, then lights all the new candles from this one while the group sings.)

WE ARE LIGHTING THE CANDLES OF THE SCA

(Tune: "Perfect Day")

We are lighting the candles of the SCA
 As we start another year,
 Each torch is a symbol of service true,
 And work we hold so dear,
 And as our candles begin to shine
 And we plan our plans anew,
 We sing a song of happiness
 Of ideals tried and true.

(The retiring president hands the newly lighted white candle to the Master of the Installation Ceremony)

Master of Installation Ceremony:

"_____, our newly chosen president, this gleaming white taper
 (insert name)
 will help you keep your path of leadership pure and shining throughout the coming year. Will you accept this torch of honor and trust which has been given to you by the SCA of _____ School?" (The taper is
 (insert name)
 handed to the right hand. It is held high while the president gives the answer.)

The president: "I will."

The Master of the Installation Ceremony:

"You too, _____, have been honored by this SCA in
 (insert name)
 being elected to the office of vice president. Will you promise to guard faithfully this red taper, representative of joy and strength from SCA work that has been well done?" (The red candle is handed the vice president; he holds it in his right hand.)

The vice president: "I will."

The Master of the Installation Ceremony:

"To you, _____, is given the violet taper, representative of
 (insert name)
 wisdom and truth. As reporter, will you foster a spirit of friendliness while you pass on to others knowledge about our SCA activities?"

The reporter: "I will."

The Master of the Installation Ceremony:

"_____, 'tis yours to keep untarnished the golden torch of
 (insert name)
 service. The secretary has a position of trust. It requires time and strength to do well the secretary's duties. Will you accept this honor and responsibility?" (Holding the golden candle in right hand, the secretary answers the question.)

The secretary: "I will."

The Master of the Installation Ceremony:

"This silver taper represents time and money, which everyone must share to make our organization most successful. The treasurer has a most important position of trust. Will you, _____, be faithful to the office of
 (insert name)
 treasurer?" (The officer holds the silver candle in the right hand as the answer is given.)

The treasurer: "I will."

The Master of the Installation Ceremony:

"Without the efficient and faithful work of each committee chairman the ideals of the SCA could never be realized. There are _____ of
 (insert number)

these chairmen in our SCA _____. We are indeed
 (insert name of each chairman and tell what each does)
 happy to have you as our new chairmen. Many times you will be called upon
 to render important services to the SCA. Take these blue candles of wisdom
 and justice to guide you in your work. May they ever show to you the path
 of faithfulness to a high trust. Will you accept the duties of the committee
 chairmen?" (The retiring president gives each one of the chairmen a burning
 blue candle. They hold these high above their heads in their right hands while
 they answer the challenge.)

The committee chairmen in unison: "We will."

The Master of the Installation Ceremony:

"To each newly elected SCA officer and committee chairman comes the
 challenge to keep our Association in active, worthwhile service in this school,
 in this community, in our own city. Will you take the pledge of loyalty to
 this trust?"

The newly installed group in unison: "We will."

The Master of the Installation Ceremony:

"On our honor, we will faithfully execute the office to which we have
 been elected; we will endeavor to do our duty and obey all the rules of the
 Association to the best of our ability."
 (Turning to the assembled student body)

"You have heard the oaths which your new officers and committee chair-
 men have taken. It gives me great pleasure to present them to this body. But
 they cannot do all. Cooperation and loyalty from each and every member of
 this group is very necessary if the work of the SCA is going to be most worth-
 while. Will you, too, take the pledge of loyalty to them, so that they may
 know you will help carry on the work of the SCA?"

The student body: "We will."

The Master of the Installation Ceremony:

"Will you repeat with me the pledge of loyalty?" (The entire student
 body repeats the same pledge that the installed officers have just said.)

"To you, Mr. (or Madam) President, is given the honor to lead this
 student body. You have heard their pledge of loyalty to you and your leaders.
 On behalf of this Association I present to you this gavel as a symbol of
 authority of your office. Use it always in the cause of right, truth, and justice.
 (The Master of the Ceremony retires and the new president comes to the place
 vacated by him.)

(The retiring president takes up the tall green Torch in both hands,
 holding it directly in front of the face.)

(A brief talk of not more than five minutes may be given by the retiring
 president, and a very brief talk by the newly elected president.)

The newly elected president:

"We will sing 'Hold High the Torch,' after which this entire group will
 please give the Association Obligation."

HOLD HIGH THE TORCH

(Tune: "O, Zion Haste")

Hold high the torch, you did not light the glow,
 'Twas given you by other hands you know,
 'Tis yours to keep it burning clear and bright,
 'Tis yours to guide all others by its light.
 Lead on Torchbearers, with service light the way,
 'Tis yours to brighten pathways every day.

(The SCA Obligation is then repeated by the entire group.)

On my honor I will seek:

To serve my school and my community;
 To prepare myself in body, mind, and spirit for my duty;
 To live the truth and to keep faith with knowledge;
 To promote education as the right of every child;

To labor for the advancement of Virginia, to bring no reproach upon her, and to emulate those who made her great among the nations by their loyalty to honor and to her;
To remember that as a citizen of the United States I owe allegiance to the nation, and to freedom, democracy, and progress among men.

The president:

"We will all sing '—————.'" (Choose any song desired, such as "Follow the Gleam," "America," "America, the Beautiful," "Old Virginia," etc.) (At the close of the singing the recessional starts, led by the president, the officers and chairmen following in order. As soon as the officers, carrying their lighted tapers, leave the stage the student body follows.)

Number II

Stage Setting

Decorations should be in green and white. If in season, dogwood blossoms may be used sparingly. The state slogan, "The School and the Community Growing Together," may be used effectively. At the back of the stage may stand five pupils dressed in white, wearing green streamers (fastened on shoulder and extending across chest to opposite side) on which the five aims of the SCA (Citizenship, Coöperation, Health, Recreation, Self-Improvement) are printed in white.

Procession

The retiring officers, new officers, retiring class representatives and new class representatives enter the auditorium in single file singing "SCA Torch-bearers" and "Follow the Gleam." The retiring officers carry white candles and the class representatives carry green candles. The group marches on the stage forming a semi-circle.

The Service

The retiring president then steps to the center of the platform and addresses the audience: "Members of the Student Coöperative Association, you have, by your election, expressed your confidence in these members who are about to take the oath of office." Turning to the incoming president, he administers the oath as follows:

"Please repeat after me. 'On my honor, I, ————, do solemnly promise to uphold the standards of the Student Coöperative Association and to perform to the best of my ability the duties of president.'"

The outgoing president lights the candle of the new president, then blows out his own candle and steps back in line. The new president gives a brief speech of acceptance before he administers the same oath of office to the vice president, after which he lights the vice president's candle from his own candle light. As the new vice president's candle is lighted, the outgoing vice president extinguishes his candle. Likewise the president administers the oath of office to the secretary and treasurer individually and to the class representatives collectively. In each instance as the president lights the candles of the new officers and representatives, those of the outgoing officers and representatives, are extinguished.

The president then in the following manner pledges the members of the student body, who are requested to stand: "The officers and members of the Student Coöperative Association will please repeat after me the SCA Obligation." After the Obligation is repeated in unison, the members sing an SCA song or another appropriate selection. The officers and representatives march out of the auditorium.

CHAPTER IV

THE STUDENT-COUNCIL MEETING

If the student government has been inaugurated with fitting seriousness and the officers inducted with an impressive installation ceremony, the stage is set for the dignified, earnest conduct of the first meeting of the student council. It is to be hoped that the newly elected president will be capable of maintaining the atmosphere of quiet thoughtfulness carried over from the installation services. Much depends upon his presence and the manner in which he conducts this first meeting. If an attitude of respect toward the student government is desired from the members of the council and from the student body, no act of frivolity, no stupid blunders on the part of the officers, no inexcusable digressions should be permitted at the council meetings. For this reason the principal and the sponsor should coöperate in preparing the student officers for their duties and in seeing to it that all is in readiness for the first meeting. A definite list of items in the order in which they are to be considered should be ready. Do not trust too much to the judgment and capability of inexperienced student members, even though their enthusiasm and energy may be sufficient to cover a multitude of shortcomings. At the same time extreme care must be exercised to avoid officiousness or to give the impression of too much faculty interference. A program of deliberate, unostentatious, yet certain and forceful, guidance is indicated.

Part of the preparation for the first meeting of the student council should be the instruction of the student-council officers and members in the simpler steps of parliamentary procedure. The sponsor must not take it for granted that the president will be able to follow through the prescribed order of business in a confident, unhesitating manner. He must make sure that he is familiar with the usual form of calling a meeting to order, of acknowledging an address to the chair, and that he understands the responsibility rests on him to hold discussion to the business in hand. If the presiding officer makes mistakes, as he is almost sure to do at first, conference following the meeting will help improve the conduct of the meetings which follow.

The following is the order of business used by organizations of all kinds:

1. Meeting called to order by the president
2. Roll called by the secretary
3. Minutes of the preceding meeting read by the secretary
4. Reports of committees
5. Communications and announcements

6. Unfinished business
7. New business
8. Adjournment

Of course when the student council is just beginning its work, the fourth item must be, "Appointment of committees" instead of "Reports of committees." It would be well for the sponsor to sit in with the president and executive committee in giving careful consideration of the appointees for the various committees. Unless the sponsor is alert, the president may simply announce the committee chairmen or even whole committees without any previous consultation. Presiding officers, adult as well as student, have been known to look over the audience and attempt to appoint their committees without having given the matter previous deliberation and without having gained the consent of the appointees to serve in the desired capacity. This is always a grievous mistake. The audience fidgets and suffers, each one uneasy either that he may be called upon, or, if of an aspiring nature, that he may not be. A great deal of time is lost because the executive is not prepared and does not know his own mind, and also because, oftentimes, the member resents the unconsidered appointment and refuses to serve, thus necessitating the search for another candidate.

To illustrate how the order of business may be followed, an excerpt is quoted below from the report of the business meeting of September 25, 1939, of the Government Organization of the high school of Oceanside, New York. The regular routine of the first three items of the order of business was followed in the usual manner and needs no comment other than to mention that, as this is a record of the first meeting of the school year, the secretary read the minutes of the last meeting of the council, which had taken place in June. The excerpt begins, then, with the fourth item, and substitutes *Appointment of committees for Reports of committees*.

Appointment of Committees

A committee consisting of Jane Tollner, Irene Spanos, and Frances Rosback was appointed for the purpose of securing entertainment during the noon hour.

Six more cheerleaders in addition to the four remaining from last year's squad, were chosen. The new members are: Helen Grinos, Helen Wherry, Shirley Havens, Joan Turley, Robert Forsberg, and Gloria Washburn.

Announcements

Miss Doyle's January Seniors were the first to reach 100% Government Organization. Room 125 ranks second with 90%, and students from 123 have attained 80%. These are the three highest classes in the drive, according to figures tabulated up to the present time.

Unfinished Business

The Government Organization-Sider Press (school newspaper) drive was discussed, and according to statistics available, the council was pleased with the progress of the drive. All classes are represented in both divisions of the drive.

New Business

Andrew Monroe, a student-council representative, made a motion to the effect that the council purchase pins for its members and officers. This was seconded and carried by the council.

Charlotte Snell and Selma Klussman, representing the cheerleaders, asked the council to finance the purchase of ten new blazers at seven dollars and fifty cents each, for the coming year. A motion was made and seconded that the student council appropriate seventy-five dollars for this purpose. The matter was also brought up and discussed in regard to whether or not the council should appropriate funds to provide trousers for the cheerleaders. (This will become an item of unfinished business for the next week's meeting.)

It was suggested that the council finance the cost of buses to transport students to the out-of-town games. Robert Forsberg and Andrew Monroe were appointed to investigate the proposition. (Will give result of investigation under "Reports of committees" at next meeting.)

It was approved that the Masque Society join the National Thespian Society.

The problem of excess traffic in the halls was another subject discussed. It was suggested that the stairways at the end of the hall, on the left-hand side of the building, be used only one way, thereby hastening the evacuation of the cafeteria.

Later in the year, it is conceivable that the amount of business transacted under the caption, "Unfinished business," will be considerably greater than the rather brief discussion which occurred at this particular place in the day's order, shortly after the beginning of the fall semester. It is unwise to attempt to take care of a large number of items of business at any one meeting. It is much better for the council to meet for a short period weekly than for a longer period bi-weekly. The fact that the meeting time is short tends to discourage unnecessary digressions and to encourage better preparation for the meeting and more methodical habits of presenting and disposing of legitimate business matters. Many schools have found one hour per week a satisfactory length for the council meeting. The time should always be the same. The meeting will be dignified if it is held during the day.

Presiding officers should make allowance for the increasing amount of time needed for the disposal of unfinished business and make a proportionate decrease in the amount of new business to come before the council at each meeting. They should keep the meeting moving along expeditiously, but at the same time should see to it that important measures are not passed without due deliberation.

A fault often committed not only by young students, but also by their elders, is that of voting with the crowd—unanimously. No matter whether the question is stated affirmatively or negatively the crowd is liable to pass it as stated in the motion. By clever manipulation of the question in framing a motion, the mover may secure any legislation he desires. It requires a startling issue to awaken the voters from their lethargy. The officers, aided by the sponsor, should attempt to break this habit. A breach of parliamentary procedure, frequently committed, is that of misplaced discussion. The presiding officer should be trained to insist upon its being

deferred until the motion has been seconded and a restatement has been made by the chair. By coördinating the classroom work in the English and commercial departments with the practical needs of the student government organization; and by integrating the council with social-science instruction whenever possible, the principal can do much in providing training for the experiences of the student-council meeting. Not only will valuable time be spared for attention to the business of the council, but the students will go forth from the high school well equipped to take part in formal meetings of all kinds.

CHAPTER V

FACULTY SUPERVISION

An essential that must not be overlooked in considering student participation in the control of school activities is the problem of proper supervision of the organization after it has once been established. If there is no one available in whose fitness for this task the principal has complete confidence, and if he is too burdened with other duties to undertake the responsibility himself, then plans for setting up a student government organization should be postponed until a time when the principal feels that the necessary supervision can be adequately supplied.

In these days when student government occupies so important a place in the attention of school administrators, it is hardly conceivable that the question of supervision could be neglected in making plans for a student organization, or that a principal who comes to a school in which an unsponsored organization already exists would permit it to continue unsupervised. Yet two student councils reported that they were without either regularly appointed or elected faculty advisors.

At the other extreme were student councils which required, in addition to two or more general advisors, a faculty advisor for every standing committee and for every special committee which was appointed. Many councils had two advisors, and in the larger schools as many as five were sometimes elected to serve a unicameral body. Several had advisors for specific purposes. Some of these advisors were for the different departments: one for the senate and one for the house of representatives, or one for the legislative department, one for the executive department, and one for the judiciary. The small high schools practically always provided but one advisor for the student council; in many cases the principal served as the faculty sponsor.

Appointment of advisors

One fifteenth of the constitutions provided that the principal should act as advisor of the student government organization, and in almost one fifth of these organizations the principal was self-appointed. One fifteenth of the advisors were appointed by the superintendent, but by far the greater number, fully sixty per cent, were appointed by the principal. It was not surprising that so few advisors, only six per cent, were elected directly by the student council. In seven schools a teacher member of the council was elected by the entire student body, and in eleven schools the faculty elected one of their number to be responsible for the student organization. In a few instances the faculty advisor was appointed by the president of the student council, and the appointment was confirmed by the principal. In still others the appointment was made by the principal with the confirma-

TABLE XVI
THE FACULTY ADVISOR

Do you have a Faculty Advisor?					Is the Advisor		Ex Officio Advisors	Advisor Appointed by	Advisor Elected by	Ad-visor Nomi-nated by	Ad-visor Ap-proved by
YES		NO		Ap-pointed?	E-lect-ed?						
One	Two	Three	More								
306	34	13	6	2	44						
Total Yes					Total No						
359					2						

Many ex officio advisors serve in addition to elected and appointed advisors; also there are sometimes more than one ex officio advisor. For this reason the total of the appointed and elected columns plus the ex officio advisors exceeds the number of schools replying. In schools

having more than one advisor, sometimes part are elected and part are appointed. On this account the column headed "Is the Advisor Elected?" does not contain the same number as the column headed "Advisor Elected by."

tion of the student council. In one community interest in the student organization of the high school was so general that a supervisor was appointed by the board of education. The data from Patrick's study indicate that a teacher, appointed by the principal, is usually the council advisor.¹

Financial duties

Two schools appointed a supervisor of finances in addition to a general advisor. Both of these student councils handled all the money acquired by the school through extra-curriculum activities. In both cases the sum of money received by the treasury of the student council exceeded one thousand dollars. Principals who allowed the council to handle extra-curriculum funds are enthusiastic about the business training acquired by pupils, and praised the efficiency, fairness, and honesty of the council officers. Twenty-four per cent of the student councils managed the extra-curriculum finances. In their schools a thorough system of checking was in force, and through the wise oversight of the financial supervisor the students were shielded from too much temptation. Some stated that an auditor examined the accounts periodically; others worked with the principal, the faculty treasurer, or the treasurer of the school board. A few student treasurers received the extra-curriculum funds, but the student government exercised no control over their disbursement. Twelve per cent of the student governments took charge of their own finances, but not of the entire school. More than half of the schools did not entrust any financial matters to their student organizations. It was apparent that these organizations were not student-governing in the best sense of the term, for the powers were so limited that they became either merely advisory bodies or glorified service clubs. In the opinion of many school administrators these schools are missing an excellent opportunity to fur-

TABLE XVII
DOES YOUR COUNCIL HANDLE EXTRA-CURRICULUM FINANCES?

Yes	Partially	No	No answer	Total
87	47	221	6	361

nish practical business training as well as the development of character, leadership, citizenship, and service. Of course when students handle money they must be carefully supervised, but when effective checking and auditing systems are employed, the students who are permitted to do so are made to realize that they are responsible, trusted members of society. It was noted that the student councils having authority over finances were among the busiest, the happiest, and the most efficient and coöpera-

¹Patrick, *opus cit.*, p. 52.

tive student organizations. The matter of Student Council finances is handled at length in a separate chapter.

Selecting a sponsor

Regardless of the manner in which the choice of sponsor is made, great care should be exercised in the selection. If the constitution of the student council provides that the principal shall be the advisor, the principal should make sure that he is well fitted to act in that capacity. Some excellent principals are not particularly successful in dealing directly with students. Their success lies in their executive ability translated into administration through adult intermediaries. But such principals are the exception. A student-council advisor must be one who is able to meet the students on their own level without condescension, and who is congenial without being unduly familiar. He must possess the happy faculty of being acceptable to the students in direct contact with them. This is more important for this office than executive ability or knowledge of parliamentary law. The principal should carefully note the reaction of the council members to his presence at their meetings and to his comments and suggestions. He should be especially sensitive to the effect of his veto of some legislative enactment of the council. If his presence causes embarrassment and a lack of initiative on the part of the pupils, if there is a tendency to place too great a dependence upon his opinions and the part he takes in shaping the course of action, or if keen resentment is shown upon his negation of some course of action desired by the council, the principal should cast about for a substitute or successor who possesses the necessary qualifications of a sympathetic advisor. In all probability such a successor could be found in the person of a well-liked teacher, who could act as the principal's assistant and save the situation without necessitating a change in the constitution. If the principal decides that it would be wise to withdraw entirely from the supervision of the council, the constitution should be amended to delegate the office of advisor to the principal *or his appointee*.

Before undertaking the duties of supervisor of the student council, the principal should devote considerable time to introspection. He should consider his own qualifications as punctiliously and with a judgment as unbiased as if he were weighing those of various other candidates for the office. As a matter of fact, he should compare not his scholastic attainments, his administrative skill, nor his expertness in parliamentary procedure, but his ability to win and hold the confidence of the students throughout a close association, and his adroitness in guiding them to right decisions in their counsels, with similar qualities in persons who, within the range of possibility, might be called upon to assume the responsibility. He should realize that if he, or another advisor, possesses in a sufficient degree an aptitude for bringing student opinion to his point of view, it would never be necessary to exert his power of absolute veto. Even the most inex-

perienced principal can readily understand that it is better to take all precautions in avoiding an issue than to be forced to take this extreme measure—the last resort when diplomacy has failed.

The principal as supervisor

The principal of a large high school probably should not undertake to act as sponsor of the student council, because there are so many duties and obligations required of him, not only in connection with the administration of affairs within the school, but because of his position in the community, that it is impossible for him to devote the necessary time and energy to the task of supervising the council. Although the principal holds the power of veto, it is not necessary for him to veto acts passed while he was present in meeting, since this would cause embarrassment. Rather he should consider the matter in private and report his reasons in writing. Some administrators feel that a faculty sponsor who tries to show pupils the reasonableness or inadvisability of a specific action can obviate the necessity of vetoes. In many schools the veto power has never been exercised.

A faculty member as supervisor

In selecting a faculty member to serve as advisor of the student council, the principal should take plenty of time for observing the attitude of the students toward the different teachers, not only in the classroom, but in the corridors, assembly, gymnasium, or athletic field. There are teachers who acquire a cheap flamboyant popularity with certain sets of students, but the principal must look for something deeper than this. He must discriminate between this type of popularity and genuine, lasting respect for a capable, level-headed, sincere, and sympathetic teacher. If possible the teacher selected for advisor should be well-versed in parliamentary procedure, although it would be better to waive this qualification than the personal qualities.

After a teacher has been selected and has accepted appointment as sponsor of the student government, the principal should not consider that he is relieved of further responsibility in the matter. He must make sure that the smooth functioning of all departments of government and that coöperation of officers and members with the sponsor upholds his judgment. If he finds that his judgment has been faulty, he must immediately set about making a substitution. Usually, however, a capable, congenial sponsor may be found in every school without difficulty.

If the right sponsor had been found for the student council which was described as "totalitarian," in all probability a great deal of friction might have been avoided. The secretary of this council complained bitterly that the sponsor frustrated everything the council wished to do. It is possible that some of the measures adopted by the council should have been vetoed. But it is equally certain that a tactful sponsor would have in-

fluenced the group to an acceptance of the adult point of view without being obtrusive. This council is seeking to add an amendment to the constitution whereby a measure may be passed over the sponsor's veto by a two-thirds vote of the membership. Such an unfortunate situation means trouble ahead for the school administration which may be obliged to veto the amendment, or other acts of the council, a situation which will result in unnecessary friction. The principal might have spared himself this trouble by appointing a sponsor who meets the qualifications which follow.

TESTS FOR A STUDENT-COUNCIL SPONSOR

In the March, 1932, issue of the *Bulletin* of the National Association of Secondary-School Principals, Edgar G. Johnston presented twelve tests for a club sponsor.² As these tests apply with equal force to the sponsor of the student government organization, they are reprinted here:

1. **Does he really like to associate with boys and girls of high-school age?** A sympathetic interest in boys and girls ought to be expected of every teacher. It is absolutely indispensable to success in the informal relationship of club work.

2. **Does he enlist the confidence of boys and girls?** A teacher may sincerely like boys and girls and yet be so out of touch with the points of view, the interests, and the prejudices of modern youth as to make impossible the free, natural, and unconstrained relationship which is essential to club success. Fortunately this is pretty well within the power of the sponsor to develop. Youth is usually quite responsive to sincere interest in its problems and an attempt to see its point of view.

3. **Is he keenly interested in the world around him?** The "insatiable curiosity" which drove the elephant child through numerous difficulties to ultimate success is a quality essential to the make-up of any successful teacher. If the club is to develop a constructive program expanding interest and increasingly educational activities, the sponsor must be keenly alive to the significant events happening around him every day.

4. **Has he contagious enthusiasm?** Enthusiasm is likely to be a corollary of intelligent curiosity. The sponsor who is not the least bit "excited" about the things the club is doing is not likely to prove a stimulating companion and leader to the group. Enthusiasm is a flame which kindles from contact with a glowing interest. A word of warning seems necessary. Flames must always be kept under control. An unbalanced and unintelligent enthusiasm may do a great deal of damage.

5. **Does he seek to become expert in some of the fields of activity in which the club is engaged?** Obviously a sponsor with keen interest and enthusiasm and a desire to render service to boys and girls can offer much to them as he learns with the group. At the same time,

²Johnston, E. G., "Tests for a Club Sponsor," *Bulletin* 40, National Association of Secondary-School Principals, 1932, pp. 86-89.

a fund of knowledge and sound experience commands the respect of members and constitutes a distinct asset to the club sponsor.

6. Is he able to give constructive suggestions for activities in the club? Of a certain camp counselor, it was said by one of the boys, "He seems to radiate ideas." The difference between a lukewarm attitude and an enthusiastic interest on the part of club members may be simply the difference of a club sponsor who thinks of "something new" when interest flags or who can suggest a constructive outlet for super-abundant energy.

7. Is he able to guide without dictation? This is a corollary of the previous test. A sponsor who has many good ideas but is too insistent upon seeing them carried out *in his way* may hinder rather than encourage pupil growth. The sponsor must be able to keep hands off to the extent that pupils may learn by organizing, planning, and executing. If the sponsor isn't able with perfect good humor to see his suggestions modified or disregarded, he had better not make them.

8. Has he ability to plan systematically? Organization is important if learning is to be assured in classroom situations. It is much more important for the advisor in the informal club group. He will, of course, not deprive officers and committees of the growth and experience which come from planning for the work of the club. As guide and advisor he must see the need of planning and understand how to do it in order to help officers and committees in this important function of theirs. To make a club successful, it is necessary that many members are kept working with enthusiasm and initiative; it is quite as necessary to make sure that their various efforts are coordinated and not frittered away in a variety of unrelated or conflicting activities. They must be directed toward some common goal if the progress of the club is to continue uniformly and constructively.

9. Is he willing to give time and thought to making the club work a success? A sponsor cannot make a success of club work if his attitude is one of "punching the time clock." A club hike may crowd out an afternoon of golf, or an evening meeting with club leaders may replace a trip to the movies. If the club sponsor does not feel that the time invested with his club is paying rich dividends, he is not likely to make a success of his sponsorship.

10. Is he democratic in spirit? Is he as keenly interested in the inconspicuous pupil or the one from a poor family as he is in the school leader or the socially prominent? One of the rare opportunities which the sponsorship presents is that of developing the powers which lie latent in every individual. The club should afford *every* pupil an opportunity for growth.

11. Has he a sense of humor? No single characteristic will be a greater asset to the club sponsor than the ability to see a joke even when

it is on himself. He must be able to endure the exuberance of youth and its occasional silliness without becoming annoyed. With a group of lively adolescents, there are times when both the furniture and the sponsor's nerves must be built of the solid oak variety, built to stand wear and tear.

12. **Is he able to find his chief satisfaction in pupil growth and not in expressed appreciation of his efforts?** There will be many occasions when pupils and parents may recognize with sincere gratitude the development club activity has fostered, but the real reward of club work will come in seeing the retiring pupil develop confidence; the awkward, cleverness; and the individualist, coöperation.

CHAPTER VI

STUDENT-COUNCIL PROJECTS

A student council which has been granted the right by constitution of participation in the government of the school does not, as a rule, directly undertake or sponsor, as an organization, any kind of projects. Its supervision of various enterprises is carried on vicariously through committees and clubs and organizations whose authority is derived from legislation enacted by the student council. The financial problem, which usually determines whether or not a project may be launched, is solved in a variety of ways discussed in the chapter on finance. Various schemes for raising money to supply their needs are employed by the clubs and other associations with the approval of the council within the limits prescribed by council legislation or by the administration of the school. Projects other than those dealing with financial matters are handled by direct delegation from the council. Those affecting the entire school are managed by committees, either standing or special, appointed by the council or its executives, while those affecting some special group become the responsibility of that group.

Many student councils, however, do not enjoy the privilege of complete participation in the administration of the affairs of the school. Money is not provided for the operation of the student government, and the other organizations of the school are not under its control. These student councils are under obligation to raise money not only for the functioning of their own organization, but often, also, for the use of other departments and groups within the school. More likely than not, they are compelled to put forth their efforts for the achievement of certain ends in direct competition with other organizations of the school. It is evident, then, that to councils whose participation in government is restricted and whose every accomplishment must be secured either by being first to enter the field or through successful rivalry, projects are a matter of deep concern.

From a report compiled by a committee of graduate students of Professor Fretwell¹ a frequency list of student-council activities in sixty-eight high schools was obtained. One hundred thirteen separate and distinct activities, fully eighty-five per cent of which could be properly termed projects, appear on this list. First is the publication of a handbook, a project undertaken by thirty-one of the sixty-eight councils. Twenty-one councils appointed committees to supervise the lunchrooms; fifteen appointed assembly committees; fourteen had traffic committees; thirteen provided library committees; eleven councils took charge of the school equipment, and the same number maintained order in study halls; the school annual

¹Fretwell, E. K., *Extra-Curricular Activities in Secondary Schools*, Houghton Mifflin, 1934.

it is on himself. He must be able to endure the exuberance of youth and its occasional silliness without becoming annoyed. With a group of lively adolescents, there are times when both the furniture and the sponsor's nerves must be built of the solid oak variety, built to stand wear and tear.

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was published by nine councils; four maintained Book Exchanges; and four councils carried on Lost and Found departments.² These are but a few of the leading activities carried on by the schools included in the survey. Of the one hundred thirteen activities not one was a project for the purpose of raising money.

The survey conducted by the National Association of Secondary-School Principals attempted to make a discrimination between the duties and responsibilities of student councils and the projects which they sponsored. However, it seemed to be impossible to draw a sharp line between the two. The activities which were designated as duties of the student council in some schools were listed as projects of others. They were even found on both lists in the same school. In the main the following activities were specified as fixed responsibilities of the student council: welcoming new students, directing the honor system, crusading against absence and tardiness, sponsoring plays, picture shows, and ball games, taking charge of welfare work, the promotion of better school spirit, increasing community interest in school activities, the enactment and execution of laws, handling all interschool relations, making rules for earning school letters, awarding letters in all activities, the appointment of fire chiefs and conducting fire drills, proctor duty in halls and cafeteria, harmonizing student activities, the chartering of clubs, taking charge of philanthropic and social affairs, the collection and disbursement of funds, the maintenance of a scholarship fund, appointing committees, the trial of acts of dishonor, taking charge of athletics, and keeping a scrapbook record of all school events.

In Table XVIII the number at the right indicates the number of times each activity was named as a specific duty of the student council.

TABLE XVIII

STUDENT-COUNCIL ACTIVITIES IN 361 SCHOOLS

Philanthropic and social affairs	175	Awarding letters and medals	22
Chartering of clubs	123	Appointment of fire chiefs	18
Proctor duty in halls	108	Appointing committees	18
Collection and disbursement of funds	42	Harmonizing activities	17
Managing elections	41	Directing honor system	16
Charge of welfare work	37	Management of cafeteria	12
Sponsoring plays, etc.	34	Crusading against absence and tardiness	12
Trial of acts of dishonor	31	Drawing up budget	11
Making and executing laws	28	Promotion of school spirit	8
Welcoming new students	26	Making rules for letters	6
Interschool relations	26	Keeping scrapbook	4
In charge of athletics	26	Maintenance scholarship fund	2

²*Ibid.*, p. 197.

TYPES OF PROJECTS

School dances

In the survey conducted by the National Association of Secondary-School Principals, the activity appearing most frequently either as a project or as a duty assigned to the student council was that of sponsoring the school dances. In some schools it appeared that the student council existed for that specific purpose. In other schools dancing is still a bone of contention, especially in rural communities where it is looked upon with disfavor. The young people in these schools are invariably anxious to be permitted to hold school dances, but the principals and sponsors are not willing to brook the displeasure of the patrons by granting permission for the student councils to add social dancing to the list of activities. In some cases it was apparent that considerable friction exists between council members and the sponsor on this very score. To the young people who have appealed for advice in regard to seeking ways and means of overruling the veto of sponsor or principal in this matter, there can be only one answer: All the authority vested in the student council is derived from the principal, and his veto or that of his vicar is absolute and final. The principal owes his allegiance, through the mediating agents, the superintendent, and the board of education, to the patrons of the school. When the majority of the citizens of a community takes a stand against an activity which in the minds of some people raises a moral or religious issue, the principal is in duty bound to respect the wishes of the citizens rather than yield to the demands of the students. In a few schools the controversial subject was not whether or not there were to be school dances, but whether or not the dances were to be open or closed. Here also the student-council members should yield gracefully to the decision of the principal or sponsor, who are in a position to know better than they which course should be adopted.

Assembly Programs

Next to the project of arranging for and supervising school dances came that of providing assembly programs. A considerable number of councils planned the entire program for each assembly to be held during the year, but by far the greater number merely made announcements during the time allotted on each program for this purpose. Some provided a feature of entertainment for each program or for certain programs, and others took complete charge of one assembly during the year. It is usual in many schools to devote one assembly to the demonstration of a student-council meeting. This, in the opinion of some who have tried it, is likely to be one of the most worth-while assemblies of the year.

It cannot be emphasized too strongly that the council can and should have a committee which sponsors and arranges the assembly program. A

committee appointed by the council under the guidance of a faculty sponsor may canvass the possibilities for programs for a semester or a year in advance. Some clubs will wish to present programs which illustrate their activities. Departments in the school may wish to furnish information about their work. For example, the presentation of *Cinderella* in French by the students in the French classes is much appreciated as entertainment, yet it helps to interpret the curriculum. If one believes that some assembly programs should grow out of the curriculum and return to the curriculum to enrich it, the *Cinderella* assembly referred to above is an excellent example. Social Science classes may wish to commemorate Washington's Birthday, Armistice Day, or some other calendar event. The physical education department may wish to present an assembly at which the basketball coach and selected players demonstrate the common fouls and explain their penalties. A demonstration of the "fine points" to look for in team play will increase pupil's enjoyment of the game and will almost certainly result in better sportsmanship on the part of spectators. Similarly instructional assemblies may be held for football at which the signals used by officials to signal various types of fouls to the spectators may be explained.

The school musical organizations may wish to present assemblies at which they exhibit their prowess. Dramatic productions, other one-act plays prepared by the Dramatic Club, or excerpts from longer plays which, in many schools, are presented to the public by the Junior or Senior class, are always well received by assembly audiences. In those schools in which the council possesses funds or controls the extra-curriculum finance it will be possible to secure entertaining and worth-while programs from commercial agencies which arrange itineraries for traveling troupes. Light opera, magicians, marionette shows, and lecturers are generally available. Sometimes such programs may be secured through the extension division of the State University; at other times they may be secured through booking agencies. Commercial programs should never comprise a large part of the total, since the assembly program should grow out of the life of the school, but they do furnish a variety in the total program which cannot be achieved otherwise.

If an assembly committee of the council is to be maximally successful it must plan its series of programs well in advance rather than to look about each week for a suitable one. The program should be planned for at least one month in advance; a semester is better. By duplicating the program for a semester and posting it in every room, the program will be known to everyone. In addition it may be well to issue a supplementary bulletin, and to remind both teachers and pupils through the daily bulletin.

If the assembly program is to be carried out smoothly the committee must have criteria of performance. These may well include attending re-

hearsals, for example, to see that pupils speak toward the audience in dramatic productions or skits, and to time the program. If the program is too long, it must be cut. If it is too short, provision must be made for the remaining time. In schools which have an orchestra or a band, the musical organization may play during the remaining minutes. In other schools the teacher of music may lead the school in popular songs with piano accompaniment. In those schools which are fortunate enough to possess a pipe organ, the instrument may be used effectively to utilize time at the end of programs as well as to lend dignity to the time consumed in entering and leaving the hall.

Criteria may also be developed for the character of the performance, variety of assemblies, and conduct at assemblies. Student monitors, under commission from the council, may assist in seating and in recommending that pupils whose behavior is not exemplary should be excluded until their conduct improves.

If a committee on assemblies has representatives from all classes the younger members may grow into their responsibilities as the Seniors graduate. Coaching by the faculty sponsor will enable upper-grade pupils to preside at assemblies or to announce the programs. The announcer at the assembly should tell the assembled pupils what the purpose of the program is, if this has not already been done.

At the end of the year an awards assembly may well be held. At this assembly all awards for the year are presented, rather than distributed piecemeal throughout the year. Such an assembly is always effective. If the council sets up criteria for awarding letters, pins, or insignia, and then presents the awards, the program will be doubly effective.

It is repeated for emphasis: The school assembly is a perfectly concrete project which can be carried out successfully by a committee of the council. It is a part of the extra curriculum in which pupils should have a share, and which is logically a responsibility of the council.

No school should be without assembly programs. No school needs to be without assembly programs which reflect the life of the school. Assembly programs planned and presented by pupils, under guidance of a faculty member, and by commission from the council, are inexpensive and satisfying to all pupils.

For the benefit of those schools whose assembly programs are not planned by the student council, the following program is presented to illustrate how one council took advantage of the opportunity to take charge of an assembly by presenting a program of a specific nature, dealing with its own peculiar situation. This assembly program, given by the student council of the Junior-Senior High School of Austin, Minnesota, was given in order to increase the prestige of the student-council members and to improve the attitude of the school toward home rooms. The ideas for

the program and the content of the speeches came from the members themselves.

PROGRAM

(The representatives from each home room who comprised the student council were seated on the stage when the curtains parted. The advisor also was present.)

High-school principal introduces president of student council who responds:

"Thank you, _____.

(supply name)

"We of the council feel that this year it is important that we establish our council of students as a traditional extra-curriculum activity. These students on the platform are your representatives, because each home room has selected the student it wants as a council member.

"Because we meet bi-monthly only, we cannot hope to accomplish too much, but we must remember that Rome was not built in a day. We just have to feel our way. As soon as we learn that we are capable of shouldering responsibilities, we will be given more tasks to execute. As yet, we have not proved ourselves. The hope of the Senior High council is that this year we may stand high in the estimation of our teachers and our fellow students so that next year's group will find the way paved for them.

"Any suggestions or ideas concerning our school system should be talked over in the home room. Then the representative can present the opinion at council. Therefore, each council member has a serious responsibility to his home room and to his school. The people who voted for him also have to share in this. They should support him and listen carefully to his ideas brought from the council and from other groups. One representative alone cannot make progress unless he has the coöperation of his classmates. At this time I'd like to introduce to you the students elected from each home room. Please refrain from clapping until the entire group has been presented. (Introduces them.) (Each student rises as he is introduced by the president.)

"I know we're all happy to have our advisor with us to-day, _____, who
(supply name)
has encouraged and helped us much. Our hope is that our school will continue to develop better leaders and better citizens so that this community will point to our organization with pride.

"Each home-room president also has an enjoyable but difficult task. He must preside in a pleasing and forceful manner at all meetings. On his shoulders a great deal of blame can be laid if meetings are not conducted in a business-like and successful manner. His student friends should assist him in every way possible. We feel that to-day you would like to meet the presidents of the various home rooms. The presidents have been asked to come to the platform to receive their gavels. (The presidents, who have formed a line off stage, are conducted to the platform by the vice president of the council. He presents each president with a gavel as the council president reads the home-room number and the name of the home-room president.) At this time I want to present to you your emblem of authority, which we hope you will use wisely and fairly. (Presents each gavel.)

"The council wishes you luck, enjoyment, and progress on your year's program in home room. (Presidents leave the stage.)

"_____, a council member from Miss Blank's home room has been asked
(supply name)
to speak on 'What I Owe My Home Room.'"

"Mr. Chairman: Rather than speak as a council representative, I am going to speak as a student of Austin High School only.

"In the first place, every student should contribute something to his group. A member shouldn't be a 'bump on a log,' so to speak, but should serve on committees

when it is his turn. He shouldn't wait to be drafted but should offer his services. If we complain that the same ones are always leaders, the fault probably lies with us.

"True, only certain ones can be officers, but as followers we should be cooperative and patient with these people who are doing their best. In life the majority have to be followers at some time or other, but there is such a thing as followers cooperating.

"We also owe dependability to our home room. When we have a committee meeting, we should turn up and be on time. We should carry our responsibility as seriously as if we were being paid for it. It is obvious that when this is done, the programs are really enjoyed by the entire group.

"Up to date, a number of important projects have been executed through the home room. Homecoming is one of these. Every year the homecoming floats are planned, the queen elected, the slogan chosen, and some details of that day are worked out in the group meetings. It is a medium of advertising for many school projects which are enjoyed by all of us.

"At Thanksgiving time, each home room votes to give a basket to a less fortunate family. This is purely voluntary but a very worth-while project.

"Last year the Mantoux tests for tuberculosis were given free to all Juniors and Seniors and to Sophomores who wished to pay the small sum of one dollar. It wouldn't have been possible to carry this testing program out so swiftly and efficiently without home-room cooperation.

"In the Senior High School this year, the tenth grade is receiving an orientation or adjustment course to all phases of high school; such as, learning how to study, how to use leisure time, and how to get along with people.

"The Juniors are mainly directing their attention to the Junior-Senior prom. One home room, for instance, has offered to sponsor a mixer to help raise money for the Junior class. Each home room for Juniors is also submitting a theme for the Junior prom. These suggestions will in turn be handed to a committee who will act on them. The Seniors, of course, are making plans for next year; so a vocational outlook has been assumed by them. They are eager to learn about college requirements, or vacancies in the business world which they are capable of filling.

"At the basis of all our home-room planning, of course, we find a study of parliamentary law and a desire to develop personal efficiency through personality development, study of behavior habits, and analysis of difficulties arising in scholarship ratings. If there are other problems confronting us, we should bring them to the attention of the officers or the faculty advisor.

"If any one complains that he does not get profit from his home-room activity, the fault lies with him. Suggest your ideas, have your group work on the phase or activity which you need most.

"There is a fine balance between privilege and responsibility. The individual has the privilege of working on programs and outlining ideas, but he also has a definite responsibility in carrying out these suggestions."

President: "Thank you. And now we have asked one boy to give us his ideas of what home room means to him. A newcomer to our school has purposely been chosen, because his point of view should be entirely objective. _____ (supply name) who has come to us from _____ will tell us what home room means to him."
(name of school)

"Mr. Chairman: At the outset I want to say that as soon as I enrolled in _____ I knew that the students were friendly and that the teachers were kind (name of school) and helpful. Sometimes I probably didn't deserve these considerations, but I was really impressed with the business and activity that was going on in school.

"The school from which I came had home rooms which met for fifteen minutes

the first period every morning. Attendance was checked and the bulletin read at that time. The individual teacher sometimes tried to work out an educational plan, but there was no unified system of progress.

"My idea of what home room means to me includes the personal guidance of the teacher, and a closer pupil-teacher relationship than can possibly be had in the classroom. The instructor should not only advise courses of study, but wherever it is needed she should give help on personality problems. In _____ we are checked on our make-up work, encouraged to raise our scholarship, and given personal interviews by our home-room teachers.

"Second, to me, home rooms mean well-planned programs that are both interesting and helpful. Personally, I like open-forum discussions on problems of school life.

"Third, home room makes one feel a sense of belonging to the school. It is helpful to know that a group of students and a teacher are interested in your progress, and that in this situation you can learn many things that do not come under the heading of regular academic work found in a book or in a course of study. Not only does such a small group make a stranger or a shy person feel at home, but the student recognizes that he has found a definite place where he can present his personal problems and receive guidance.

"Fourth, since coming to _____ I have observed how the rules of the sports are explained in home room. There is no excuse for anyone not going to an athletic event because he does not understand the game. Every activity such as the school paper, class plays, and lyceum programs get equal publicity by being advertized by the students for the students.

"I think credit should be given to a council of teachers called the home-room council, which meets outside of school hours to organize the objects and aims of home rooms and to unify the entire program. So I know that through home rooms students have received and will receive more help in personality development, that they have opportunity to show leadership, and that they receive training for similar club situations."

President: "Thank you. We have asked four 'would be' actors to dramatize a typical situation relating to home rooms. If you see yourself in this picture, be a good sport about it. The speakers are _____."

This skit was performed outside the curtains. Two girls, an ideal high-school boy, and a "slacker" are the characters.

SKIT

(Sue and Kate *ad. lib.* as they come from stage left carrying books. Jim coming from stage right, interrupts them in the center.)

Jim: Hi, girls, where you been?

Sue: Why we're just coming from home-room committee meeting.

Jim: Home-room committee—gosh, do you really do things in home room, Kate?

Kate: Well, I hope—it's more fun than just sitting around.

Jim: Well, I can't see what home room is for any way. None of the boys like it, I can tell you that. The girl who's president certainly takes a beating. We make life miserable for her.

Sue: I can't see any fun or anything funny in that. We have **Robert's Rules of Order**, and we practice them, too.

(Sam comes from stage right and crosses to far stage left.)

Jim: Hey, where's the fire?

Sam: Home-room committee meeting. What's on your mind?

Jim: You, too?

Kate: Oh, I thought boys didn't take part in home rooms.

Sam: Who told you that?

Kate: Jim just said that boys didn't work in home rooms. But Sue and I were telling him that everybody cooperates in ours, because we follow parliamentary rules.

Sam: Well, that's the way I used to feel, too, until we took pride in correcting errors such as "I make a motion" for "I move." Since our program on parliamentary procedure last month, we've all been on our toes, and our president is really someone to be proud of.

Jim: Well, we don't do anything, and I can't see any point in having home room.

Sue: Just what do you do for your home room, James Matthews? If you want a good home room, you have to do your share.

Kate: In a school as large as ours, home rooms serve as a central place to make announcements, elect class officers, and vote on projects.

Sam: And don't forget home-room cabinet officers.

Sue: We couldn't very well organize the giving of Thanksgiving baskets to needy families if we didn't have home rooms.

Jim: Yes, Thanksgiving comes *once a year*. Why organize for that? Can you tell me, Katie, dear?

Kate: That's not all. How could we organize a parade for Homecoming and plan floats and boost school activities?

Jim: Couldn't we do these things in class?

Sam: We have something else to do in class. Besides, in the classroom Miss Smith's our *teacher*, and in our home room she's our *friend* and *advisor*.

Kate: In our home room we've discussed aims and are guided in making plans for the future.

Jim: Well, Dad says that when he went to school, all they learned was the three R's—Readin', 'Ritin', and 'Rithmetic—and let it go at that!

Sam: Miss Smith says that to-day we're training for attitudes and ideals, because knowledge alone, without proper application, will not make a good citizen.

Sue: Besides, we'll all be members of organizations of one kind or another after we leave school, and it's to our advantage to learn how to be a good president and a good member.

Jim: It's always the same one who takes the lead, though, and the same kids get offices and work on committees.

Kate: If you want to be one of those who leads, Jim, you'll have to show that you can assume responsibility and prove that you are dependable.

Sam: You have to be a follower before you can be a leader, and it's just as important to be a good follower as it is to be a good leader.

Sue: Yes, we won't be in classrooms governed by teachers all our lives.

Kate: We may as well learn good citizenship and good manners while we are in classrooms. If you just get together in your own gang, there's not much chance for you to widen your circle of friends.

Jim: Maybe that's a gentle hint that I should pay attention when we're practicing etiquette in home room.

Sam: Well, by the way, what we're doing now is definitely wrong.

Kate: What do you mean, wrong?

Sam: We learned that it is not courteous to stand on the street and have our conversations. It is much better to walk along as you talk.

(Jim beckons them his way—stage right)

Jim: O. K. Let's get going and amble down for cokes.

Sam: (as he starts to leave) Sorry, I'm due at a committee meeting where we are planning an aviation program.

Kate: (as girls cross in front of Jim) Sorry, we want to get this report ready for next

home room, but I'll take a rain check on the coke. (Exit)

(Jim is left in middle of stage alone and perplexed)

Jim: Hey—wait a minute—Gee, do you suppose I could go with you?

Sam: Come on along—you'll like the way our home room does things!

Jim: By the way, I read an article in *Popular Mechanics* the other day on aeronautical engineering that I'd like to talk about. Will the gang be surprised! But I think it won't be long before they fall in line, too.

President: "This concludes our program for to-day, and we hope that you have received stimulus to do even more to raise the standards of rooms in our high school."

Aid to board of education

Like many parent-teacher associations, a student council sometimes acts as an auxiliary agency of the board of education. For example, one council purchases material for the bicycle rack, buys material for special classes and donates money to aid others, purchases books for the school library, and provides scholarship medals. Others spend considerable effort in raising money for campus landscaping and for repairs and improvement of building and grounds, all of which rightfully should be taken care of by the school board. The purposes are worthy ones; however, the board of education, not the council, should underwrite such expenditures.

A legitimate method of aiding the school board is employed by many student councils in assuming the responsibility for protecting school property and equipment from malicious and thoughtless damage by students, and in keeping the grounds neat and orderly. In addition to this, many student councils take special precautions to prevent damage on Halloween. To this end plans are often made for elaborate functions to absorb the attention of even the rowdiest students on this night. During the hours when mischief is most likely to be perpetrated an increased student patrol keeps watch over the building and grounds. This project is one worthy of wide emulation.

School publications

One of the most ambitious projects to be undertaken by the student council is the publication of the school newspaper. This is accomplished in different ways. The councils having complete participation in the control of school affairs appoint, with the advice of the principal and other faculty members, the editors and department managers, and allot the main burden of responsibility to the journalism department of the school. In this way student councils direct the committees and groups which are the real working organizations. Other councils with less authority assume full responsibility for the publication, and all the actual labor of production is performed by the individual members or committees within the council. When a school paper is issued weekly, as is frequently the case even in small high schools, one may readily comprehend what a heavy burden is being carried by the student council. When one considers that the councils

often may also be under obligation to publish a handbook and an annual and at the same time carry out projects for raising money, one can but marvel at their ability to achieve. Taking into consideration that these pupils must also maintain satisfactory grades in their courses, administrators should plan to distribute extra-curriculum work as widely as possible, and make certain that the function of the student council is to supervise rather than to perform. In those schools which have an activity fee, or in which they control the extra-curriculum moneys, the council would quite rightly delegate the responsibility for the publications and subsidize them.

School cafeteria

A great deal of variance is shown by student councils in regard to the school cafeteria. Practically all councils assist in maintaining order during the lunch periods. This is usually accomplished by means of proctors or cafeteria officers who are stationed throughout the cafeteria at places where they will be most helpful. For each cafeteria period there is a shift of officers in charge of a captain. Some go farther by dismissing the students to the campus for the last twenty minutes of the period and taking charge of cleaning and straightening up the cafeteria. In inclement weather the officers are in charge of the gymnasium into which the students file. When NYA help is employed to do the manual labor in caring for the cafeteria these officers act in a supervisory capacity. It is questionable, of course, whether or not NYA students or council members should be used in cleaning the cafeteria, since the cleaning up is properly the responsibility of the regular employees of the board of education. The student councils enjoying full participation in school control have a voice in the management of the cafeteria and in arranging the details of service. In a few instances the management is extended to cover all business transactions connected with the purchase of supplies, overhead cost, the fixing of prices, and an estimation of profit and loss. This procedure, too, is questionable, since it is properly the responsibility of the board of education.

Such projects as Lost and Found and Used Book Exchange are handled by student councils both as money-making activities and as gratuitous service for the welfare of the school.

Student Day

A few schools have Student Day. Before enlarging on this project, it would be well to say that many schools now consider it unwise. One school had held Student Day regularly for several years. Each time the experiment had resulted satisfactorily, so that the attention of near-by secondary-school principals was focused upon it. Then, one year, the principal failed to take into consideration the possible effect of a divided student body. Two rival factions had developed. When Student Day arrived, and the teachers were absent, as is usual on such occasions, the two factions engaged in

battle with disastrous results. A verification of the reiterated statement that responsibility rests with constituted authority, not with delegated authority, was given in the dismissal of the principal. To point the moral, the school authorities should be very sure of their ground before permitting the observance of Student Day. It must not be taken for granted that it will be successful at the present time because it was successful the preceding year, or because it has succeeded in other schools. The following accounts illustrate how successful the project may be when conditions are auspicious.

Student Day at Morgantown, West Virginia

In 1936 the Demonstration High School of the University of West Virginia, Morgantown, achieved national fame by conducting school for three days without teachers. The student council was in complete charge. Mrs. Franklin Roosevelt visited the school and congratulated the student body on the success of the experiment. This was repeated in 1938.

(Taken from November, 1939, *Student Life*)

Student Day at Excelsior Springs, Missouri

The student council of Excelsior Springs High School, Missouri, with the approval of officials, sponsored a like demonstration one day in April, 1939. Students conducted classes and maintained their own discipline. Regular teachers stayed home or spent the day fishing. The student teachers were appointed by a board of education elected from the student body.

In each of these cases the result was a huge success.

Family Night

Among the various activities sponsored by the student council of the high school at Excelsior Springs, Missouri, is Family Night at basketball games. The purpose of Family Night is to entertain those who are interested in the school and to further their interest in the basketball games. For this event a particular basketball game is selected which is expected to be very interesting. The family of each student is invited to attend without cost of admission if the family come together. The classes compete in endeavoring to secure the highest percentage of families present. Between the halves of the game, free passes to the remaining games of the season are awarded to the family coming the longest distance, the largest family present, the oldest father of a member of the basketball team, and the family of each student in the class having the highest percentage of families in attendance. In this school, Family Night has proved very effective. The year in which it was instituted at Excelsior High School the team had been playing losing games until Family Night brought about the turning point of the season.

Youth conference

The student council of the Woodrow Wilson High School, Cedar Rapids, Iowa, sponsored a three-day youth conference as its major project in the year 1938-39. This was not only a conference of a local student-council association, but representatives were present from schools having no form of student participation in extra-curriculum activities. The problems of youth were considered and in addition, concrete help was secured through the coöperation with near-by Merchants' and Businessmen's Associations.

Combating truancy

Gratifying success has attended the efforts of the student council of the high school at Batavia, Illinois, in combating truancy in the school. For the first offense a truant must make up after school all time lost. No exemptions are allowed. For later offenses he may return to school only when accompanied by at least one parent or his guardian. A smaller project, but a very helpful one, was a campaign carried on by the council to secure a sufficient number of glasses in which to serve a beverage at the Junior Prom. This was achieved by requesting each pupil to bring from home a small glass which had originally contained cheese.

Observing Mother's and Dad's Days

On Mother's Day in May and Dad's Day, observed in November, the student council of the Sudlow Intermediate School, Davenport, Iowa, has full charge of the registration of guests. A system of registration is used similar to the one commonly observed in state and national conventions. Each guest is tagged and ushered to the class in which is enrolled the child whom the guest wishes to visit. The class teacher receives the introduction slip of the guest. The council members are in charge of all the filing and typing, and the registration and ushering of the guests. The guests arrive early in the day, stay for lunch, visit classes, and attend a movie program and style show. Although this is the project of a junior high school, it could be used with equal success in senior high schools.

Radio programs

The student council of the San Diego High School, San Diego, California, on a radio program, participated in a panel discussion, sponsored by the interschool council. Financial and social problems were discussed.

Courtesy Week

At Kankakee High School, Kankakee, Illinois, a special week was set aside for a survey of the school's courtesy status. If a student observed another student in an act of courtesy, he was asked to jot down the name of the student and also the act performed. During the last class of the day

a committee was chosen by the student council to collect and record the names and the deeds. Tests on etiquette were given in the home rooms. It was found that the boys excelled in practical courtesy, while the girls stood highest in the tests.

(Taken from December, 1937, *Student Life*)

Best Citizens

Every month for fifteen years, the high school of Ponca City, Oklahoma, has given the Best-Citizen Award to some outstanding student. At first only one student was elected each month, but now two—one boy and one girl—are chosen. Each home room selects its own candidate from the student body. The names are then referred to the citizenship committee of the student council. The council chooses for the ballot six students—three girls and three boys. This ballot is then distributed to the home rooms for the final election of one boy and one girl. Any student who maintains the school average in scholarship and attendance is eligible. The qualities of good citizenship are requisites stressed in the election. A gold pin bearing the inscription, "Ponca City High School, Best Citizen," is presented to each best citizen during the general assembly each month.

(Taken from October, 1939, *Student Life*)

Messenger service

The student council of the Junior High School, Woonsocket, Rhode Island, provided messengers for the Musical Festival of the Rhode Island School Bands. Its members also are in charge of telephones when teachers are not in their rooms.

Merit system

A project carried out by some student councils is that of devising merit and point systems. In some instances a merit system, like the point system, is included in the constitution. In other cases a committee appointed by the student council formulates the merit system, which must first be ratified by the student council and later by the faculty. The system then becomes operative for the entire school. One high school employs the following merit system:

MERIT SYSTEM

Each student begins the semester with a record of 100 merits or points. Merits will be lost for the following offenses:

1. Tardiness, one for each offense.
2. For truancy absence per period, one.
3. Late excuses, one.
4. Leaving the school or campus without a permit, two.
5. Misconduct in class or halls. Teachers may recommend a maximum of 5. But for an offense requiring more than 5, the teachers shall send the pupil to the office.

6. Stealing, smoking on the campus or school grounds, and other misdemeanors considered sufficiently serious by the principal are punishable by suspension, and if reinstated, there shall be a loss of 15 to 25 merits.

7. For misuse of property, athletic equipment, or tampering with heating or lighting equipment, a loss of one to five merits.

8. For a failure in a subject, one for each six weeks.

Students losing merits who feel that the loss is not justifiable, must report the incident at once to the superintendent.

An average of 80 or better is required of all Seniors who desire to be recommended for college work or a position.

Any student whose record falls below 80 shall be ineligible for membership in the student council.

A student whose record falls below 80 will be ineligible to hold the position of Student President, or Student-Council President, or for any elective office, or represent the school in any manner during the semester or following semester.

Merits may be added to the current semester in the following manner:

1. Perfect attendance record for any semester, 5 merits.
2. No tardiness for six weeks, 2 merits.
3. For each six weeks no demerits, 2 merits.
4. Meritorious service to the school, 5 merits.

(Student council to pass on all meritorious services.)

Scholastic requirements for membership in the student council have been discussed in Chapter III. It can be expected that one of the provisions of this merit system may cause the school to be represented by inferior talent in some of its departments, such as dramatics, art, manual and industrial arts, and music.

There is doubt in the minds of many thoughtful students of secondary-school administration concerning the advisability of a merit system in any school. The system represents a negative control through fear, or by living up to an arbitrary code, rather than a positive control built up as the unwritten code, or spirit of the school. Probably the best way to develop such a positive control is through group discussion and a vital program of instruction and activities. However, since a few schools use the merit system, an example is included.

Supervision of clubs

A moot question which perplexes many student-government organizations is whether or not they should have the authority to charter clubs. Thirty-four per cent of all the student councils which responded to the May, 1939, questionnaire took the stand that if students are to participate in the government of the extra-curriculum, the chartering and supervision of all school clubs naturally becomes one of the duties of the student organization. They interpreted participation to include a voice in the administration of all extra-curriculum activities, not barring the musical and athletic organizations and national associations such as the National Honor Society, and Quill and Scroll.

Granting charters

Thirteen per cent of the student-government constitutions granted power to charter clubs, but went no further. The clubs, under the supervision of the teacher sponsors, drew up their own constitutions and planned their activities without any regulation on the part of the student council. Eleven per cent of the student councils were empowered to charter certain clubs only. In some instances the clubs falling under the jurisdiction of the student council were very closely supervised, while others received no special attention unless it was requested. The attention of the student council was usually aroused by a request for financial aid.

The remaining forty-two per cent exercised no authority whatever over any of the school organizations.

Councils having authority to grant charters should make definite regulations regarding the procedure, for it is unlikely and undesirable that the constitution of the council should give explicit details. If it is worth while to grant a charter at all, it is worth while to do it in good form and with fitting formality. A uniform charter should be devised and printed in which blank spaces for the date, name of organization, and other matters are provided. These may be added in writing, but it is much better to engross them, if it can be done without too great expense. Needless to say, this should be done only if organizations to be chartered are of a permanent character. When an organization disbands, its charter should be surrendered to the proper authorities. It is unwise to charter clubs that exist for only a term, although there is, of course, a place for these fugitive organizations which meet a temporary but vital need in the lives of some pupils.

Miscellaneous projects

Other projects which were carried out by a large number of student councils, and which need no further comment, are: Stunt Day, Play Day, Field Day, Hobo Day, May Day, Leap Week, Open House, the supervision of All-School Week, and other similar observances, Freshman initiation, acting as big brother or big sister to Freshmen, ushering, according hospitality to visitors, initiating a gate-keeping system, the establishment of a course of artists' numbers, taking charge of the recreation room, forming a leaders' club to encourage the use of parliamentary law, conducting student forums and conferences, holding a faculty tea in the fall, establishing a student employment bureau, conducting a talent survey, providing a student-loan fund and a student-injury fund, taking charge of postal savings accounts and student banking, overseeing the sale of Easter and Christmas seals and Memorial Day poppies, giving an infantile paralysis ball, initiating country student-council conferences, providing band uniforms, campaigning against smoking, appointing Safety and

Health committees, conducting rallies, subscription drives, and elections, and controlling the seating in assembly.

Infrequent projects

Some of the infrequent and original projects are: Fingerprinting, taking charge of convocations, conducting spelling bees and arranging for county spelling contests, providing room inspection, home-room rating, amateur hours, decorating a school float for the Fourth of July, sponsoring marble, ping-pong, or badminton tournaments, securing standard school ring contracts and announcement contracts, publishing term calendars, and making provision for printing and multigraphing.

By consulting the *Sixth Handbook of the National Honor Society*, issued by the National Association of Secondary-School Principals, 5835 Kimbark Avenue, Chicago, student officers will find many activities not included in this discussion. These activities are as suited to the purposes of student government organizations as to chapters of the National Honor Society. In those cases where all organizations of the school are subject to supervision by the student council, these suggestions could be passed on to the local chapter. If there is no chapter of the Honor Society, the projects described in the *Sixth Handbook* could be carried out by a service club or some other student group.

CHAPTER VII

HOW PROBLEMS ARE BEING SOLVED

Time

One of the problems mentioned most frequently as problems which confront the student council is that of time—time for the meetings, time to accomplish the work, time for reports to home rooms. Some of the councils admitted that they had found no solution to this problem, but that they are still seeking one. Others stated that by giving the matter definite study, and enlisting the coöperation of administrators and teachers, it was possible to arrange a suitable time for meeting during the regular schedule. It is agreed that the resulting better attendance, not to mention the increased respect of both faculty and student body, warrants a recognition of the importance of the student government organization by giving its council a regular meeting time on the weekly program. Time in which to accomplish the work is being found by means of division of labor. Tasks hitherto assigned to a few council members are distributed among a greater number of individuals and committees. By appealing to the principal, one student council secured the coöperation of the home-room teachers in allotting time to hear the reports of the council meetings. Unless time for reporting council deliberations to the home rooms is allowed, the council may fail for lack of interest. Carefully planning the semester and weekly programs and budgeting the respective time allotments will aid materially in solving the "time" problem.

Interest

A large number of student councils find it is a problem to arouse the interest of the student body at large and to create a desire to participate in the council activities. Some discovered that by constantly soliciting suggestions from the student body; by informing the student body of all activities projected by the executive board; and by making these activities as interesting as possible, the interest of the school is gradually being secured. Giving a report of the state or local convention in an entertaining manner has proved to be helpful. In addition, it may be well to remind student officers that in general people are interested in enterprises in which they have a part. The more students engaged in carrying on the duties and tasks of the student council the wider spread will be the interest and enthusiasm in the student government. For this reason, also, the principal officers of the student organization should be elected by the entire student body. The interest created by a lively election campaign will often produce enough momentum to last until time for the next campaign. More and more schools are discovering the advantages of electing student officers in the spring shortly before

the close of school. There is nothing quite like an exciting election campaign to revive the flagging interest in the council the last month before the summer vacation. Furthermore, this plan provides officers ready to assume their responsibilities when school opens in the fall. All-school social affairs sponsored by the council awaken interest and create desire to participate in the activities of the student council.

Absence and tardiness

Some councils complained that there is too much absence and tardiness on the part of pupils in spite of crusades against these practices. However, councils are attacking this problem with some success by awarding special privileges to the home room having the highest percentage of attendance and to the one having the highest percentage of punctuality. Comment on this problem was made in the chapter which dealt with student-council projects.

Behavior problems

Student behavior has not ceased to be a problem with the general establishment of systems of student control. However, in many cases it has been much improved, and in any case the burden does not fall upon the shoulders of the principal alone. Student councils are attacking this problem with vigor and determination and some have achieved remarkable results. A school which gives a rating in citizenship with frequent reports to the parents has an influence that enables student councils to cooperate with the administration in securing better order in a manner less objectionable to the student body than is otherwise the case. In schools which employ this practice it is usual for pupils and teachers to be supplied with charge sheets for the purpose of recording the names of offenders and the offenses committed. Not only are misdemeanors recorded on these sheets but praiseworthy acts as well. These sheets must be signed before they are handed in to the student council. The merits and demerits that are handed in are discussed in council meetings, and they afford considerable assistance in determining the rating in citizenship for the reports to parents. If it is found that an offense of a serious nature has been committed, the matter is referred to the student-council court, which convenes at least every six weeks. When the court convenes, the offender is brought to trial.* Many schools feel that positive action, such as making the activities interesting by building up school spirit

*The solution presented here is given exactly as it was submitted by a certain school. Many others conduct student or traffic courts in a similar fashion. Most principals will agree, however, that in school discipline six weeks is too long an interval to lapse between sessions of the court. Punishment, to be effective, must be *certain* and *immediate*. They will probably agree, too, that student courts, under careful supervision, should deal only with minor offenses; that upon the discovery of a serious offense, the court should lay the matter before the school authorities.

to the point that unsatisfactory behavior is discountenanced by the groups, is much to be preferred to the negative procedure of demerits.

Misbehavior in the hall, the cafeteria, and the assembly is punished by a system of fines and other penalties, and even suspension for a few days. Breaking traffic and safety rules, smoking on the premises, cheating, and stealing are punished in the same way. These, too, may be better solved through guidance and building school morale than by negative prescriptions.

One council solved the problem of boisterous or offensive behavior on the part of students on street cars and in the stadium by extending the authority of the school marshals to serve in these places.

One school had been greatly annoyed by students, especially boys, loitering in front of the school building. They had the habit of coming early and were among the last to enter the building when school was called. They also lingered after classes were dismissed. Presumably they made comments or engaged in petty vandalism. The student council stopped this annoyance by constructing shuffleboard and horseshoe courts in the rear of the building. Benches were placed near the courts. Now, not only the crowd of former loiterers, but other students as well race to secure places on these courts or to attain vantage points as observers.

The manners of students at dances and social affairs are sometimes deplorable. Taking it for granted that such defection is due to ignorance of the rules of etiquette or lack of home training, some schools make it a point before a social affair to call together those who expect to attend for the purpose of giving them instructions in manners and conduct. Some include advice in regard to proper costuming and the intricacies of social etiquette, so that no students will feel that this instruction is directed toward certain individuals. If all this fails to curb noisy exuberance of spirits and rude conduct, the leaders in insubordination are subjected to the suspension of certain privileges. It may even be necessary for the monitors to eject the worst offenders.

Traffic

One of the big problems in a great many schools is that of traffic congestion both in the halls and on the streets in the neighborhood of the school. A coordinated system of patrol of the halls by monitors, proctors, or marshals carrying out simple but definite regulations, has been found to be the best method of handling hall traffic. In contending with the problem of congestion in auto traffic, one council found it helpful to secure the traffic rules for the city and apply them to the high-school situation. Copies of the rules are kept posted on the bulletin boards. As many high-school buildings now in use were built long before the advent of the automobile, or at least before its general use as a means

of transportation to and from school by high-school students was foreseen, the question of directing traffic and finding suitable parking places requires grave consideration. Some student councils lend assistance by appointing a committee to list parking spaces and assign stalls to cars. Such a committee reports cars that are parked in the wrong place, and also sees to it that parked cars are not molested. The Courtesy Commission of one student council stresses the details of and need for "auto drivers' courtesy," and an educational program is carried on through the columns of the school paper.

Securing proper student officers

A common complaint from the councils is their failure to get the most efficient students elected as officers in the council; that it is difficult to elect students on their own merits. In many schools the boys who do not go out for athletics seldom receive enough votes to put them in office even though they may be the most capable. In order to overcome this tendency the majority of schools insist on a high scholastic rank for the officers. In others the names of all candidates for office must be found on an approved list prepared by the principal and faculty. Still others insist that if a quiet supervision of the election is maintained, elections may be conducted in a purely democratic manner and without demanding that certain standards of scholarship be met by the candidates.

Council wants more power

Usually when a student council wants more power it should have it. Many principals recognize that this is so, and are attempting to rectify the situation by reorganization. One principal wrote that he had found the commission plan of municipal government to be the best solution of the problem. Some teachers feel that council members assume too much if their powers are not definitely restricted. Again, if the warning of the head of a university training school is heeded in stressing *pupil participation* not *pupil government*, and if the constitution clearly sets forth the powers and duties of officers and members, there should be no reason for council members to become too presumptuous. If there is fear on the part of the faculty that the council will assume too many duties, the fact is usually that the council is not nearly so active as it should be. The faculty members should all be conversant with modern trends in student participation in school government. For those who are not, the bibliography at the end of the *Handbook* will prove enlightening.

Lack of coöperation

Lack of coöperation on the part of both pupils and teachers will soon nullify the most carefully planned student government. Lack of coöperation is most likely to be felt when the student council is something apart from the life of the students. If the council members ex-

perience a sense of frustration, they are apt to attempt to force upon the school an authority they do not possess. As a result the council may be regarded as a dictatorial unit by teachers and pupils alike. The first step in the solution of this problem is to make sure that the student council is not merely a separate club. The students must feel that the student council is the instrument by means of which their participation in school government is administered. A popular election is one of the means of making students realize that the student council is their representation in the government of their school world. It should be made clear to them that they not only have the right but are urged to make known their views on any subject pertaining to the conduct of school affairs to their representatives in the council; that it is their duty to ask their representatives to present for council legislation any matters which they consider important to the welfare of the school as a whole or to a large group within the school. The powers of the council should be so well defined that there can be no danger of its overlapping the authority of the teachers. This may necessitate some changes in the constitution before complete adjustment is made. By all means the principal should be consulted when a council is doubtful of its authority. After this, mechanical devices to attain closer contact with the student body may be resorted to. For this purpose a great many councils hold meetings before the student body in assembly, invite students to visit regular council meetings, post suggestion boxes in conspicuous places, and hold frequent social affairs.

Financial problems

Nearly every student council is faced with financial problems, which, even though they have once been disposed of, have a habit of recurring with monotonous regularity. This subject has been discussed in the chapter on finances. It is mentioned here as one of the problems which councils must face.

Lack of support for school activities

Support for football games, the school paper, and other enterprises is frequently increased by progressive student councils by including all activities for which a fee is charged in the student activity ticket. One council takes the profit from a lyceum program, which added to the advertising fees defrays the expense of publishing the school newspaper. The paper is then given to all students without charge. In connection with the complaint that it is difficult to get the activity ticket in the hands of more than fifty per cent of the students, it would be well to read how the student council of Hanover High School, Hanover Center, Massachusetts, secured the purchase of activity tickets by seventy per cent

of the students. The account is to be found in the chapter, *Student-Council Finances*.

Lack of school spirit

The question of how to develop school spirit is answered in one school by the Courtesy Commission which disseminates such propaganda as "Boost Your School" and "Did You Know?" School spirit develops simultaneously with the increased attendance at games, contests, and debates in those schools where a moderately priced activity ticket includes all paid activities.

Limitation of student activities

Councils which were vexed by the realization that the number of offices and memberships that a student may hold in extra-curriculum organizations should be limited, solved the problem by formulating a point system. The point system eliminates the possibility of members becoming loaded with too many activities. The Hartford, Connecticut, High School restricts the number of offices a pupil may hold in the following manner:

A pupil may

1. Hold either one presidency and one other office, or two offices (excluding choirmaster of the a cappella choir and concertmaster of the inter-high orchestra);
2. Hold one elective graduation office (officers to be chosen in the order of their importance) excluding the business and editorial boards of the classbook;
3. Belong to three clubs in addition to

Honor Society	Student Council
Athletic Association	Boys' Club
Girls' League	Freshman Girls' Club
Orchestras	Glee Clubs

A Cappella Choir

(Chronicle and Owllet boards will be treated as clubs; therefore, the editorships will be considered as presidencies.)

No restrictions are placed on athletics.

The following Service Point System is included in the constitution of the student council of the high school at Buckeye, Arizona:

Service Point System

1. Purpose
 - a. The purpose of the service point system shall be to distribute more evenly the opportunities for student participation in extra-curriculum activities, to prevent the student from overloading, to develop and maintain a higher standard of attainment, and to equate activities where credit for graduation is required.
2. No one shall be awarded points for the same service more than once in the same year.
3. Offices must be satisfactorily filled before any service points are awarded.

4. The secretary of the student body shall be responsible for the service point system with duly appointed assistants.
5. Any questions or complaints arising concerning the service point system should be made in writing to the student council who will have authority to investigate the matter and make decision.
6. Manner of amending service points: As extra-curriculum activities increase in the school, the service point system may be amended accordingly by the student council.

The Point System—Bailey Junior High School, Jackson, Mississippi

The Point System is a method set up to encourage and to limit pupils in taking part in the activities of the school. This system attempts to divide evenly the activities and to give awards for a limited number of points earned by each pupil who takes part in school activities. All points earned will be recorded and kept on file by members of the student council and by the secretary to the principal.

The objectives of the Point System as set up by the student council of the Bailey Junior High School are as follows:

1. To distribute the opportunities of pupil participation in school activities.
2. To prevent a pupil from overloading with extra activities.
3. To develop a high standard of attainment in extra activities.
4. To give awards for points earned by participation in these activities.

Distribution of Points

I. Organization		II. Physical Education	
President of:		Boys:	
Class	15	Member of team (basketball-club	4
Club	8	School Letter	8
Home room	8	Cheerleader	5
Honor Society	15	Girls:	
Student Council	15	Phys. Ed Letter	4
Vice President of:		Squad Leader	8
Class	10	Cheer Leader	5
Club	4	III. School Paper	
Home room	6	Editor	7
Honor Society	10	Member of staff	3
Student Council	10	IV. Student Assistants	
Secretary of:		In the library	6
Honor Society	6	(1 point each term)	
Treasurer of:		In the office	6
Honor Society	6	(1 point each term)	
Sec.-Treas. of:		Monitors (each 2 weeks)	2
Class	12	(not to exceed 4)	2
Club	6	Safety Patrol	6
Home room	6	(1 point each term)	
Student Council	12	V. Miscellaneous	
Reporter of:		Captain of Band	5
Club	2	Member of Honor Society	8
Home room	6	*Outstanding work	5

*To be determined by members of the faculty and the student council.

For the year 1938-39 any pupil earning forty points shall be given an award.

A pupil cannot be president of more than one of the following organizations:

Honor Society

Student Council

Class

Pupils working on NYA are not eligible for points for work in the office or in the library.

The student council is the logical organization to limit participation of some pupils in the extra-curriculum and to stimulate the participation of others, since the council quite generally assumes responsibility for the extra-curriculum. Setting up a point system and keeping a record of points awarded to pupils is a project which may be carried out successfully by the council. It offers an excellent opportunity for participation of pupils in school government.

Not enough to do

In every case of a student council reporting that it did not have enough to do, it was found that the council is so restricted that it functions as a service club rather than a body empowered to participate in the administration of the school. Often the student secretary frankly stated that the principal and faculty are afraid to entrust any authority to the student organization. It is not well for a student council to have too little to do. This gives the members a feeling of the futility of their organization which does not augur interest or efficiency in performing the few tasks that are assigned. A student council participating fully in the extra-curriculum does not complain of a lack of things to do.

Too much to do

Many student councils attempt to do too much at one time. They will find it is better to clear up all old business before attempting new. Then, by attacking one major piece of business at a time, or, if several items demand attention at once, by dividing responsibilities, and by assigning as much work as possible to be handled in committees, they are not overburdened with work.

Freshman representation in council

In schools having student government based on class representation it is customary to elect fewer Freshmen to the council than are elected from the other classes. The matter of restricting the number of Freshmen presents more of a problem in schools where the home-room organization forms the basic unit of the government. Some councils solve this problem by putting the Freshmen through a training period, permitting them to be represented only after they have passed a citizenship test. In the opinion of many school administrators there is no reason why the Freshman class should not have the largest representation. Ordinarily the older pupils will assume leadership even though they are in the minority.

However, the majority of principals and sponsors agree that the vote of the Freshmen delegates should be limited. They see no reason why the Freshmen delegates should be enabled to outvote the delegates representing the older, but smaller, groups. Democracy demands the largest representation from the largest group even though that group may be least able to govern.

Orientation of new students

This is being accomplished by means of student-council guides, signs placed in strategic positions during the first week of school, an information bureau, and student handbooks. Mixers and other social affairs given early in the year are of assistance in orienting the Freshmen. One of the duties of the courtesy committee of some student councils is to assist new students who enter school later in the year.

Reticence of council representatives

The complaint that many student-council representatives are bashful and hesitate to give their opinions was avoided by one student council when it began holding its meetings as informally as possible, for example, in the library in round-table discussion.

Regular attendance

Good attendance at council meetings has been secured in many schools when the time of meeting was changed from after school to a period provided for it in the daily schedule. Many councils have adopted a rule that after three unexcused absences a member must resign or be dropped. Some constitutions provide each home-room representative to the council with an alternate who represents his room during the representative's absence, and who takes his place in case of his resignation or disability.

Integration of rural pupils

For the most part this is accomplished through social contact—parties, mixers, and dances. One council makes it a point to put rural and town pupils to work on the same committees. In many schools this is a serious problem because one half or more of the ninth grade class may enroll from rural areas and will not be oriented to the school. The problem in such cases is likely to be so important that the faculty should take cognizance of it by developing an orientation or guidance program which specifically aims to integrate the rural pupil. The importance of social contacts, "big brothers" and "big sisters," guide service, and counsellor service should not be overlooked.

Recognition of outstanding citizens

A few councils were at a loss to know how best to give recognition to the outstanding boy and girl citizen of the school. At Bagley High

School, Northeastern College, Tahlequah, Oklahoma, a joint committee of faculty and students selects four possible candidates every six weeks. The entire student body votes on these names on the basis of scholarship, citizenship, and leadership. A description of the method used at Ponca City, Oklahoma, may be found in the chapter on *Projects*.

Inexperienced council members

It is not always possible or advisable to have the council composed entirely of outstanding pupils. Other students besides those who usually occupy the limelight should have the experience of serving on the council. If the council's business is well managed, inexperienced or weak pupils will not make the council ineffective. If care is used to put outstanding pupils on committees with weaker ones, the latter will gain the needed experience and the efficiency of the government will not be impaired.

Conducting school dances

The reply to those council secretaries who stated that their problem is to sponsor dances in the gymnasium in spite of the opposition of the principal and coaches, has already been given in the chapter, *Projects*. Those who find it burdensome to sponsor the school dances even with the full permission and coöperation of the administrators might be helped by the experience of a student council which had also found it difficult to perform this task. The social committee of the student council plans the number of dances to be held during the year and the approximate dates. Each dance is then put in charge of a different committee. The chairman of each committee is a member of the social committee, but the committee members are selected from the students at large. These committees vie with each other to make their dances popular by varying the programs, by adding original features, or by ingenious decoration. The executive board of the council appoints a different set of monitors to maintain order at each dance. These monitors are also selected from the student body, but are given the full authority of the regular monitor staff. In this way the council divides the responsibility for the dances, in addition to creating interest among the students to make the dances more successful than any that have been held previously.

This same idea can be carried out in conducting the school parties and other social affairs. The competition between the committees will result in making the parties more attractive. The larger number of pupils involved in preparing for the events will arouse interest on the part of a greater portion of the student body, so that better attendance will naturally follow.

The widespread return to popularity of the various square dances, quadrilles, reels, and circle dances has greatly increased the social value of high-school dances. The ball-room dancing in vogue for many years

tended to lose its sociability and become an aggregation of isolated pairs. As a means of helping Freshmen to become oriented or new students to become acquainted the folk dances, of which the Big Apple was the forerunner, are most effective. The formation in groups with frequent changes of partners, makes folk dances truly social; they are hilarious enough to provide good wholesome fun. These pioneer dances vary in difficulty from simple to complex figures so that in a very short time students have learned to do them well enough to gain enjoyment, yet interest holds as the intricacy of the patterns increases. Many physical directors give instruction in such dances as a part of the regular program. They are best suited for the purpose of a mixer.

Time for calling committee meetings

One problem for which no solution was offered was presented by several councils. They find it difficult to call committees without interfering with academic work. In nearly every instance there are rural students on some of the committees; this rules out meetings after the last period of the daily schedule. It would appear that each council must work this out for itself. If suggestions are reported they will appear later in *Student Life*.

Student officers and their responsibilities

Sponsors often find it difficult to impress the student officers, especially the student president, with their responsibilities. The only suggestion offered is that of holding conferences with the president and student officers in an effort to inculcate a consciousness of the importance of their offices and the seriousness of their duties.

Lack of scholarship

Student councils find that by setting standards of scholarship for participating in various activities and for membership in organizations, and by frequent check-ups by council representatives on scholarship reports, that the general scholarship of the school is improved. Others report that an advance in scholarship was noted immediately upon the establishment of a chapter of the National Honor Society.

Lack of participation in activities

A general complaint was entered that some students do not participate in any activities. One council is trying to banish this problem by holding contests between classes to see which class participates in the most activities. Another means employed is that of requiring a certain number of points for graduation to be obtained through participation in extra-curriculum activities. This does not enjoy wide popularity because it forces participation in activities in which pupils should engage spontaneously.

Efficient representatives

Getting representatives who are able to give good reports in the home room concerning council business is an acute problem in more than one school. The solution to this problem may lie in setting up in all home rooms uniform requirements for candidacy to hold office; but a more promising procedure is to send each home room a mimeographed set of secretary's notes of each council meeting. These notes are an aid to faltering representatives and also a check on the interpretation of the council's legislation given in the home room.

Giving publicity to work done by council

Many councils experience difficulty in making known council actions to the student body. Besides the reports of the representatives to the home rooms, classes, or other elective units, publicity is obtained by posting mimeographed copies of reports on all bulletin boards. Other councils issue a flyer on which is placed a full report of the council meeting immediately after it has taken place. This also tends to correct any wrong impressions which may have been brought to the home room by the representative. The timely appearance of the school newspaper is always taken advantage of in bringing before the student body news of what has taken place in the council meeting. Other recent studies indicate that reports of home-room representatives, duplicate notices, and reports in the school paper are the principal methods of informing the student body of council action.¹

Lack of uniformity in enforcing rules

Lack of uniformity on the part of teachers in enforcing the rules of the school, especially those with which the officials of the student council are chiefly concerned, causes embarrassment and dissatisfaction in more than one school. The greatest help comes through the enlistment by the council of the coöperation of the principal in carrying out a campaign to integrate the efforts of the faculty in the enforcement of rules. The principal may call meetings of the faculty for the purpose of studying the constitution of the student government organization and of defining more clearly its powers and duties. General rules and regulations may be drawn up in concrete form and definite instructions may be given for their observance. The officers of the student council may be present at these conferences and take part in the discussions. In addition to these special sessions, a general education program may be carried on through the regular faculty meeting and the school newspaper.

¹Patrick, H. E., *Pupil Participation in School Administration and Government in 80 Secondary Schools*, Unpublished Master of Arts Paper, p. 39, Dept. of Educ., Univ. of Chicago, 1938.

Drewry, *opus cit.*, p. 153.

Pooler, *opus cit.*, p. 62.

Too much work for one sponsor

Sponsors of junior high-school student councils find that the pupils are too young to carry on without a great deal of guidance. They are handicapped by a lack of sufficient time for one sponsor to work with so many on such a range of activities as the council initiates and to see each enterprise through as completely as is desirable. Some schools provide more teacher assistance for the sponsor; others make provision in the constitution of the student government for the election of as many sponsors as experience has proved that the council actually needs.

Interschool relations

Any question pertaining to the relationship of a school with other schools is best referred to an Interschool Relations Committee, usually composed of student-council members and at least one faculty member. A representative of this committee may meet with the representatives of other schools in Interschool Relations conferences. Such a committee may improve interscholastic athletic relationships in many schools.

Parliamentary procedure

One sponsor complained that the ignorance of students in parliamentary procedure has held up progress. Others said they were seriously handicapped in their meetings by a lack of knowledge of parliamentary practice. One sponsor called the council members together for special instruction and practice in parliamentary procedure at times other than the regular business meetings. In another school the principal requires all English classes to devote a certain amount of time to the study of parliamentary law for the benefit of prospective and present student-council members.

In one school a teacher of English has charge of the Presidents' Club—all home-room presidents; another has the Secretaries' Club. Each club has worked out a set of rules for the use of its officer members. These were labeled "Duties of a President" and "Duties of a Secretary," and were printed on small cards by the printing class. Some time during the student-council meeting is given to the study of these cards.

Many councils stated that they are guided by Robert's Rules of Order. While this is the standard authority in matters of parliamentary procedure, it is too complicated for most junior and senior high-school students. It is invaluable for use in settling disputes or for specific reference, but such books as Jones: *Parliamentary Procedure at a Glance*; Leigh: *Modern Rules of Parliamentary Procedure*; Reeves: *Parliamentary Procedure*; or Roberts: *Primer of Parliamentary Law*, are better for ordinary usage.

Wearing of unearned pins and emblems

This seems to be a widespread habit, and one that is often difficult

to curb without resorting to drastic measures. Some student councils find that talks in roll rooms and assemblies against borrowing emblems are sufficiently effective. Others penalized the owner of the pin by taking him out of the organization or by recalling the pin.

Attendance recording

In small schools where the membership of the council is correspondingly limited, this presents no problem. However, some of the larger councils find that it is a problem, especially when the time for the meeting is so short that none of it can be spared for such detail work. Under the plan of having each member write his name and hand it in to be checked later against the membership list, it was found that frequently a member would also hand in the name of a friend who was absent. To forestall this trick, several clerks are appointed to take the attendance. Usually the members are seated alphabetically in rows. One clerk takes charge of an assigned number of rows, or of just one row. By sitting in front facing the members they are able to perform this necessary routine without consuming valuable time.

Miscellaneous

Such problems as the necessity for a longer lunch period, difficulties in sponsoring the annual, the selection of projects that provide citizenship training for many, enforcing the constitution and bylaws, respect for school property, lack of courtesy, smoking on school premises, partiality of the patrol group, keeping the recreation room running in a manner to attract students to it, trying to please outsiders who usually object to anything the student council does, and taking charge of lockers, bicycle traffic, reservation of seats for plays and the like, are very real problems but of a local nature. Most of them are best handled by special committees. Requests for adequate tennis courts, additional space, and alterations or repairs on buildings or grounds should be properly presented through the administrators to the board of education. If the board is unable to grant these requests, but concedes that they are reasonable and appropriate, then, and only then, is a student council justified in attempting, through other means, to secure these benefits.

A few problems were presented for which no solution has been offered. In this category are found the difficulty of instituting a proper system of checks on the work of student representatives and committees appointed by the student president, lack of discussion before voting, too many disciplinary problems that are entrusted to the student council, the difficulty of arriving at a fair rating in citizenship, and the feeling of competition and antagonism that often exists between various groups—such as the music department and the athletic department.

Ideas for the solution of these problems and others not mentioned in this list may be obtained by keeping in touch with other student councils, and finding out about their problems and how they are attempting to meet them. This may be done through the medium of round-table discussions and personal contacts at meetings of the local student-council association.

CHAPTER VIII

STUDENT-COUNCIL ASSOCIATIONS AND CONVENTIONS

The development of organizations

As organized student participation in school government has become more general, local organizations of student councils have begun to spring up in many parts of the country. Most of these associations were not formed in accordance with any system except that of convenience and proximity. Many large cities have a league of the councils of their own high schools; others include those of suburban high schools as well. Sometimes the councils of one county form a unit; again, three or four counties are combined to form an association. Some areas of the United States are well organized; others have no associations whatever. Some of the states have effected state organizations and have readjusted district boundaries to conform with those of the teachers' associations. In other cases a state association has been perfected without any district or subsidiary associations, or with only one or two isolated local organizations. One state has two state organizations, one having been organized, apparently, without knowledge of the existence of the other.

Observation furnishes convincing evidence that the local association is most important to the individual council. Although hundreds of councils operate successfully without the support afforded by affiliation with other councils, there can be no doubt that the inspiration received from meeting with others having like interests, the interchange of ideas and devices in the mechanics of student government, and the discussion of mutual problems, infuses a zest and enthusiasm in the participating delegates of incalculable value, to the individuals and to their councils. Recognizing the importance of this influence, some schools send all the members of the council, instead of three or four delegates, to the convention of the local association. Ordinarily this can be managed without great difficulty or expense. Many principals who have sent delegates to local student-council association meetings give unqualified endorsement to local sessions where schools having the same sort of environment and conditions and much the same sort of problems may easily meet for the exchange of ideas and for mutual encouragement and inspiration.

Are conventions desirable?

There is serious question in the minds of many thoughtful school administrators of the value of state and national conventions of student-council officers or student leaders. But such conventions, unfortunately, are here. Probably this is to be expected, because the council is a recent addition to the extra-curriculum family, not yet under the direction of the organized high-school principals. Just so the National Basketball

Tournament was held in an earlier decade before high-school principals objected. At the present time many school administrators would be willing to abolish state basketball tournaments or state championships in football, where they exist, were it not that the state association often needs the proceeds of championship games to finance its activities. No such difficulty is involved in the abolition of state or national meetings of student-council officers.

Consequently, it would be well for principals to organize local meetings for student-council members rather than let the larger organizations flourish. And it is advisable that the state officers of principals' associations and the officers of the National Association of Secondary-School Principals take cognizance of the growth of state and national movements for student-council officers. Too frequently state or national organizations for various extra-curriculum activities, except for athletic contests, are not controlled by the responsible school administrators. Even though the persons in charge are well meaning and often are competent, anyone cognizant with the haphazard conditions under which state and national conferences or contests in non-athletic extra-curriculum activities are conducted will heartily support their incorporation into the activities sponsored by the school administrators. That they are not now controlled by the professional group is an indication that other groups than the administrators have seen the educational possibilities of such contests or meetings. It is not, however, beyond the realm of possibility that aggressive persons have called meetings or arranged extra-curriculum contests on a state-wide or national basis to enhance personal prestige. It is hoped that the state and national organizations of principals will soon assume their duties in controlling all extra-curriculum activities as they now control athletics.

In order to show how rapidly student-council organizations have grown, the authors have included descriptions of all that have come to their attention, in the hope that the magnitude of the growth will stimulate action.

ORGANIZATIONS

Student councils in Colorado, Illinois, Indiana, Massachusetts, Minnesota, Oklahoma, Pennsylvania, Virginia, West Virginia, and Wisconsin are organized in local and state associations in addition to being affiliated with regional associations. Illinois has a very systematic organization. The state is divided into six districts, each of which is thoroughly organized and is part of the state association. Each district holds a convention timed with reference to the state meeting. In some of the districts where the number and proximity of the councils make it expedient, local groups have been formed as feeders to the district association. The

officers of the Illinois Association of Student Councils have issued a directory that is complete, helpful, and informative.

Some of the smaller states have just as complete organization, but do not find division into districts necessary for efficiency or convenience. Because of the short traveling distances, their state conventions are within reach of all councils. Delaware is one of these. New Jersey has both local and state associations, but no systematic district organization. Rhode Island has two state associations, one for the senior high-school student councils and one for the junior high-school student councils.

Student councils in Arkansas, Florida, Idaho, Kansas, Michigan, North Carolina, Oregon, Texas, and Utah all have state associations. Some have district and local associations also, but these states as a whole are not so completely organized as those previously mentioned. Kansas has within the past few months completed a state organization. Oklahoma completed her state organization in 1937-38. In addition to four districts and the state association for the secondary-school student councils, Oklahoma has an Oklahoma College Federation of Student Councils. Michigan is just perfecting a state organization which is to be subdivided into eight regions following the divisions of the Michigan State Teachers' Association. Heretofore, Michigan has been well organized in some areas while other sections offered no opportunity for local affiliations. Incidentally, Michigan schools are among the highest in percentage of councils in relation to the number of schools of any state in the Union. The new system of district organizations will be especially beneficial if placed under the direction of the State Association of Secondary-School Principals. The Inter-High-School Student Council of Grand Rapids (which also includes those of Holland, Grand Haven, and Muskegon), the Detroit Metropolitan Area of Student Councils, and the Border Cities League of Southeastern Michigan have been giving service in the more populous districts.

In Ohio city organizations take care of the metropolitan areas, but the state at large is unorganized. Ohio, too, has a high percentage of individual councils. In New York state only New York City enjoys the advantages of a local federation. In both of these states many individual councils have inquired about local organizations. These inquiries the National Association of Secondary-School Principals has been unable to answer.

Arizona and California each have district associations, but no report has been received of a state association. Most of the councils in Connecticut seem to be served by the Robert H. Earley Memorial League of Student Councils in the Housatonic Valley.

The Northwest Federation of Student Councils

Although Iowa does not have local student-council associations, many of the councils in the northern part of the state belong to the Northwest Federation of Student Councils, and those in the southwestern portion of the state are members of the Central States Federation of Student Councils. The Northwest Federation includes almost one hundred per cent of the Student Councils in Minnesota; those of North and South Dakota that are to any degree affiliated are in this Federation.

The Central States Federation of Student Councils

In 1928, led by Central High School, St. Joseph, Missouri, eleven high schools in Northwest Missouri originated the Central States Federation of Student Councils. This federation has taken the place of a state association in Missouri. The Northwest District Association still persists, and is the only district organization functioning in Missouri. A great many councils in Kansas, Nebraska, Iowa, and Oklahoma also belong to the Central States Federation. The membership in this organization is changeable and is determined largely by the location of the convention city.

The Southern Association of Student Government

The Southern Association of Student Government serves the student councils of the Southern states in much the same way that the Central States Federation and the Northwest Federation serve in their respective regions. Delegates from fourteen states attend the convention of the Southern Association. With the exception of Arkansas, Texas, North Carolina, Virginia, and West Virginia, none of the states have organizations of their own. The authors, it may be repeated, are not in favor of such conventions. They feel that all the benefits can be derived from local, or at most, state meetings.

Student Leaders' Conference

The state of Washington is without local associations, but some of the councils send delegates directly to the convention of the National Association, which is always held at the same time and place as that of the National Education Association. The University of Washington holds a Student Leaders' Conference in connection with the Yakima Valley Student Conference at the university each fall. Practically every high school of any size in the state sends one or more representatives to this conference for the purpose of obtaining worth-while ideas and suggestions for improving school spirit and developing student enterprises within the school.

The Student Coöperative Association

Virginia is another state with a complete and systematic organization. It is known as the Student Coöperative Association, and is unique in

the fact that its existence was made possible through the coöperation of the president of the Coöperative Education Association with Chief Justice Taft of the United States Supreme Court, in securing the necessary funds from Elihu Root, then president of the Carnegie Foundation. The plan includes county or city, district, and state organizations. Permanent headquarters are maintained at Richmond. The Virginia Coöperative Education Association, the Virginia Branch of the National Congress of Parents and Teachers, has published a *Guidebook* for the Student Coöperative Association that deserves special mention.

The New England Regional Association

The Associated Body of Student Councils is the New England regional association. Massachusetts, Rhode Island, and Connecticut have strong associations of their own, but quite a number of the councils of the remaining New England States are rather loosely associated in this regional organization.

The Territorial High-School Student Government Association

In the faraway Hawaiian Islands the Territorial High-School Student Government Association operates quite the same as the regional associations in the United States.

No reports have been received to the effect that councils in the District of Columbia, Maine, Maryland, Montana, Nevada, and Wyoming have any affiliations.

CONVENTIONS

Time

If student-council conventions are to be of value, they must be held early in the fall. Local conventions are usually held early in October. State meetings, when they are held, are held later in October or in November.

The three major regional associations, the Northwest Federation of Student Councils, the Federation of Student Councils of the Central States, and the Southern Association of Student Government, all hold their conventions in the autumn, usually in October. Councils which send delegates to these meetings plan their local conventions to avoid conflict with the regional meeting. The exact date for the convention of the Central States Federation is always set by the school with which the Federation is meeting. Because of this uncertainty of the exact date, the state meetings are scheduled very late in the season, generally about the middle of December.

In Virginia the Student Coöperative Association, both secondary-school and elementary-school branches, hold district meetings simultaneously just previous to the state convention.

The Illinois convention is planned especially to articulate with the

national convention which is always held the first week in July at the time and place that the National Education Association is meeting. The district and state meetings all occur in the spring, but are timed to avoid conflicts. Often the same speakers are desired for several of the district meetings, and when this is the case the dates are arranged accordingly.

Place

The meeting place of all student-council conventions, district, state, and regional, is changed from year to year so as to give a large number of schools opportunity to serve as host, and in order to furnish the stimulus to more effective work that should follow such an experience.

Delegates

The most popular method of selecting delegates to conventions is selection by the council itself. The number of student councils which follow this procedure is almost equalled by those whose constitutions provide that the chief officers of the council shall always be the official delegates. Others qualify the appointments still further by requiring that the delegates be Seniors or upperclass members. The only other method of selection is popular election by the entire student body. In some schools this method is used in selecting delegates to all conventions, and in others only for the state or regional convention. Other methods employed are: Appointment by the sponsor, by the president of the student organization, by the executive committee, by the president and sponsor in collaboration, by the school administration, by the principal and sponsor, and by the social science faculty. Often the delegates are volunteers who can defray their own expenses.

More than half of the councils pay all expenses of delegates from student-council funds; less than seven tenths of one per cent of the delegates are obliged to pay their own way. Next to the student-council funds comes the general school-activity fund as the source of supply for council delegates. In a few schools the entire student body pays dues for the support of the student government. From this fund convention expenses of delegates are drawn. There are also several plans in use for the division of expenses, such as: the fee is paid by the council, personal expenses by the delegate; the council pays one half and the delegate one half; the council pays the traveling expenses, the delegate pays the rest; and, the council pays one half and the school administration the other half. If a school sends delegates, it should defray the necessary expenses.

Suggestions for convention programs

If the school is to sponsor a student-council convention or send delegates to one, the sponsor should see that the program is of maximum

benefit. The suggestions on local council conferences listed below were received from schools in 1939. They are given, without comment, for such use as local conferences may wish to make of them in planning for study groups.

A timely suggestion that might well be heeded by the newly-elected officers of the convention is this: Frequent meetings of those officers who are planning the convention should be held instead of relying upon correspondence.

Planning the program

Send a questionnaire to all councils in the region served to find out the type of program most needed.

Try to prepare programs that are of interest to all schools, instead of just a few.

If junior high-school councils send delegates to the conference, be sure that part of the program is planned to fit the needs of junior high schools.

The program should be so arranged that all schools may take part in the discussion if they so desire. Begin plans early—months before the convention date. Give ample notice of convention dates. And send programs to councils of your area not belonging to the association.

Length of the conference

Give more time to the convention: two days, or parts of two days; the convention attempts to accomplish too much in too little time; in order to allow time for discussion after each presentation, and in order to grant a little time for the delegates to see what the host town is like, the convention should be held longer than one day. (This is probably true if the conference is held but once a year; if held more frequently less time is needed.)

Housing the conference

Keep the meetings confined to one building or within a small area; attendance will be better.

Give attention to acoustics; if the acoustical qualities of the high-school auditorium are poor, try to arrange for the larger meetings to be held elsewhere.

If no public-address system is available, be careful to choose speakers with clear, carrying voices, so that the delegates can hear what is going on.

Program details

Don't crowd too many events into a day's program.

Let's let councils make their programs—too many adults are dominating conventions.

Make the program fulfill the purpose of the association.

Programs should be as natural as possible.

Prepare a program which includes a few experienced adults, and in which students have the major part.

Make the formal part of the programs short; allow time for student participation.

Confine programs to real council needs.

Intersperse program with human-interest talks.

Emphasize various recreational programs for students, such as Youth Hostel, Boy and Girl Scouts, Girl Reserves, and Hi-Y.

Have a specific program, well organized, and begin on time.

Be sure to have students active in all programs.

Discussions

Have discussions that will give to students the importance of right attitudes and the value of making early blue prints of their lives.

Vary the discussion groups enough to keep them in small numbers.

Give opportunity for small round-table discussion of pertinent questions.

Have a discussion of school dances. (Should be determined by local conditions.)

Have as many and as well-prepared programs of the open-forum type as possible.

Discuss the topics more thoroughly; include in the discussion several topics of diversified interest so that an inclusiveness may be developed.

One topic of discussion which should always be included: "How can the council get the student body as a whole to take a more active part in the school government?"

Have new and different discussion problems; keep to the point in discussion groups; a large school should not enter into discussion against a small school; suggestions may solve problems of the small school but not of the large.

The most helpful part of a convention proved to be the round-table discussion in which four students each led a fifteen-minute period on one topic assigned to him.

Many student discussions are not clear on assignments and repeat the same things.

Hold a discussion of the place of councils in a junior high school or intermediate school.

Discuss more suitable ways for student discipline—various punishments.

Discuss problems that are most common in high schools, such as hall and building rules, assembly conduct, point system, finances, and minor problems.

Arrange a discussion on the question, "Just how much power should a student council have?"

Discuss fundamental principles rather than incidental details.

Discuss the topic—"Coöperation Between Schools and Home-Room Activities."

Discuss limitations in the program of the student council; definite limits should be set covering the subjects which they may consider.

Permit delegates to ask questions at the end of each session.

Demonstration meetings and assemblies

Give a demonstration council meeting.

An assembly given by members of the school at which the convention is held will give the delegates ideas for their own assemblies.

Hold classes for delineation of student-council duties and those of student officers.

Give as many demonstrations as possible to show how problems are handled in meetings.

Portray actual student-council meetings, illustrating techniques; portray an election campaign; illustrate installation ceremonies.

Practical Suggestions

Provide practical suggestions and show how to adapt them to varying local conditions.

The treasurer of the association should automatically be elected from the host school; a spring meeting of the association officers and the host school is invaluable.

Keep in touch with the national headquarters; follow parliamentary procedure; study of speech is essential.

Explanations of actual practices should be given.

Act very slowly so that actions will not have to be rescinded.

Give specific suggestions as to what student councils can do with profit to the school.

Present a wide variety of activities carried on by working councils which exemplify school service, motive, and action.

Have less presentation of facts and accomplishment which actually are only wishful thinking; less theory and more presentation of practical, everyday, detailed problems and their solution.

Try to secure the coöperation of all near-by student councils.

Reports should be reasonably brief.

Stress mainly the need of good student government that the future citizens of America will realize and be prepared for their duties.

Briefer speeches by adults.

Draw definite lines between the power of the principal or the office and the student council.

Often more time is spent in arguing the points of parliamentary law than in solving the problems of the different councils.

Give definite suggestions for student councils which only participate in student government.

Delineate the functions of the student council; have talks on the promotion of school spirit and student coöperation, student control of study halls, student financing of extra-curriculum activities, student participation in assembly programs, student traffic-control problems, and student participation in home-room activities.

Have a box into which anyone can drop questions on problems various organizations have; then devote one session to reading these questions to the assembly and asking how these problems have been solved in the schools; if they have not been solved, perhaps suggestions can be offered on how they might be solved.

Strive for clearness on the subject of the legal responsibility of the school board, and its responsibility that cannot be delegated; make a distinction between advisory council and legal responsibility.

Forget about *self-government* and stress pupil participation in government.

Include a complete schedule of events; consider the subject of assemblies—what kind and when to hold them.

Section meetings

Be sure to provide plenty of sectional meetings where students may participate.

Have each council represented in a particular part of the convention.

Programs should be carefully prepared for representatives of schools of different sizes—discussion groups for delegates from schools whose enrollments are up to 250; from 250 to 500; etc. (This suggestion was received from a number of schools.)

There should be an organized meeting for sponsors.

Speakers and leaders

Use extra care in selecting speakers.

Don't have too many adult speakers.

Guard against leaders being at a loss of what to do.

Have student participation—not faculty; limit adult speakers to not more than one for each session. (This suggestion was repeated many times.)

Provide good speakers who know more of the practical working out of student councils rather than the theoretical or book theory.

Leaders should secure comments from students.

Discussion-group leaders should not dominate their groups, but they should only give direction to and aid to carry on discussions; eliminate over-participation by one school.

Convention-program officers should have outstanding student speakers give general talks.

Limit the time of each speaker in panel discussions, thus eliminating long drawn-out speeches; allow no interference whatsoever in panel discussions by faculty members.

Consider size of schools

Do not allow the larger schools to railroad things through meetings; give the smaller schools a chance.

(The idea expressed in this suggestion was repeated more frequently than any other.)

Registration and entertainment

Registration should be well planned; a good meal is a necessity.

The social and entertainment portion of the program should be curtailed or eliminated.

Have better entertainment for those who do not dance.

See that all delegates of different schools get to know each other; see that the convention runs smoothly.

At banquets and dinners have only one speech, and let that one be interesting and brief.

The authors are among a considerable number of school people who feel that national conventions of student-council representatives are unnecessary and undesirable. But such meetings will continue, even though with small attendance, until such time as the organized school administrators take control of all extra-curriculum activities. They will then stop this practice as they stopped the National Basketball Tournament for public high schools. So far as could be ascertained the organizations and conventions for student-council officers are not now under the control of state associations of high-school principals. It is to be hoped that the organized school masters will not neglect their duties to the non-athletic extra-curriculum activities, including the council.

CHAPTER IX

THE ORGAN FOR STUDENT COUNCILS AND STUDENT-COUNCIL INSIGNIA

Student Life

In the summer of 1937 the National Association of Secondary-School Principals, then known as the Department of Secondary-School Principals, took over the management of the magazine, *Student Leader*, the organ of student government organizations in the schools. *Student Leader* was then merged with a new magazine, *Student Life*, to serve as the joint organ of student councils and the National Honor Society. In addition to becoming the organ of these two important bodies, *Student Life* aimed, from the beginning, to serve all legitimate high-school organizations as well as the general student body.

The student council and the chapter of the National Honor Society are not competitive organizations. As a matter of fact, quite the contrary is the case. In a great many high schools it is the student council which takes the initiative in securing the establishment of a chapter of the National Honor Society. The endeavors of the two organizations are so articulated that it is fitting that both should be served by the same periodical. Descriptions of activities and other material appearing in *Student Life* for the benefit of student councils are often just as useful for chapters of the National Honor Society, and vice versa.

During the first year of its existence *Student Life* was composed of departments in charge of a board of editors, each of whom wrote the articles in his own particular field. Gradually the work of the editors was replaced by student-written contributions until now the magazine is almost entirely the work of pupils in secondary schools. It occupies a unique position in the field of magazines devoted to the service of high-school students; the encouragement accorded youthful contributors is proving to be very valuable. Not only does *Student Life* welcome well-written articles by student authors, but it is also anxious to receive clear-cut, glossy-finished photographs of student activities, thus providing an incentive to the amateur high-school photographer. One of the magazine's chief charms is its collection of interesting pictures in each issue.

Student Life has been increased from a sixteen-page to a twenty-four page periodical, whose scope now includes all basic student activities in secondary schools. New departments have been added to include original student compositions—essays, editorials, short stories, poems, plays, sections devoted to art and music, book reviews, student council

and Honor Society news, and selected items from secondary-school newspapers representing nation-wide coverage of extra-curriculum activities in the schools.

In its capacity as organ for student councils, *Student Life* provides a means of securing new ideas and new methods, and an exchange of devices and plans in the mechanics of student government that is especially useful to those councils that are not affiliated in local associations. The inspiration which may be missed by non-attendance at the student-council convention can be captured by perusal of the pages of *Student Life*. The material published from month to month during the school year also supplements that received from conferences. Reports of conventions printed in the magazine are aids to those whose duty it is to plan the next year's programs.

Student Life is the regular channel of communication between the National Council of the National Honor Society and the local chapter. It performs a like service for the chapters of the National Honor Society as for the student councils in providing space for an exchange of ideas, accounts of original induction exercises and chapter activities, and reports of meetings.

The subscription price of *Student Life* is so low that it is within the reach of any high-school organization. Although a single subscription for any one not connected with the National Association of Secondary-School Principals, the National Honor Society, or the student council costs one dollar a year, members of the above organizations may secure a subscription for fifty cents. The magazine is issued eight times a year, from October to May inclusive, but subscriptions entered at any time will continue until eight numbers have been received.

The Emblem

Sixty-nine per cent of the student councils who responded to the May, 1939, questionnaire of the National Association of Secondary-School Principals gave no recognition of officers or members by means of emblems or insignia of any sort. Many principals and sponsors hold the opinion that it would be unwise to do so. They believe that even in the larger schools it would create antagonism. In some of the small schools having close fellowship among the students and an intimate relationship between members and non-members of all organizations, and between students and faculty, it was felt that emblems for student-council members would be out of place. Here, again, is another matter which cannot be decided for a school by an outsider. Local background and conditions must determine the course of action.

On the other hand, several of the councils included in the sixty-nine

per cent are contemplating the adoption of an emblem. They have come to the conclusion that the display of insignia would create respect for the student council.

Of the remaining schools which awarded emblems or permitted the purchase of them, thirty-two per cent chose pins as the insignia; nineteen per cent gave badges; seventeen per cent furnished badges or arm bands for the traffic squads only; thirteen per cent provided buttons; twelve per cent, arm bands; five per cent awarded a gavel to the president; one per cent awarded pins with bars added for service; and one per cent gave keys.

Various forms of insignia

Some schools provide emblems for the use of all members of the student council while in service, and the emblems are returned to the school when the period of service is ended. Some provide emblems after a certain period of service has been given by the members. In the latter case it is usual for the emblems to be retained permanently by those qualifying for them. Other schools furnish emblems which may be purchased by the students if they wish to do so. These emblems may be designed for local use or they may be the pins made for the Northwest Federation of Student Councils or the National Association. In some schools badges or school letters are worn by the council members the first week of school and on special occasions. The wearing of these may be limited to guides or hall patrols. Arm bands frequently carry the school letter and are furnished with service stripes to show whether the wearer is a Senior, Junior, Sophomore, or Freshman. It is customary in large schools for all council members, regardless of whether or not they wear emblems, to carry identification cards which must be tendered upon entering the council meeting.

The office of the executive secretary of the National Association of Secondary-School Principals supplies a national student-council emblem.



This emblem, the helmet of a knight, was selected as symbolic of the ideals and purposes of student government. In the days of chivalry the knight was the chief protector of society and represented such traits as self-control, leadership, courtesy, and service to others. In the school the position of the student-council member is somewhat comparable to that of the knight of chivalry. He works for the good of the school-community and serves as its protector against undesirable influences. The emblem is a ten-karat gold-filled pin, and sells for one dollar. It may be purchased by any member of a student council anywhere in the United States or territories, providing that the sponsor of the council or the principal of the school vouches for the authenticity of the membership of the purchaser.

CHAPTER X

STUDENT-COUNCIL FINANCES

Most secondary-school administrators have no direct contact with the financial problem of providing and allocating funds for the maintenance of the regular courses of instruction in the secondary school. The management of these monetary affairs is properly the business of the board of education (or school committee) and the superintendent of schools. However, when it comes to providing money for the maintenance of extra-curriculum activities, the principal usually carries the entire burden, although the sponsors, who are, almost without exception, members of the teaching staff, share the financial worries. Seldom does he receive direct appropriations for the operation of activities.

Participation of the student council in the handling of all financial matters connected with the extra-curriculum activities of a school provides actual business opportunities. By this means pupils gain experience in making budgets, keeping accounts, establishing and operating school banks,¹ earning and disbursing money (and sometimes investing a surplus), auditing, making financial statements, printing and selling tickets, making change, checking gate receipts, rendering secretarial service, and finally, the balancing of receipts in the budgets.

Governments are supported by taxation; in exceptional cases student governments have been known to feel that they are acting within their rights in levying a tax on each member of the student body.

Size and selection of schools

Nearly a quarter (24 per cent) of the schools which answered the questionnaire sent out in May replied that the council had responsibility for the extra-curriculum funds. Since this information alone was inadequate, a supplementary one-page questionnaire was sent to the 361 schools which answered in May and to 139 other schools which have councils. Of the 500 questionnaires on finance, sent out in January, 1940, 376 usable replies, or 75 per cent of the total, were received in time to be included in the tabulation. Of the 376 which were tabulated, 221 had answered the questionnaire sent out in May. It should be noted that the information contained in this chapter is based on a somewhat different sampling of schools from those used in the rest of the *Bulletin*. It is not claimed that the information presented in this chapter is average practice, but that it represents the actual practice in the 376 schools whose replies were tabulated. That this sample is not representative of all high schools in the United States is attested by the median school size, 850. The enrollment of these schools ranges from 35 to 8,580.

¹An account of how a school bank is operated is given by Mary Ann Allen of Champaign, Illinois, in *Student Life*, October, 1939.

TABLE XIX

SCHOOL ENROLLMENT OF 376 SCHOOLS WHICH ANSWERED THE QUESTIONNAIRE ON STUDENT-COUNCIL FINANCES

SIZE OF SCHOOL	99 OR LESS	100-199	200-499	500-999	1000-1999	2000-4999	5000 OR MORE
NO. OF SCHOOLS	10	16	89	104	81	67	9
PERCENT-AGE	3%	4%	23½%	28%	22%	18%	2%

Range in size of schools, 35—8580

Median size of school, 850

Size of councils

The number of members in the council ranged from less than ten to more than 100. In general the schools with large enrollments had the larger councils, especially when representation on the council was furnished by a member from each home room, but this was by no means universally true. For example, one school enrolling 2000 pupils has 9 council representatives; another enrolling 3400 has 14; one enrolling over 4300 has 24 council representatives. Certainly councils which contain less than 30 members are likely to be much more effective than large councils. However, it is difficult to see how the average pupil could feel that he was represented in a council which had less than one representative for 200 pupils. In large schools it is not an infrequent practice to have a council of over 100 members, one elected from each home room, and to choose an executive committee which makes recommendations to the larger body which then modifies, ratifies, or rejects the proposals.

TABLE XX

SIZE OF 349 COUNCILS

SIZE OF COUNCIL	9 OR LESS	10-19	20-29	30-39	40-49	50-99	100 OR MORE
NO. OF COUNCILS	23	123	76	46	38	29	14
PERCENT-AGE	7%	35%	22%	13%	11%	8%	4%

Median size of council, 24

Largest council, 160

Does the council control extra-curriculum funds?

Of the 376 schools whose replies were tabulated, 283, or 75 per cent,

said that the student council collected some money for its purposes;* twenty-five per cent indicated that the council had collected no money, whatsoever. It is somewhat difficult to see how the councils having no financial responsibility could exert any significant influence on the life of the school. At least a council should have access to small sums with which to defray its legitimate expenses. On the other hand, 89, or 24 per cent of 371, schools which answered the question, "Does the council determine budget appropriations for each organization," (in the school) indicated that the council had legislative control of all extra-curriculum funds. This does not mean that the pupils actually disbursed the funds nor did the routine accounting any more than does the federal congress or a state legislature. But they did control the appropriation of money, and were gaining experience in dealing with public funds, including proper financial accounting. In addition they are subjected to the pressure groups in the schools which desire more than the funds available will allow. Principals who have delegated legislative control of the extra-curriculum funds to the student council feel that the responsibility is an excellent experience for adolescents. They report that student councils, in many instances, resist pressure even better than adults, and that nothing increases respect for, and prestige of, the council as having the right to apportion funds to all organizations in the school. *If the council is to serve as the center of the extra-curriculum activities in the school, and the evidence in the earlier chapters shows that is its major function, then the council should have legislative control of all extra-curriculum funds.* It is encouraging to note that approximately one fourth of the schools which answered this question have found the practice worthy and practicable. Comments on many of the questionnaires indicate that many more schools are contemplating such a step. Although there are no research data to warrant the statement, observation indicates that the practice of allowing the council to have legislative control of school funds has developed within the decade. That these funds were properly accounted for will be demonstrated later.

A student-council budget

Below is a budget prepared for the New Trier Township High School at Winnetka, Illinois, by a committee of the council. One difference between the New Trier budget and a typical one is that the board of education subsidized, in part, the expenditures for activities. There is every reason why the board should do so; the fact remains that ordinarily the activities must make their own financial way without official assistance.

*However, 317 mentioned a sum which the council had at its disposal. This indicates that in answering the two questions, 34 school administrators had differentiated between collecting money by the council and having money available for the council.

New Trier Township High School, Winnetka, Illinois

ACTIVITIES FUND BUDGET FOR 1939-40

Summary

Expenditures —	1938-39	1939-40
Athletic Association	\$2500	\$2500
Contingency Fund	200	100
Debating Activities	200	200
Dramatic Club	750	750
Girls' Athletic Association	50	25
Inklings	800	800
New Trier News	1800	1800
Reserve	0	150
	\$6300	\$6325
Income —		
Ticket Sales	\$5125	\$5125*
Tri-ship	400	400
Board	775	800
	\$6300	\$6325

Athletic Association (\$2500)

For the year 1939-40 this committee suggests that the same amount be allotted as for the year 1938-39. The Athletic Department asked for an increase over the 1938-39 allotment but this committee does not see how this increase can be granted due to the lack of sufficient funds. However, this committee feels that \$2500 will be adequate since the athletic department receives about \$400 from the gate receipts at the Evanston football game at Dyche Stadium as well as other gate receipts.

Debating Activities (\$200)

The committee recommends giving the Debate Club \$200, the same amount as last year. We fully realize that they could use more but we do not feel that an increase is justifiable as the majority of the students at New Trier take no part or interest in debating. When the Debate Club has expanded its program by perhaps giving debates in assembly or in the evening, this committee believes that an increase might be considered.

Dramatic Club (\$750)

This year the Dramatic Club spent more money on larger programs and reserved tickets in order to encourage better audiences. They also started the Actors' Guild which enables more students to participate in plays. These all have been successful. However, at the same time they have created an added expense. Yet we feel that the present budget is adequate. If this allotment of \$750 proves to be inadequate, we suggest that the tickets and programs be mimeographed to reduce expense.

Girls' Athletic Association (\$25)

The Girls' Athletic Association has, at the present time, a large balance in the bank. It has very few expenses in the buying of equipment for they use all of the gym department's materials. The Finance Committee feels that with the dues which

*The enrollment of the school is 2650 pupils. Actually 2278 tickets were sold at \$2.50 each, or \$5695.00. Pupils may earn the activity ticket by furnishing service in the school at 30 cents per hour.

G.A.A. collects and an addition of \$25 from the activity ticket, the balance should be able to assume normal proportions. When this normality is reached or if more money is needed, the G.A.A.'s allotment from the activities fund will be increased.

Inklings (\$800)

According to Mr. Peterson, the expenditures of Inklings for the year 1938-39 have been \$360 and \$440 for the first and second issues respectively. Thus Inklings has kept within its present allotment, so we think that this same amount, namely \$800, will be ample for the year 1939-40.

New Trier News (\$1800)

In order to function properly and produce the type of News comparable to the past editions, the committee believes that the New Trier News is entitled to the same allotment as given previously, that of \$1800.

Contingency Fund (\$100)

The Contingency Fund meets the expenses of the Student Council. It was originally adopted so that a reserve could be formed in the treasury. However, this has never been used as a reserve which is a very desirable item. Thus the Financial Committee recommends forming a special reserve fund and at the same time cutting down on the Contingency Fund.

Reserve Fund (\$150)

The reserve fund is a new item on our budget this year. The committee feels that some security must be available in case of a bad year financially, in the future. Barring any such mishap, in the course of several years we should have a sufficient reserve and at that time we can cease adding to it.

Income-Ticket Sales (2050 at \$2.50 each is \$5125)

For the year 1938-39 the number of activities tickets sold was 2070. Although this slightly exceeded the estimated number and in spite of the fact that the number in the Freshman class will increase next year, we believe that the financial condition will prevent increased sales for 1939-40. We therefore estimate that 2050 tickets will be sold at the same price, \$2.50.

Tri-ship (\$400)

The Tri-ship Club has agreed to make up any deficit to the extent of \$400.

Board of Education (\$800)

The Board of Education contributed \$800 to the activities fund this year and we anticipate the contribution of the same amount for next year.

Additional Recommendations

This committee also endorses the recommendations of last year's committee which have not been enforced, namely that a separate system of bookkeeping be set up in the registrar's office for the sole purpose of handling the activities funds. In connection with this we ask that no payments whatsoever be made from the activities fund before the proper forms have been completely filled out. (We recommend also a separate cashier and we feel that this method will facilitate the keeping of accounts.)

This committee recommends that the present requirement, that every person participating in activities financed by this fund should hold an activities ticket, be continued to be rigidly enforced.

Moreover, we feel that the Finance Committee should spend more time in checking the expenditures of the various organizations throughout the year and seeing that

the budgets outlined are followed as closely as possible.

(Signed) Marg Walker, Treasurer
Sandy Mac Leish
Betty Rosenheim
Marilyn Hagan
Aimee Wolff

Periodic report of funds

In order that pupils may know the condition of funds, periodic summary reports are prepared and duplicated for posting in some schools so that every pupil who wishes may know the exact condition of any fund at regular intervals. This duty is ordinarily the responsibility of the school treasurer who is usually an adult. By way of illustration a part of the financial statement of the East Lansing (Michigan) High School Financial Report for November 30, 1939, is reproduced in part.

East Lansing High School, East Lansing, Michigan HIGH SCHOOL ACTIVITIES — FINANCIAL STATEMENT As of November 30, 1939

FOOTBALL

	Budget	Expended	Balance
League Fee	\$ 5.00	\$ 5.00	\$
Equipment	267.40	266.55	.85
Repairs	15.00	1.50	13.50
Officiating	45.00	45.00	
Transportation	187.50	187.50	
Letters	21.50	22.41	.91
			(over draft)
Cleaning and Laundry	10.00	4.56	5.44
Guarantees	80.00	80.00	
Medical Supplies	25.00	22.66	2.34
Meals	60.00	60.00	
.			
Total Boys' Athletics	1,406.00	778.55	627.45
(including basketball, golf, tennis, track, and baseball)			

GIRLS' ATHLETIC ASSOCIATION

Awards	\$ 28.50	\$	\$ 28.50
Cenial and Miscellaneous	5.00		5.00

ORCHESTRA AND BAND

Repair of Equipment	15.00	7.50	7.50
Equipment	60.00	3.51	56.49
Transportation	50.00		50.00
Awards	30.00		30.00
Cleaning	20.00		20.00
Contest Expenses	7.00	1.00	6.00

OPERETTA

Royalty	60.00		60.00
Rentals - Costumes	40.00		40.00
Tickets	7.50		7.50
Stage	15.00		15.00
Properties and Miscellaneous	5.00		5.00

AUDITORIUM

Christmas program	}	20.00	20.00
Easter program			
Senior Assembly			
Miscellaneous - Speakers			

DECLAMATIONS, EXTEMPORE, ORATORY

Sub-District Contest-Judges			
and Transportation	10.00		10.00
District Contest	10.00		10.00
Judges (Local)	5.00		5.00
Awards	6.00		6.00
Membership Fee	2.50	1.50	1.00

DEBATE

Michigan Forensic League	1.50	1.50	
Judges	20.00	10.00	10.00
Judges' Transportation	5.00	3.00	2.00
Team's Transportation	65.00	42.71	22.29
Awards	7.00		7.00

TROIAN TRUMPET

Typing, Equipment, Supplies	75.00	25.00	50.00
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PARTIES

Three Senior High Parties	75.00		75.00
Three Junior High Parties	75.00	16.66	58.34

MISCELLANEOUS

Activities Tickets	12.00	9.75	2.25
Advertising	15.00	7.75	7.25
Activities Book Contest Prices	7.50	7.50	
Activities Ticket Refunds		4.00	4.00
			(over draft)

Total	2,160.50	919.93	1,240.57
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Appropriating balances

If the council has legislative control of funds, it has the right to appropriate unneeded balances for reallocation to other activities or to appropriate a percentage of receipts, especially from the prosperous organizations which enjoy their affluence from their affiliation with the program of the school, in order to subsidize less fortunate activities or worthy activities which do not attract gate receipts. Of 357 schools which answered this question, 146, or 41 per cent, indicated that they followed this practice. Other evidence in the questionnaire indicates that the council is much more likely to appropriate balances of prosperous organizations than to levy a flat sum against, or a percentage of, receipts of activities. Whether or no these practices are followed will depend on the philosophy of the school administration. Without evidence the authors hazard the opinion that the practices are more prevalent than they were a decade ago.

Should the council levy a tax?

Only 31, or 9 per cent of the 360 schools which answered the ques-

tion, indicated that the council levied a tax on pupils of the school. About one seventh of the schools in which the council has legislative control of the funds employed this practice. Some leaders in the field of secondary-school administration feel that the student council must have the right to levy a tax if it is really a government. School administrators in the field simply have not taken to the idea. In all probability this is due to their conception of the council as *student participation* rather than student government. In addition, there is also the practical consideration whether or not any group has the legal right to collect a tax on any pupil who is attending a free secondary school.

The activity ticket

During recent years there has been a tendency to sponsor an activity ticket which entitles pupils to attend all, or participate in many of, the school's activities. In some schools the activity ticket admits to all athletic contests, furnishes a subscription to the school newspaper and annual, admits to school dramatic productions, furnishes funds for class parties, and subsidizes all the activities in the school. In other schools season tickets for athletics are available. The main benefits claimed for the activity ticket are that it interests large numbers of pupils in all activities, guarantees good attendance at all functions, subsidizes the activities which ordinarily have little support, enables each activity to know early in the year how much money it will have for operating, and obviates the necessity for several drives or campaigns to support the paper, yearbook, etc. Once the activity ticket has been sold there is no further cause for selling campaigns during the year. One hundred fifty-four, or forty-two per cent, of the 371 schools which answered this question indicated that the school employed the activity ticket; many indicated that the council sponsored the sale. This is certainly a concrete project which the council may sponsor—and part of the extra-curriculum program. It meets the specifications for a worthy student-council project. Seventy-six per cent of the schools in which the council had legislative control of extra-curriculum moneys indicated that the council sponsored an activity ticket. It is to be expected that the activity ticket would be used more extensively in those schools which had allowed the council legislative control of funds, because the council would feel its responsibility for finances and would logically turn to the activity ticket as a means of interesting a very large percentage of the student body in the active support of the program which the council sponsored.

In 1935 the faculty of the Bloom Township High School, Chicago Heights, Illinois, investigated the activity ticket as a method of subsidizing extra-curriculum activities. Some pertinent findings from their study is included here for purposes of illustration.³

³Unpublished data in duplicated form furnished by courtesy of the faculty of the Bloom Township High School, Chicago Heights, Illinois.

RESULTS OF INVESTIGATION OF STUDENT ACTIVITIES TICKET

Note: Fifty-four letters were sent out to schools in all sections of the North Central Association by a faculty committee at the Bloom Township High School. Fifty-three schools responded. Below are listed the results given by thirteen of the 53 schools.

School and Address	Activities Ticket	Activities it includes	Price	Response	Method of Payment	Successful	Will be Continued
Wausau, Wis. Senior High School	Yes	Football—6 games Basketball—6 games Shows—3 Annual School paper	\$3.60	Very Good	10 cents per week in home room	Yes	Yes
LaCrosse, Wis. Central High School	Yes	2 Class Plays 1 Play by Dramatic Club 1 Musical 5 Football games 8 Basketball games 16 Issues of school paper 9 Dances 1 School Annual	\$5.00	Good	15 cents per week for 36 weeks, or \$5.00 if paid before October 15	Yes	Yes
Tucson, Ariz. Senior High School	Yes	School paper All athletics Plays Music Concerts	\$4.00	50%	Cash, or 25 cents per week for 16 weeks	Yes	Yes, by all means
Toledo, Ohio Libbey High School	Yes	Total of 52 activities All athletic contests 10 Talkie movies 15 Issues of school paper Orchestra, band, and glee club concerts and several miscellaneous activities	\$5.00	40%	50 cents down payment and 25 cents per week	Yes	Yes

RESULTS OF INVESTIGATION OF STUDENT ACTIVITIES TICKET—Continued

School and Address	Activities Ticket	Activities it includes	Price	Response	Method of Payment	Successful	Will be Continued
Fort Dodge, Iowa Fort Dodge High School	Yes	30 Athletic events 1 yr. subscription to school paper. 4 Plays 2 Operettas	\$3.60	Splendid 90%	Installment 10 cents per week.	Yes	Yes
Muscatine, Iowa Muscatine High School	Yes	All athletic events School paper 8 Paid assemblies All forensic contests All plays All school parties All music programs All activities except annual	\$3.00	Excellent 90%	10 cents per week for first 30 weeks	Yes	Yes
Great Falls, Mont. Great Falls High School	Yes	Football, basketball, track, school paper, magazine, debate, vaudeville, class plays, (Jr. and Sr.), band concert, operetta, 3 dances, carnival	\$1.75 2.00 2.25	Good 80%	\$1.75 cash by Sept. 30, \$2.00 if paid each semester \$2.25 if paid 25 cents per month	Yes	Yes
Austin, Minn. Austin High School	Yes	5 Football games 7 Basketball games 2 Track meets 4 Swimming meets 14 Copies of school paper 20 Movies 4 Entertainments 1 Annual 2 Plays	\$3.50 or \$3.25 cash	76%	\$3.25 cash or 10 cents per week for 35 weeks	Yes	Yes

RESULTS OF INVESTIGATION OF STUDENT ACTIVITIES TICKET—Continued

School and Address	Activities Ticket	Activities it includes	Price	Response	Method of Payment	Successful	Will be Continued
Cape Girardeau, Mo. Central High School	Yes	5 Football games 8 Basketball games 6 Lyceum numbers 17 Issues school paper School paper 1 year	\$2.70	92%	10 cents a week paid to home-room teachers	Yes	Yes
Wichita, Kans. High School North	Yes	4 Home football games 6 Home basketball games 2 Plays, night performances 1 Music program 2 Paid assemblies	\$1.50	Good	Partial payments or cash	Yes	Yes
Denver, Colo. West High School	Yes	All athletic events 2 School plays Oseretta Annual School paper Discounts on all other entertainments	\$4.50	Good	Cash or partial payments	Yes	Yes
Tulsa, Oklahoma Central High School	Yes	All athletic events, plays, musical productions, debates, lectures, oration contests, etc., about 50 events. Also 1 copy of yearbook and 1 yr. sub. school paper	\$4.00	55%	Contract to pay all before Dec. 1. May pay in installments of 50 cents or \$1.	Yes	Yes
Denver, Colo. Manual Training High School	Yes	10 Football games 10 Basketball games 10 Baseball games Track and wrestling— Good for all Denver events	\$4.00	Excellent	Cash or at least 50 cents down payment and at least 50 cents at the first of each month until paid	Yes	Yes

Practices in schools which employ the activity ticket

Just how such a ticket should be financed is a problem each individual school must settle for itself. Those who have tried the "ten cents a week" plan are enthusiastic about it. It must be emphasized, too, that a school may well use the activity ticket plan even though the council does not sponsor the ticket or have legislative control of extra-curriculum funds. The following account, furnished by G. N. Porter, principal of the Garfield High School, Seattle, Washington, is illustrative.

The activity ticket of Garfield High School

Eight years ago I found that our school finances were in bad shape. It looked as though we should have a deficit of \$750.00. I had just returned from the Superintendents' and Principals' meeting in Detroit and stopped in Omaha on my way home. I found a financial plan which I felt could be adapted to our needs in Garfield High School. In brief the plan is this: Each student who so desires at the beginning of the year signs a pledge card (a copy of which is enclosed) agreeing to pay ten cents a week for thirty-six weeks, for which he is to have admission to all athletic contests in which the school participates, freedom from class and club dues, he is to receive a copy of the school paper, which is now semi-weekly, he is to receive a copy of the school annual, which sells for a cash price of \$1.50, he is to have admission also to all evening performances such as the Senior class production, the musical comedy, and the student revue. In fact, the \$3.60 that he pays constitutes the cost of participation in the activities of the school for which money must be raised. We have just taken our pledges for 1939-40. Out of the student enrollment of 2139, 1900 students have signed this contract. The other 5% includes students who drop out of school or who for financial reasons must give up the plan. Each student who desires to take advantage of the plan is given a folder (a copy of which is enclosed) on which he is to paste an activity stamp issued when he pays ten cents. This then makes a student ticket, which he presents at all functions for which student admission is charged.

Last year our income from the stamp plan was \$6931.00. We had a budget of \$10,816. Our total income was \$12,474. Our total expenditures were \$11,518. We did not overrun our budget, but dipped into the general fund to make capital investments of band instruments, stage equipment, and other necessities. The difference between the money received from the sale of activity stamps and the total income was made up through the receipt of adult admissions to various student activities.

The reason this plan sells itself is that every student in school may take advantage of the activities offered because of the low cost to him individually. Under our former plan of making a drive for each activity a thousand students at the most participated and it cost these thousand students as much as \$8.00 apiece. Another appeal that the plan makes to parents is that no large sum of money is demanded for student activities for the opening days of school. The student may pay ten cents for the first week and participate in any activity that takes place during that week. Instead of making a drive for season tickets for the football games, which cost each student \$1.00, the student may attend the first football game by merely buying a stamp and putting it in the folder and presenting this folder at the gate. Another great advantage of the plan is that more students participate. There is greater interest on the part of students in school affairs. This interest is even reflected in the classroom. The school now becomes a community that must be kept up, and the general sentiment is that everything in the community must be well done.

I presume you may be interested in the administration of this plan. Each home room has two officers, a president and a secretary. There is a financial committee presided over by the vice president of the student body. It is the business of this committee to see that stamps are allocated to each room in the building, and it is the job of the home-room officer to see that these stamps are sold, and that a proper record is kept. There are forms for keeping this record, one of which is enclosed. The home-room officer delivers the stamps to the students in the home room, receives their money, and takes this directly to the finance committee in the financial office. These reports are then compiled by the finance committee, and the accounts must balance. If the home-room officer is short in his money he has to make it up himself, but we would not tolerate a home-room officer whose accounts were short more than twice. The administration of the plan is directed by the dean of boys. We have found that teachers do not have to be burdened with carrying out the details. They supervise the work in each home room, giving assistance when such assistance is needed. You will note that one of the advantages of this plan is the education of students in finance, and also the development of certain qualities of character—accuracy, responsibility, and promptness. We thus impress upon the whole body of students that once having signed a contract, they must carry it to the end unless it is economically impossible. Home-room teachers, the deans of boys and girls, and the principals all cooperate to impress the student with his responsibility, once he has signed a contract. We have to advise with a few students personally each year in order to impress them with this responsibility, but, recalling the numbers who respond to the plan, you can see that it is successful.

The forms to which Mr. Porter refers are illustrated below on this and the two following pages. The reverse side of the second card has space for twenty-seven stamps.

No. _____	
GARFIELD HIGH SCHOOL, SEATTLE	
Student's Stamp Plan Pledge	
Roll _____	6th Period Class _____
I hereby agree to purchase 36 activities stamps at 10 cents each during the school year of _____. I understand that not less than 18 of these stamps are to be purchased during the first semester. I understand that the purchase of stamps at the rate of one or more each week shall entitle me to paid admission to (1) ALL FOOTBALL GAMES, (2) BASEBALL GAMES, (3) TRACK MEETS, (4) SENIOR NIGHT, (5) OPERA, (6) FUNFEST, (7) CLASS MEMBERSHIP, (8) BOYS' AND GIRLS' CLUB MEMBERSHIP, (9) SPECIAL INTEREST CLUBS: RADIO, SPEAKERS', PHOTOGRAPHY, SCIENCE, STAMP, LATIN, CHESS, (10) All issues of the MESSENGER, and (11) one copy of the ARROW, and (12) ALL CLASS DANCES, PARTIES, and PLAYS. This stamp plan does not include paid admission to BASKETBALL GAMES, BOYS' PICNIC, BANQUETS, or JUNIOR RED CROSS.	
Signed _____	Date _____

No. _____ GARFIELD HIGH SCHOOL 24th Avenue and E. Jefferson Street, Seattle, Washington SEASON TICKET TO STUDENT ACTIVITIES Not Transferable If Lost, Finder Please Return to		
Roll _____	Student's Signature. _____	Owner. _____
Address _____		
Not acceptable for admission to Basketball Games, Banquets, the Boys' Picnic, or Junior Red Cross. Report lost Card and Stamps to Boys' Club office immediately.		
9E	5E	4E
3E	3E	1E
0E	2E	2E

A section of the office record is shown on the next page, both front and reverse. A similar record is kept in the roll (or home) room.

The activity ticket at Hanover Center, Massachusetts

The account of a project of the Hanover High School, Hanover Center, Massachusetts, is taken from the December, 1939, *Student Life*. The student council sponsors an activity ticket which may be purchased any time before the first of November for three dollars, or on the installment plan of ten cents a week for thirty-three weeks, beginning the first week of school in September. This ticket, providing it is paid up to date, admits to all athletic contests and to three dances, supported by the council as invitation affairs, to which graduates of the school and their friends are admitted, as well as students. The ticket also admits to one play, all special assemblies, covers donations and class dues, and provides each holder with a copy of the school annual. Student ticket salesmen in each home room cooperate with the council in selling seals each Tuesday to those who are buying on the weekly payment plan. The past year about seventy per cent participation was claimed for the support of a completely paid up student ticket.

The stamp plan at Schenectady, New York

The stamp plan, originated in 1935 by the student council of Nott Terrace High School, Schenectady, New York, is a variation of the activity-ticket plan. Stamp books are issued to all clubs and organizations that receive money from the budget. These stamp books are purchased by the individual members of each club. The stamps are used as currency for all the extra-curriculum activities of the school. For example, a subscription to the school newspaper, *Terrace Tribune*, costs four stamps, and admission to the night football games costs four stamps. The sponsor of each club is required to submit an up-to-date list of members to the stamp committee of the student council. Each home-room treasurer receives the money for the stamp books and hands in a list of the paid-up members each week.

Selling practices

Often school organizations, under the auspices of the student council, sell tickets, banners, emblems, candy, popcorn, or operate concessions at school functions such as football games. Of the 368 schools which answered this question, 154, or 42 per cent, indicated that this was common practice. About one third of the schools in which the council had legislative control of the funds observed this practice. The smaller percentage is probably due to the fact that a much larger number of the councils which had financial responsibility were able to carry out their program through the activity ticket without resorting to selling campaigns.

There is always a temptation for the principal or other officers to take charge and decide what money may be allotted and how it shall be raised. But this treatment robs the pupils of the opportunity to deal with practical situations that may, under faculty guidance, provide a sound legislative and executive experience for the pupils involved. Many school administrators who have delegated to the council legislative control of funds report they have never been obliged to use the veto power.

Miscellaneous practices

For purposes of illustration a few financial activities of councils which do not have legislative control of extra-curriculum funds are included.

In a few exceptional instances the following method of proceeding has been carried through: A special committee is appointed by the student council to make out a budget for the extra-curriculum needs of the next school year. This is done some time during the spring semester, and is based upon the amount required for the activities carried on during the current year. The entire student body then votes either to accept or reject the budget as prepared by the committee. When a budget has been agreed

upon, the total of the anticipated expenditures is divided by the total enrollment of the school to obtain the amount of tax per pupil. Comment has been made previously on the desirability of a tax per pupil in free secondary schools.

In some schools a flat assessment of five cents per student is made. The amount accruing from this assessment is usually sufficient to provide for the expenses of sending delegates to conventions and of supplying the tools for the operation of the government. It does not provide funds, however, for the use of clubs and organizations under the authority of the student council, nor for carrying on projects of a philanthropic nature such as many of those listed in a preceding chapter. These taxes are usually paid to the treasurer of each home room from whom they are collected by the treasurer of the student organization.

FINANCIAL PROJECTS

The various projects employed for the purpose of financing extra-curriculum activities are legion. Most of them are very simple and they, or others of a similar nature, are undertaken by a number of student organizations. Foremost in this category are the selling projects, such as selling candy, peanuts, popcorn, pop, and hot dogs at ball games and other athletic events. Some have regular stands for this purpose at the athletic field and in the gymnasium. The sales committee may occupy a position near the main entrance to the auditorium and may be at hand to dispose of its wares when concerts, lectures, debates, and dramatic productions are being presented. The committee may also be ready to make sales during the parent-teacher meeting and on patrons' night. In some schools this project is varied by the sale of pennants, school buttons and other emblems, football programs, and trinkets such as miniature pandas and lapel ornaments. Bake sales, too, are often held on special occasions.

School dances

School dances furnish another rich source of income. The price per couple or individual, while sufficiently low to exclude none from this popular form of recreation, is usually high enough to assure considerable profit to the sponsoring student organization. During the holidays or other vacation periods alumni dances are often held. These not only vary the year's dance program, but they tap new sources of income and relieve the students who are called upon over and over again to do their share by participating in all money-making events.

Paid assemblies

Some student councils secure all their funds through paid assemblies, while others attempt something of a more elaborate nature in sponsoring

lyceums and courses of artist numbers. In avoiding the high commissions usually demanded by professional artists, student councils often secure greater results by putting on amateur programs, home-talent plays, and the like. These may not possess the cultural value of the artists' courses, but when small expenses have been deducted, the entire balance accrues to the student government.

Movie benefits

Along the same line are movie benefits, including the release of notable films of former years as well as those of foreign countries. This practice, however, is almost sure to bring a protest from the operators of commercial moving-picture houses, charging unfair competition. Usually the protest results in the elimination of paid movie programs in the school.

School carnivals

Students often enjoy coöperating with the student council in getting ready a carnival; in some schools the carnival is an annual event. South High School, Grand Rapids, Michigan, holds a Kopper Karnival each year. Each club and organization in the school has a booth. One cent is charged for admission, and the price of each article for sale, each feature of entertainment, and for participation in games, contests, etc., is one cent.

An auction sale of left-over articles is often conducted during the carnival, and an auction sale of white elephants brought in by the students in general provides amusement and helps fill the treasury. This is sometimes held during a special assembly.

Book Exchange and Lost and Found

The chief source of revenue for the student council of Central High School, Saint Paul, Minnesota, is a combination Bookstore and Lost and Found. The main business of the Bookstore is to aid the students in the buying and selling of their textbooks. A commission of ten cents on books over fifty cents and five cents on books under fifty cents is retained by the store on each book sold. All lost articles turned in at the Bookstore are redeemed on payment of a ten-cent fine. This organization also handles the sale of paper, the English Handbook, and the Student-Council Handbook.

Lost and Found departments are often maintained independently. Although they exist primarily for the welfare of the school, they may still produce revenue through the sale of unclaimed articles at the end of each semester. This plan is followed by the student council of Hyde Park High School, Chicago.

School stores

The student council of the Buckhannon-Upshur High School, Buckhannon, West Virginia, has found a school candy store to be a very successful way of making money. In addition the council assisted the Hi-Y Club in selling magazines. With the proceeds of these projects the council purchased an electric scoreboard and a moving-picture machine for the school during the past year.

Autograph books and glossy prints

The student council of East High School, Columbus, Ohio, conceived the idea of making and selling special autograph books. Four hundred fifty of these forty-eight-page books were sold at ten cents each the first day they were put on sale. The books are orange and black, East High colors, with a picture of Chessy, East's mascot, on the cover, and a picture of the school on the first page. Another project of East High is that of selling glossy prints of graduation pictures at ten cents each. No prints are sold to anyone other than the owner.

Magazine drives

Funds are secured for the Government Organization of an eastern high school through an annual magazine drive. A representative of the Curtis Publishing Company visits the school and inaugurates the drive. The art department sponsors a contest to provide posters for the drive, the commercial department manages the finances, and the English department makes a study of manuscripts in connection with the Curtis publications. Last year the Curtis representative announced that this school has been the national leader in applying the educational feature of the plan, and that part of the Curtis Plan is written around developments instituted there.

In addition to the Curtis magazines, students sell *Red Book*, *Popular Mechanics*, *Photoplay*, *Boys' Life*, *American Girl*, *Vogue*, and others. Although magazine selling is remunerative, a number of school men have serious objections to using it. Incidentally, it is an inexpensive way for the publishers to increase their subscription lists.

It is worthy of note that of all the lists of methods of financing that were received in response to the questionnaire issued by the National Association of Secondary-School Principals, not one included gambling devices or other questionable means of raising money. This is all the more remarkable and commendable when one recalls how frequently questionable methods of raising funds have been used by the most reputable organizations in many communities.

Amount of money handled by the council

The amount of money for which 317 schools that answered the question in January, 1940, ranged from \$30.00 to \$75,000. The median for these 317 schools was \$485.00. For the schools which had legislative control over the extra-curriculum funds, the median was much higher, \$4300.00. The median enrollment of these schools, 940, was slightly larger than that of the total group, 850, but in general they may be classed as belonging to the same enrollment group. The median sum (\$4300) for those schools which have legislative control of extra-curriculum finance amounts to slightly more than \$4.50 per pupil in the median school (enrollment 940). This is a lower per capita cost than was reported by McKown¹ in 1926. The average per median student in this study need not be considered too seriously, since it is based on a small sample (89) of schools in which the council has legislative control of the extra-curriculum funds. It is presented here as current practice in the schools which answered. Suffice it to say that the total sums involved are often large. The distribution is shown in Table XXI.

TABLE XXI

SUMS OF MONEY CONTROLLED BY 317 STUDENT COUNCILS*

SUMS OF MONEY	\$99 OR LESS	\$100-499	\$500-999	\$1000-4999	\$5000-9999	\$10,000-24,999	\$25,000-49,999	\$50,000 AND OVER
NO. OF COUNCILS	67	94	23	84	21	19	7	2
PERCENT-AGE	21%	30%	7%	26%	7%	6%	2%	1%

Range, \$30.00 to \$75,000.00

Median, \$485.00

Even though some of the sums are small, they should be accounted for carefully. And some of the larger sums are so huge that they require considerable clerical assistance for proper accounting. The largest sum, \$75,000, mentioned by two schools, is sufficient to operate a high school of 500 enrollment at a per capita cost of \$150 per pupil per year.

Methods of accounting for student-council funds

No matter how small the sum for which the council has responsibility, it is essential that it should be accounted for accurately and regularly. Many school administrators who began as high-school teachers in the

¹McKown, H. C., *Financial Administration of Extra-Curricular Activities*, National Society for the Study of Education, Twenty-fifth Yearbook, Part 2, *Extra-Curricular Activities*, p. 116, Public School Publishing Company, Bloomington, Illinois, 1926

*This does not necessarily conflict with the number, 283, who said the council collected money. The implication is that some councils have money which they do not collect.

1920's, will recall that it was not uncommon practice for the athletic funds to be carried in the pockets of the coach. Frequently it was the policy for the editor of the school paper to pocket the balance, if there was one at the end of the year, as a personal reward for competent service. If there was a deficit he overlooked it, so that his successor entered office under the handicap of the previous year's deficit. Bills for goods or services used during the preceding year, often by those who had graduated, had an irritating habit of turning up regularly each autumn. The school administrator then faced the unpleasant dilemma of alienating the good will of the tradesmen in the community, or of seriously handicapping the year's activities by paying bills which should never have been incurred, because there were no funds with which to discharge the obligation. These practices, unfortunately, persist in isolated instances. With the coming of the realization that the extra curriculum was a legitimate—yes, a vital—part of the school curriculum, and with the advent of professionally trained school administrators the accounting of extra-curriculum funds has been placed on a basis which is often comparable to the accounting of funds of the board of education. In general one can say that the accounting for funds for all activities in the 376 schools which answered the questionnaire in January, 1940, is well done; it is best done in those schools in which the council has legislative control of the extra-curriculum moneys.*

Bonded treasurer

Of 367 which answered the question, "Do you have a bonded treasurer?" 135 or thirty-seven per cent said, "Yes." One half of the treasurers were bonded in those schools in which the council was responsible for the funds. The sums for which treasurers were bonded ranged from \$500 to \$25,000. The median for 111 schools which answered the question was \$3394. The person who handles the funds is usually an adult. For all of the schools which replied the person responsible was: Adult—179; Pupil—66; Both Pupil and Adult—114; Neither—6; Secretary Board of Education—4. The adult treasurer was almost universal practice in the schools in which the council had legislative control of extra-curriculum funds. It is not infrequent practice to have an adult bonded treasurer, perhaps the principal's secretary, who actually disburses the money, and to have pupil treasurers for each organization, who deposit money with the school treasurer, learn to keep accounts, and reconcile their memorandum accounts with the school treasurer periodically. Certainly the practice of having a bonded adult treasurer for extra-curriculum moneys cannot be too highly recommended. The small sum required to bond the treasurer is a legitimate

*However, except in isolated cases, the accounting procedure could not be called perfect. Accordingly, a full resume of good practice, chosen from individual schools, is included.

For an excellent account of procedures in extra-curriculum accounting, see Englehardt, N. L., and Grill, G. W., *Internal Accounting for Extra-Curricular Activities in Public Schools*, Teachers College Record XXV, pp. 753-764, May, 1925.

charge against the council or extra-curriculum fund. Almost two thirds of the schools which answered the question do not employ this method.

Auditing accounts

Another practice which is not employed so widely as it deserves is a periodic audit of funds. This should be done by a certified public accountant at regular intervals. Again the cost involved may well be charged against the student council or extra-curriculum fund. Of the 368 schools which answered, 315, or eighty-five per cent, indicated that the funds were audited regularly. In addition 167 of 323, or fifty-one per cent of the total who answered, indicated that the council funds were audited at the same time as the accounts of the board of education. This implies, but does not necessarily prove, that in these schools the extra-curriculum fund is audited by a certified public accountant. About ninety per cent of the schools in which the council has legislative control of the extra-curriculum finances have periodic audits. Approximately one half have the audit made at the same time as that of the board of education funds. It cannot be emphasized too strongly that an audit should be performed by a certified public accountant.

Receipts for money

In addition the school treasurer should receive all money for all organizations and issue receipts, so that each student treasurer has a record of his deposits. This will enable him to balance the fund. The treasurer's receipt of the Evanston Township High School, Evanston, Illinois, is given for purposes of illustration. It should be issued in duplicate, for the organization treasurer and the school treasurer, although some schools issue it in triplicate. The second or third copies should be in different colors to facilitate the clerical work.

EVANSTON TOWNSHIP HIGH SCHOOL CENTRAL TREASURY

Evanston, Illinois
Deposit Slip

Date _____

Deposited by _____ \$ _____
Name of Organization

_____ Dollars

Source of Deposit _____

Treasurer's Signature _____

Purchasing by requisition

Of the 366 schools which answered, 307, or 84 per cent, indicated that purchases were made only by requisition signed by the sponsor of the organization and the school treasurer. It is important that no goods should be purchased except on requisition. Otherwise bills for which no funds are available will be presented for payment. If all tradesmen in the vicinity are instructed not to furnish goods or services without a requisition, signed by the school treasurer and the sponsor, this difficulty will be solved and one of the requisites for proper accounting will have been established. No requisition may be issued unless the organization has funds to its credit with the school treasurer. Requisitions may be issued in triplicate, one copy for the vendor, one copy for the school treasurer, and one for the organization. The example from the Fairfield Township High School, Hamilton, Ohio, is typical of many satisfactory ones.

FAIRFIELD TOWNSHIP SCHOOL

Hamilton, Ohio

No.

Date

194

M

Please furnish the following materials.

To

Quantity	Articles	Price

Ordered by

Charged to

Fairfield Activities Assn.

Approved by

Sponsor

Per

(School Treasurer)

Payment of bills

Bills should be paid only on the presentation of an invoice and the requisition to purchase. When these have been checked by the sponsor or the organization they may both be presented to the school treasurer with a request for payment. Of the 365 schools which answered this question, 333, or 91 per cent, indicated that this was their practice. The following form, used at Shaker High School, Shaker Heights, Ohio, or an adaptation of it, will serve equally well.

well
tion a
ence i
96 pe
or 74
filed i

Voucher form used at Shaker High School, Shaker Heights, Ohio

SHAKER HIGH SCHOOL STUDENT FUND Withdrawal Voucher	SHAKER HIGH SCHOOL STUDENT FUND VOUCHER FOR FUND WITHDRAWAL Approved
Bal. Forward \$	Voucher No. Date Amount
Amt. of Voucher \$	Pay to the order of _____ (Payee of check)
Balance \$	The sum of Dollars Cents
Deposit \$	Out of the funds of _____ (Name of organization)
Balance \$	In Payment for the Following Items Received
	Signed _____ Club Treas. Club Advisor
	Date paid _____
	Paid by check No. _____ (Treas. student council)

When the cancelled cheque has been returned from the bank, it may well be filed, numerically by the cheque number, together with the requisition and invoice. It is a business-like procedure which provides ready reference in case this is necessary. Of the 369 schools which answered, 356, or 96 per cent, indicated that bills were paid only by cheque. In addition 264, or 74 per cent, of the 355 schools which answered indicated that bills were filed numerically with invoice and requisition attached.

Controlling account at University High School, University of Chicago
 HIGH SCHOOL STUDENT ACTIVITIES FUND
 SCHOOL YEAR 1939-40, UNIVERSITY HIGH SCHOOL
 Page B

Receipts	Total Receipts	Date	ITEMS	Receipt No.	Acct. Disbursed	Total Disbursed	Bank Balance
8.50	\$1,833.46	7- 1-39	Carried forward	4798	1	\$	\$
62.50	1,841.96	7- 8	O. Hallett—Midway	4799	5	9.31	1,895.15
	1,904.46	7-11	W. Holland—Correlator		75	17.31	1,887.15
		7-11	P. Wagner—Playfeters		1	8.00	1,886.15
		7-12	J. Sanderson—Midway		5	1.00	
		7-12	K. Axelsson—Correlator		75		
63.60	1,968.06	7-18	P. Wagner—Playfeters	4800			
		7-19	Munger's Laundry—Girls' Club		20	.57	1,949.18
		7-25	Chief Prtg. Co.—Midway		1	52.50	1,896.68
		7-27	Willett Motor—Hi-Y		40	48.00	1,848.68
		7-27	Roger's Prtg.—Correlator		5	1,135.35	713.33
29.60	1,997.66	7-21	G. Laerman—Hi-Y	953	40		
		7-14	K. Axelsson—Correlator		5	5.69	737.24
		8-19	De Normandie Towel—Girls' Club		20	3.40	723.84
		8-19	Lyons & Healy—Girls' Club		20	4.50	729.34
	1,997.66	8-19	Oberg's Flower—Girls' Club		20	15.50	713.84

NOTE: No cheque numbers are entered because the comptroller of the University of Chicago issues all cheques. In other schools a space for the cheque number would be provided.

Sub-account for Girls' Club, University High School

1939-40	Debit	Page	1939-40	Credit	Page
7-19	Munger's Ldry.	B \$.57	7- 1	Balance Forward	A \$135.87
8-19	Lyons & Healy	B 4.50	7- 1	Appropriation 1939-40	C 450.00
8-19	De Normandie Towel	B 3.40			
8-19	Oberg's Flower Shop	B 15.50			
10-4	M. Seel	B 2.37			
10-6	I. Porte's	B 8.44			
10-18	Lexington Ldry.	B 1.60			
11-4	Watson's Grocery	B .28			
11-4	Geo. R. Hoke	C .54			
		37.20			
		<u>548.67</u>			
Balance	11-4-39	\$548.67			

Many schools enter all funds in a single account, known as the controlling account. In addition, each activity, club, or organization has a sub-account in which its funds are accounted for. A sample of the controlling account, and of the sub-account for the Girls' Club, at the University High School at the University of Chicago are shown on the preceding page for illustrative purposes. Unless accounts are kept in this fashion, it is almost impossible to make regular reports of the condition of all funds to the council, the student body, or the organizations; at least, not without serious difficulty.

CHAPTER XI

HINTS FOR STUDENT LEADERS

Who may become leaders

It is not evidence of conceit or presumption on the part of young persons if they aspire to be leaders. It is the normal thing to do. It isn't given to any one person to become a leader in all lines. The great leaders of all ages are men and women who have concentrated their efforts on some one line of endeavor—Aristotle was a leader in philosophy; Caesar, in military achievement; Bach, in the composition of sacred music; "Babe" Ruth in home runs, and so on *ad infinitum*. A study of the lives of great men reveals that they possessed gifts other than those for which they are remembered by posterity. Had each not selected one gift to be developed to its full capacity the chances are that these names would have been lost in oblivion. However, one does not need to possess many gifts or even one outstanding gift in order to become a leader. Native capacity of course will limit the extent and quality of the leadership, but everyone, thus limited, may become a leader along some line. Everyone has influence on some one else, and this influence grows with use. What is leadership? Merely the conscious, systematic direction of one's influence toward a desired goal. Interest will point the way to the talent of greatest strength, the one to be selected for cultivation and development. Sometimes an unsuspected talent comes to light through an emergency. The owner himself does not realize the extent of his power until it is called forth by some unexpected, drastic need. Leadership calls for the exertion of such power. Every student should discover his point of greatest strength and use his influence to the limit. Students who do not excel in scholarship, who have no talent for music, art, or dramatics may become vitally interested in some needed reform and may acquire leadership in the effort to achieve it. Student participation in government affords splendid opportunities for leadership along many lines formerly unknown in school activities.

Physical fitness

In spite of the fact that men and women who were not physically well and strong have risen to places of eminent leadership, it is an unquestionable asset to possess sound health. The men and women who were physically weak yet rose to positions of power, did so in spite of their infirmities through indomitable moral purpose and sustained determination. The radiance emanating from youth coupled with the vivacity and vitality of a perfect physique creates a personality which is the foundation stone for leadership. One who has an abundance of reserve energy has a tremendous

advantage. The demands upon a leader in modern life are often great. They frequently involve sustained study and conference with long and irregular hours. The leader needs at all times the balanced judgment and self-confidence which come in large measure from physical power.

Here are the minimum requirements for hygienic living which every student should observe if he would keep physically fit:

Eat three substantial meals a day and, if desired, supplement with a lunch immediately after school hours and the required length of time before the evening meal. Be sure that each meal provides food of the three principal groups: proteins, fats, and carbohydrates, with plenty of fruits, vegetables, milk, and vitamin-bearing foods in addition.

Get plenty of rest. Plan to keep regular hours.

If not a member of a gymnasium class, athletic team, or sports group, have the physical director prescribe exercise suited to the individual needs.

Abstain from alcoholic drinks and smoking. While, in moderation, neither is as detrimental to health as was once thought, neither contributes to physical well-being. Both detract from agreeable social relations and are still positively offensive to a great many people.

Avoid drugs.

Next in importance and closely akin to soundness of body is posture. If one aspires to leadership the body must also be trained to be dominant in attitude. An erect, confident bearing commands attention and respect, whereas a slovenly, careless posture has the opposite effect upon the observer. Whatever may be one's opinion of having ROTC units in the public secondary schools, all must acknowledge the superiority of ROTC boys in respect to posture, cleanliness, and health habits. It would be well for physical directors of both boys and girls to emulate the example of the ROTC commanders in securing the fine bearing and appearance of those trained for military service. Let the student leader study his reflection in a full-length mirror and note how much more effective his presence becomes when he stands his full height, no matter how tall he may be, with shoulders back, chin up, hips level, and hands falling easily into position and forgotten. If bad habits already have been acquired, daily practice before the mirror is called for.

Ability to speak

For a leader the importance of a good speaking voice and fluency of expression cannot be over emphasized. Leadership can, of course, be achieved without the ability to speak well and effectively, but it is easier to become a leader if one has the ability to speak in public. A pupil who aspires to leadership may secure help from a competent teacher or from a friend. Fortunately most pupils can express themselves clearly when they have matters of importance to discuss.

Parliamentary procedure

If a presiding officer is at a loss how to proceed during the course of a meeting, if he hesitates and stumbles and flounders about in an effort to hit upon the right method of following through any situation which may arise when a subject is being debated, his leadership will suffer. To forestall such embarrassment it is essential that the leader be well versed in the simpler practices of parliamentary law. First of all, a leader should be thoroughly conversant with the provisions of the constitution and by-laws of his organization. Parliamentary law supplies the rules in matters not provided for in the constitution. A leader should seize every opportunity to become familiar with parliamentary procedure. Many schools require this to be taught in connection with the regular English classes. This is a desirable practice, for if people are to work together, to keep order, to maintain fair discussion, and to reach decisions which express the considered judgment of the majority, all must understand parliamentary procedure. It is very important that this practice should be experienced by all pupils rather than be restricted to those who are particularly interested in public speaking or dramatics. Student leaders should not only take courses of instruction, if offered, but they should attend meetings, whenever possible, where parliamentary procedure is followed. It is very convenient to possess a copy of *Robert's Revised Rules of Order*.

Keep in advance of lay members

In order to maintain leadership, the executive must possess information beyond that of the general membership of the organization. He should study the history and purpose of the organization in order to acquire a proper background for deciding his future actions. He should know in advance what matters are likely to be brought up in meetings and be prepared to deal with them. The confidence shown a leader by his election to a position of responsibility should inspire him to still greater effort to be worthy of the trust of his electors. He must not let down as soon as that goal has been reached. By reading biographies of noble men and women, the student leader will find that their achievements will spur him on to greater and more enlightened service to his fellow students. And by careful study of school problems, both with pupils and adults, he can make himself the master of these problems and a force for leadership in the school.

The value of planning

It does not require a very keen mind to discern the results of unpreparedness. When a leader comes before his organization trusting to luck that his native wit will see him through any situation that may arise and

without having mapped out either his own course of action or the goal toward which executive direction should be given, disintegration of his leadership and of the effectiveness of the student government soon follows. There are four definite steps to be taken in planning:

1. Fix clearly in mind one's purpose or goal.
2. Note the things that must be done to achieve that goal.
3. Discover and consider all available resources.
4. Make a plan of action, taking into account every circumstance which is likely to arise.

Such a plan shows what is to be done, by whom, when, and how. Not only should planning cover one immediate meeting, but there should be a general plan for the entire year's program. This, of course, must be subject to change and additions, but even if the whole structure must be destroyed eventually, the value of having had a plan is obvious. The more careful the planning, the less chance of having to make fundamental changes. Planning brings understanding and cooperation.

One thing at a time

One of the pitfalls to be avoided by a conscientious leader is scattering his energies over too broad a field. By so doing he will lessen or even destroy his usefulness. The executive must learn to delegate responsibilities and work. His duty is to supervise and direct, and the better his executive ability the less routine work will he actually have to do. By careful planning, he will see to it that only one major item needs to be cared for at a time. When one is disposed of, another may be undertaken, but it is much better to do one thing and do it well than to hurry a thing through in order to begin on something else. By avoiding distractions, by keeping one's efforts well-focused, by studying every phase of the project, one may attain a quality of achievement not possible to those who scatter their efforts over many fields of activity.

Neatness in appearance

The importance of good posture for a student leader has already been emphasized. Not only does a dejected, slouchy attitude detract from the influence of a leader, but carelessness or lack of cleanliness in the attire will produce equally undesirable results. A smudge on the nose of a speaker has diverted attention from his discourse until all the force of his argument was lost. A crooked necktie, or a soiled collar will focus attention in the same way. Appropriate dress and moderate, rather than lavish, use of cosmetics will enhance the appearance and effectiveness of girls who hold positions of leadership.

Begin meetings on time

Punctual people are too often penalized for possessing a virtue which is highly extolled but seldom practiced. It is no wonder that these few individuals, rather than be forced to waste ten or fifteen minutes each time a meeting is called, finally follow the crowd in delaying their arrival for some minutes after the time set. Most people do not enjoy entering a meeting after it has begun, especially if they discover that interesting things have happened during their absence. The wise leader will see to it beforehand that all is in readiness and that the necessary officials and a quorum will be present so that the meeting may be opened exactly on time. Sometimes a president will begin at the set time if only the secretary is present to read the minutes. When the members learn that punctuality is the order of the day, they will soon form the habit of being on time.

Care in appointing committees

Leaders should exercise great care that they are not influenced by personal friendship or a sense of obligation in appointing the chairmen or members of committees. This may be done almost unconsciously if the president is not watchful. The work to be done should be given careful consideration, after which the student who seems best fitted for the task should be selected to take charge of it.

APPENDIX

DUTIES OF OFFICERS

The following is a simplified list of the duties pertaining to the principal offices of a student government organization.

I. President

1. Shall be the student chairman of the entire student body.
2. May preside at assembly meetings in charge of any student organization.
3. Shall preside at all meetings of the executive council and of the general student organization.
4. Shall make such interpretations and decisions as necessary.
5. Shall have power to call special meetings of the executive council.
6. Shall be a member ex-officio of all boards and committees.
7. Shall have authority to appoint all committees not otherwise provided for.
8. Shall perform all duties usually devolving upon the presiding officer.

II. Vice President

1. Shall preside at all meetings in the absence of the president.
2. Shall perform the duties of the president during his absence, disability, disqualification, or upon the resignation of the president, until a successor has been duly elected and installed.
3. In organizations typifying the Federal Government, the vice president is chairman of the Senate.

III. Secretary

1. Shall keep the rolls of the council.
2. Shall write the minutes (a journal of the proceedings).
3. Shall read the minutes at each business meeting.
4. Shall attend to the correspondence.

IV. Treasurer

1. Shall be an immediate assistant of the faculty treasurer.
2. May collect and receive money from home-room and activity treasurers.
3. Shall keep a record of all dues, cash receipts, and contributions.
4. Shall remit all money to faculty treasurer together with complete reports (Unless moneys are paid directly to the faculty treasurer)
5. Shall present to faculty treasurer for payment such bills as are authorized by the organization.
6. Shall make financial reports to the organization.

V. Sergeant-at-arms (if there is need of one)

1. Shall assist the president in maintaining order.
2. Shall be in attendance at the doors.
3. Shall perform errands.

THE FINDING QUESTIONNAIRE OF APRIL, 1939

(In order that this office may have information for which there is constant need, principals are urgently requested to fill out the following questionnaire and return it to H. V. CHURCH, Executive Secretary, National Association of Secondary-School Principals, 5835 Kimbark Avenue, Chicago.)

1. Do you have a Student Council in your school? Yes— No—
 Name of school _____ City _____ State _____
 Name of secretary of council _____
2. Is it affiliated with district or state Student Council Associations? Yes— No—.
 Please give the name and address of the secretary of the Association to which your council belongs. _____
3. Does your high school publish a school newspaper? Yes— No—.
4. If the National Association of Secondary-School Principals is not already on your mailing list, will you please send one copy of each issue?

QUESTIONNAIRE OF MAY, 1939

The National Association of Secondary-School Principals is preparing a handbook that will be a clearinghouse for the student councils in the secondary schools of the United States.

Will the secretary of the student council secure whatever aid is necessary in filling out this questionnaire and return it as promptly as possible to H. V. CHURCH, 5835 Kimbark Avenue, Chicago? Any additional suggestions, information, or material not covered by this questionnaire, but which you think might be suitable for this handbook, will be welcomed.

1. Was your student council organized for any specific purpose? _____
 (a) If so, for what purpose? _____

 (b) Please state other purposes. _____

2. What person or organization prompted the installation of a student council? _____
3. What type of organization did your student council adopt? (a) City government plan _____, (b) state government plan _____, (c) national government plan _____, (d) forum plan _____, council of home-room presidents _____, (e) modified form of _____ plan.
4. Give a brief outline of your plan of organization. _____

5. Are you satisfied with the operation of the type of organization chosen for your student council? _____
6. If based on state or national government plan, does council maintain house of representatives and senate and employ judicial, executive, and legislative powers? _____
7. Does your council have a written constitution? _____

QUESTIONNAIRE OF MAY, 1939—*Continued*

8. Do you have a faculty advisor? _____
(a) Is the advisor appointed? _____ or elected? _____
(b) By whom? _____
9. Do the activities of your student council provide sufficient work for all officers, committees, and members? _____
10. What are the chief duties and responsibilities that belong to the council alone?
(a) Is the student council a clearinghouse for other service clubs?

(b) What club organizations are directed by the student council?

(c) What activities does the council sponsor? _____
11. Does your council handle the finances in connection with extra-curriculum activities? _____
12. What difficult problems confront your council? _____

13. How are these problems being solved? _____

14. Do certain standards of scholarship have to be met before a student may hold membership in the council? _____
15. If your council is affiliated with district, state, or regional associations, how are expenses of delegates to conventions defrayed? _____

16. What method is used in choosing delegates to conventions? _____

17. Can you provide the particular name of the association with which your council is affiliated _____, the time and place of the next convention _____, and a map indicating the region served by the association _____?

QUESTIONNAIRE OF MAY, 1939—*Continued*

18. Have you any suggestions that would be helpful to the officers who prepare convention programs? _____
- _____
- _____
- _____
- _____

19. Are council members recognized by an emblem or insignia of any sort? _____

20. Please send a copy of your constitution and bylaws.

Signed _____

Name of School _____

City _____

State _____

QUESTIONNAIRE OF JANUARY, 1940

To the principal of the high school or the sponsor of the student council:

This questionnaire is supplementary to that issued by the National Association of Secondary-School Principals in the spring, 1939. In order to furnish accurate data for the chapter, Finances, in the *Handbook for Student Councils*, will you please answer the following questions and return the blank as promptly as possible to H. V. CHURCH, 5835 Kimbark Avenue, Chicago? It is hoped this Handbook will be ready for the printer by February 1, 1940. Please hurry this.

1. Does the student council in your school collect money for any purpose whatsoever?
Yes _____ No _____
2. How much money was handled by your student council last year? _____
3. Do you have a bonded treasurer? Yes _____ For what sum? _____
No _____
4. Is the treasurer a pupil or an adult? _____ Do you have both? Yes _____
No _____
5. Does the council determine budget appropriations for each organization? Yes _____
No _____
6. Are organizations obliged to purchase only on requisition approved by the sponsor and school treasurer? Yes _____ No _____
7. Are bills paid by cheque? Yes _____ No _____
8. Are bills paid only on presentation of an invoice and the requisition? Yes _____
No _____
9. Are bills filed numerically with invoice and the requisition attached? Yes _____
No _____
10. Is the extra-curriculum account audited regularly? Yes _____ No _____
11. Does the council appropriate balances or a percentage of receipts of prosperous activities to subsidize less fortunate activities? Yes _____ No _____
12. Does the council sponsor an activity ticket which admits to all or nearly all school activities? Yes _____ No _____
13. Are the accounts audited at the same time as the board accounts? Yes _____
No _____

QUESTIONNAIRE OF JANUARY, 1940—*Continued*

14. Does the council levy an assessment or tax upon each pupil in the school? Yes _____ No _____ Only upon each member of the council? Yes _____ No _____
15. Does the student council in its effort to raise money for any or all purposes levy a tax of any kind? Yes _____ No _____
16. Does your council collect an assessment from each activity? Yes _____ No _____
17. Does your council levy an assessment upon the receipts of activities? Yes _____ No _____
18. Does council supply treasury by sponsoring sale of candy, popcorn, etc.? Yes _____ No _____
19. What is the enrollment of your high school? _____ Size of student council? _____
20. Does the principal hold veto power? Yes _____ No _____ Has he frequently been forced to exercise it? Yes _____ No _____
21. If you have not already done so, will you please send a copy of the constitution and bylaws of your student council? Yes _____ No _____
- Principal _____ School _____
City _____ State _____

(Write additional information on other side)

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**SCHOOLS PARTICIPATING IN SURVEYS OF MAY, 1939,
AND JANUARY, 1940**

ALABAMA

Bay Minette—Baldwin County High School.	Mobile—Murphy High School.
Birmingham—Phillips High School.	Northport—Tuscaloosa County High School.
Birmingham—Woodlawn High School.	Ozark—Dale County High School.
Huntsville—Huntsville High School.	

ARIZONA

Buckeye — Buckeye Union High School.	Peoria—Peoria High School.
Globe—Globe High School.	Tempe—Tempe Union High School.
Miami—Miami High School.	Tucson—Tucson Senior High School.

ARKANSAS

Batesville—Batesville High School.	Horatio—Horatio High School.
El Dorado—El Dorado High School.	Little Rock—Senior High School.
Fort Smith—Fort Smith Senior High School.	

CALIFORNIA

Encinitas—San Dieguito Union High School.	Los Angeles—Metropolitan High School.
Los Angeles—Fairfax High School.	Los Angeles—Frank Wiggins Trade High School.
Los Angeles—Fullerton High School.	Marysville—Marysville Union High School.
Los Angeles—Garfield High School.	Redlands — Redlands Junior High School.
Los Angeles—Alexander Hamilton High School.	Salida—Salida High School.
Los Angeles — David Starr Jordan High School.	San Jacinto—San Jacinto Union High School.
Los Angeles—Abraham Lincoln High School.	Woodland—Woodland High School.
Los Angeles — Manual Arts High School.	

COLORADO

Boulder—Boulder High School.	Lamar—Lamar High School.
Denver—East High School.	Pueblo—Centennial High School.
Denver — Manual Training High School.	Rocky Ford — Rocky Ford High School.
Eaton—Eaton High School.	Salida—Salida High School.
Fairplay—Fairplay High School.	Sterling—Sterling High School.
Fort Morgan — Junior-Senior High School.	Walsenburg—Huerfano County High School.
Lakewood—Lakewood High School.	

CONNECTICUT

Bristol—Bristol High School.	Lakeville—Salisbury High School.
East Haven—East Haven High School.	Meriden—Meriden High School.
Hartford—Bulkeley High School.	New Britain—Nathan Hale Junior High School.
Hartford — Hartford Public High School.	Portland—Portland High School.

DELAWARE

New Castle—William Penn High School.	Wilmington—Pierre S. du Pont High School.
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DISTRICT OF COLUMBIA

Washington—Roosevelt High School.

FLORIDA

Coral Gables—Ponce de Leon High School.
 Daytona Beach — Seabreeze High School.
 Leesburg — Junior-Senior High School.
 Miami—Miami Edison Senior High School.
 Miami—Miami Senior High School.

GEORGIA

Atlanta—Commercial High School.

HAWAIIHonolulu—Kamehameha School for Girls.
Honolulu—McKinley High School.**IDAHO**Boise—Boise High School.
Montpelier—Montpelier High School.
Lewiston — Lewiston Senior High School.**ILLINOIS**

Alton—Community High School.
 Alton—Roosevelt Junior High School.
 Anna—Anna-Jonesboro High School.
 Antioch — Antioch Township High School.
 Armstrong—Armstrong High School.
 Athens—Community High School.
 Atlanta—Community High School.
 Atwood — Atwood Township High School.
 Auburn—Auburn Consolidated High School.
 Aurora—East High School.
 Aurora—West High School.
 Barrington—Barrington High School.
 Batavia—Batavia High School.
 Biggsville—Biggsville Township High School.
 Bloomington — Bloomington High School.
 Blue Mound — Community High School.
 Buckley—Community High School.
 Buda—Buda High School.
 Carbondale—University High School.
 Champaign—Champaign Senior High School.
 Chester—Chester High School.
 Chicago—Bowen High School.
 Chicago—Calumet High School.
 Chicago—Faulkner School for Girls.
 Chicago—Fenger High School.
 Chicago — Flower Technical High School.
 Chicago—Kelwyn Park High School.
 Chicago—Lake View High School.
 Chicago — Lane Technical High School.
 Chicago—Lindblom High School.
 Chicago—Manley High School.
 Chicago—Phillips High School.
 Chicago—St. Rita High School.
 Chicago—Steinmetz High School.
 Chicago—Sullivan High School.
 Chicago—Tilden High School.
 Chicago — University High School, University of Chicago.
 Chicago—Von Steuben High School.
 Chillothe — Chillothe Townahip High School.
 Cicero—J. Sterling Morton High School.
 Colusa—Colusa High School.
 Crystal Lake — Community High School.
 Decatur — Decatur Senior High School.
 DeKalb — DeKalb Township High School.
 Delavan—Community High School.
 De Pue—De Pue High School.
 Des Plaines—Maine Township High School.
 Downers Grove—Downers Grove High School.
 Dundee—Community High School.
 Dupo—Community High School.
 East Moline — East Moline High School.
 East Peoria — East Peoria High School.
 East St. Louis—Lincoln High School.
 Elgin—Elgin High School.
 Evanston—Evanston Township High School.
 Fairview—Community High School.
 Galesburg—Galesburg Senior High School.
 Granite City — Community High School.

ILLINOIS—Continued

- Havana—Community High School.
 Highland Park—Highland Park High School.
 Kankakee—Kankakee High School.
 Kewanee—Kewanee High School.
 LaGrange—Lyons Township High School.
 LaSalle—LaSalle-Peru Township High School.
 Lincoln—Community High School.
 Lostant—Community High School.
 Macomb—Western Academy.
 Marengo—Marengo High School.
 Marion—Marion Township High School.
 Mason City—Mason City High School.
 Mattoon—Mattoon Senior High School.
 Maywood—Proviso Township High School.
 Milford—Milford Township High School.
 Mount Morris—Mount Morris High School.
 Oblong—Oblong Township High School.
 Olney—Olney High School.
 Palatine—Palatine Township High School.
 Pekin—Community High School.
 Peoria—Manual Training High School.
 Peoria—Woodruff High School.
 Pinckneyville—Community High School.
 Potomac—Potomac Township High School.
 Prophetstown—Prophetstown High School.
 Quincy—Quincy Junior High School.
 Robinson—Robinson High School.
 Rochelle—Rochelle Township High School.
 Rockford—Lincoln Junior High School.
 Rock Island—Rock Island Senior High School.
 Rockton—Homonogah High School.
 Stockton—Stockton High School.
 Walnut—Community High School.
 Wheaton—Community High School.
 Winnetka—New Trier Township High School.
 Wood River—East Alton-Wood River Community High School.

INDIANA

- Bloomington—University High School.
 East Chicago—Roosevelt High School.
 East Chicago—Washington High School.
 Evansville—Central High School.
 Gary—Horace Mann High School.
 Hammond—George Rogers Clark High School.
 Hammond—Hammond High School.
 Huntington—Huntington High School.
 Indianapolis—Broad Ripple High School.
 Indianapolis—George Washington High School.
 Logansport—Logansport High School.
 Michigan City—Isaac C. Elston Senior High School.
 Muncie—Central Senior High School.
 New Castle—New Castle Senior High School.
 Terre Haute—Wiley High School.

IOWA

- Cedar Rapids—Woodrow Wilson High School.
 Chariton—Chariton High School.
 Clarinda—Clarinda High School.
 Council Bluffs—Thomas Jefferson High School.
 Davenport—Sudlow Intermediate School.
 Eagle Grove—Eagle Grove High School.
 Eldora—Consolidated High School.
 Elkader—Elkader High School.
 Muscatine—Muscatine High School.
 Perry—Junior-Senior High School.
 Rock Rapids—Rock Rapids High School.
 Sioux City—East High School.
 Waverly—Waverly High School.

KANSAS

- Chanute—Chanute High School.
 Clay Center—Clay County Community High School.
 Colby—Colby Community High School.
 Council Grove—Council Grove High School.
 Dodge City—Dodge City Senior High School.
 Eureka—Eureka High School.

KANSAS—Continued

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|---|--|
| Goodland—Sherman Community High School. | McPherson—McPherson High School. |
| Harper—Harper High School. | Merriam—Shawnee Mission Rural High School. |
| Hutchinson—Hutchinson Senior High School. | Pratt—Pratt High School. |
| Kansas City—Argentine High School. | Russell—Russell High School. |
| Lawrence—Liberty Memorial High School. | Smith Center—Smith Center High School. |
| Lawrence—Oread Training School, University of Kansas. | Wichita — Wichita High School North. |

KENTUCKY

- | | |
|---|---|
| Ashland—Ashland High School. | Danville—Danville High School. |
| Covington—John G. Carlisle High School. | Louisville—Atherton High School. |
| Covington — Holmes Senior High School. | Louisville — Louisville Girls' High School. |

MAINE

- | | |
|---|--|
| Bath—Morse High School. | Mars Hill—Aroostook Central Institute. |
| Blue Hill—Blue Hill-George Stevens Academy. | Medway—Medway High School. |
| Dover-Foxcroft—Foxcroft Academy. | Mexico—Mexico High School. |
| Dresden Mills—Bridge Academy. | Northeast Harbor — Gilman High School. |
| Houlton—Ricker Classical Institute. | Unity—Unity High School. |
| Kingfield—Kingfield High School. | |
| Kittery—R. W. Traip Academy. | |

MARYLAND

- | | |
|--------------------------------------|--|
| Anacostia—Oxen Hill High School. | Bladensburg — Bladensburg High School. |
| Baltimore—Forest Park High School. | |
| Baltimore—Junior High School No. 70. | Cumberland—Fort Hill High School. |

MASSACHUSETTS

- | | |
|--|--|
| Arlington — Arlington Junior High School West. | North Quincy—North Quincy High School. |
| Fairhaven—Fairhaven High School. | Norwell—Norwell High School. |
| Kingston—Kingston High School. | Provincetown — Provincetown High School. |
| Medford—Medford High School. | Salem—Salem High School. |
| New Bedford—New Bedford High School. | Webster—Bartlett High School. |
| Newtonville—Newton High School | |

MICHIGAN

- | | |
|--|--|
| Albion—Washington Gardner High School. | Big Rapids—Big Rapids High School. |
| Alma—Alma Senior High School. | Birmingham—Baldwin High School. |
| Ann Arbor—Slawson Junior High School. | Birmingham — Birmingham High School. |
| Battle Creek—Southwestern Junior High School. | Chesaning—Chesaning Union High School. |
| Battle Creek—W. K. Kellogg Junior High School. | Corunna—Corunna High School. |
| Bay City—St. Mary's High School. | Detroit—Chadsey High School. |
| Bay City—T. L. Handy Junior High School. | Detroit — Cleveland Intermediate School. |
| Bay City—Central High School. | Detroit—Cooley High School. |
| Bellevue—Bellevue High School. | Detroit—Neinas Intermediate School. |
| Benton Harbor—Benton Harbor High School. | Detroit—Nolan Intermediate School. |
| | Detroit—Northern High School. |
| | Detroit—Northwestern High School. |

MICHIGAN—Continued

Detroit—St. Theresa High School.	Muskegon — Central Junior High School.
Detroit — Tappan Intermediate School.	Muskegon—Vanderlaan Junior High School.
Durand—Durand High School.	Muskegon Heights — Muskegon Heights High School.
East Lansing—East Lansing High School.	North Muskegon — North Muskegon High School.
Flint — Longfellow Junior High School.	Port Huron — Port Huron High School.
Flint—McKinley Elementary and Junior High School.	River Rouge—River Rouge High School.
Grand Blanc—Grand Blanc Township High School.	Rockford—Rockford High School.
Grand Rapids—Central High School.	Royal Oak—Royal Oak Senior High School.
Grand Rapids — Mount Mercy Academy.	Saginaw — Saginaw Junior High School.
Grand Rapids—South High School.	Saginaw — Webber Junior High School.
Holland—Junior-Senior High School.	St. Clair—St. Clair High School.
Houghton—Houghton High School.	Sault Ste. Marie—Sault Ste. Marie High School.
Iron Mountain—Junior-Senior High School.	Traverse City—Traverse City Junior High School.
Kalamazoo—Woodward High School.	Traverse City—Traverse City Senior High School.
Lansing—Eastern High School.	
Manistee—Manistee High School.	
Midland — Midland Senior High School.	

MINNESOTA

Austin—Austin High School.	Minneapolis—South High School.
Braham—Braham High School.	Minneapolis—Washburn High School.
Cannon Falls — Cannon Falls High School.	Minneapolis—West High School.
Chaska—Chaska High School.	Mora—Mora High School.
Chatfield—Chatfield High School.	North St. Paul—North St. Paul High School.
Faribault—Faribault High School.	Red Wing—Red Wing High School.
Granite Falls—Granite Falls High School.	Robbinsdale — Robbinsdale High School.
Hibbing—Hibbing High School.	Rochester—Rochester High School.
Minneapolis — Bryant Junior High School.	St. Cloud—Central Junior High School.
Minneapolis—Central High School.	St. Paul—Central High School.
Minneapolis—Edison High School.	St. Paul—Cleveland Junior High School.
Minneapolis — Folwell Junior High School.	St. Paul—Harding High School.
Minneapolis—Jefferson Junior High School.	St. Paul—Johnson High School.
Minneapolis—Marshall High School.	St. Paul—Marshall High School.
Minneapolis—Nokomis Junior High School.	St. Paul — Sanford Junior High School.
Minneapolis—Phillips Junior High School.	St. Paul—Washington High School.
Minneapolis—Ramsey Junior High School.	Shakopee—Shakopee High School.
Minneapolis — Theodore Roosevelt High School.	Staples—Staples High School.
	Stillwater—Stillwater Senior High School.
	White Bear Lake—White Bear High School.

MISSISSIPPI

Jackson—Bailey Junior High School.	Vicksburg — Carr Central High School.
Perkinston—Harrison, Stone & Jackson Junior College.	

MISSOURI

Cape Girardeau — Central High School.
 Excelsior Springs—Excelsior Springs High School.
 Herculaneum — Herculaneum High School.
 Joplin—Joplin High School.
 Kansas City—Center High School.
 Kirkwood—Kirkwood High School.
 Liberty—Junior-Senior High School.
 Maryville—Washington High School.
 Nevada—Nevada Senior High School.
 North Kansas City—North Kansas City High School.
 Odessa—Odessa High School.
 St. Joseph—Benton High School.
 St. Joseph—Central High School.
 St. Joseph—Lafayette High School.
 Webster Groves—Webster Groves High School.
 Wellston—Wellston High School.

MONTANA

Bozeman — Gallatin County High School.
 Great Falls — Great Falls High School.
 Havre—Havre High School.

NEBRASKA

Fremont—Fremont High School.
 Holdredge—Holdredge High School.
 McCook—McCook Senior High School.
 Omaha—South High School.
 Red Cloud—Red Cloud Senior High School.

NEW HAMPSHIRE

Hanover—Hanover High School.

NEW JERSEY

Caldwell — Grover Cleveland High School.
 Camden—Camden High School.
 Cranford—Cranford High School.
 Dumont—Dumont High School.
 Dunellen—Dunellen High School.
 Flemington — Flemington High School.
 Franklin—Franklin High School.
 Glen Ridge—Glen Ridge High School.
 Hackensack — Hackensack High School.
 Highland Park—Highland Park High School.
 Kearny—Kearny High School.
 Metuchen—Metuchen High School.
 Mt. Holly—Mt. Holly High School.
 Newark — Cleveland Junior High School.
 New Brunswick — New Brunswick Senior High School.
 North Plainfield—North Plainfield High School.
 Palmyra—Palmyra High School.
 Pemberton—Pemberton High School.
 Princeton—Princeton High School.
 Red Bank—Red Bank High School.
 Ridgefield Park — Ridgefield Park High School.
 Ridgewood—Ridgewood High School.
 Roselle—Abraham Clark High School.
 Scotch Plains—Scotch Plains High School.
 South Orange-Maplewood—Columbia High School.
 Trenton—Junior High School No. 4.

NEW MEXICO

Portales — Portales Senior High School.

NEW YORK

Albany—Milne High School.
 Brooklyn—Bay Ridge High School.
 Brooklyn—Girls' High School.
 Brooklyn—Alexander Hamilton High School.
 Brooklyn—Thomas Jefferson High School.
 Brooklyn—Abraham Lincoln High School.
 Brooklyn — James Madison High School.
 Brooklyn—New Utrecht High School.
 Brooklyn—Samuel J. Tilden High School.
 Buffalo—McKinley Vocational High School.
 Falconer—Falconer High School.
 Great Neck—Great Neck High School.

NEW YORK—Continued

- Hamburg—Hamburg High School.
 Holland Patent — Central High School.
 Lowville—Lowville Academy.
 New York City—Bryant High School.
 New York City—De Witt Clinton High School.
 New York City—Hunter College High School.
 New York City — Newtown High School.
 New York City—Julia Richman High School.
 New York City—Straubenmuller Textile High School.
 New York City—Stuyvesant High School.
 New York City—Walton High School.
 North Syracuse — North Syracuse High School.
 Rochester—Edison Technical High School.
 Schuylerville — Schuylerville High School.
 Snyder — Amherst Central High School.
 Staten Island — Tottenville High School.
 Syracuse—Eastwood High School.

NORTH CAROLINA

- Kannapolis—Cannon High School.
 Winston-Salem—R. J. Reynolds High School.

NORTH DAKOTA

- Fargo—Central Senior High School.

OHIO

- Ada—Ada High School.
 Akron—Buchtel High School.
 Akron—East High School.
 Akron—North High School.
 Ashland—Ashland High School.
 Ashtabula—Ashtabula High School.
 Bedford—Bedford High School.
 Castalia—Margaretta High School.
 Chagrin Falls — Auburn Township High School.
 Cleveland—John Adams High School.
 Cleveland — East Technical High School.
 Cleveland—Fairview High School.
 Cleveland—Lincoln High School.
 Cleveland—James Ford Rhodes High School.
 Cleveland—South High School.
 Cleveland—West High School.
 Cleveland Heights — Heights High School.
 Columbus—East High School.
 Columbus — Upper Arlington High School.
 Columbus—West High School.
 Crooksville—Crooksville High School.
 Frankfort—Frankfort High School.
 Garfield Heights — Garfield Heights High School.
 Hamilton—Fairfield Township High School.
 Hamilton — Hamilton Senior High School.
 Kent — Theodore Roosevelt High School.
 Leavittsburg — Warren Township High School.
 Mansfield—Mansfield Senior High School.
 Napoleon—Napoleon High School.
 Painesville—Harvey High School.
 Parma—Parma-Schaaf High School.
 Rocky River—Fairview High School.
 Shaker Heights—Shaker High School.
 Stow—Stow High School.
 Springfield—Springfield High School.
 Sylvania — Burnham Junior-Senior High School.
 Toledo—Clay High School.
 Van Wert—Van Wert High School.
 Wadsworth — Wadsworth Central High School.
 Wapakoneta—Blume High School.
 Wellsville—Wellsville High School.

OKLAHOMA

- Ardmore—Ardmore High School.
 Duncan—Duncan High School.
 Drumright—Drumright High School.
 El Reno—El Reno High School.
 Enid—Enid High School.
 Idabel—Idabel Junior-Senior High School.
 McAlester—McAlester High School.
 Oklahoma City — Harding Junior High School.
 Ponca City—Ponca City Senior High School.
 Shawnee—Shawnee High School.
 Tahlequah — Bagley High School,
 Northeastern State Teachers College.

OREGON

Astoria—Astoria High School.
Cottage Grove—Cottage Grove High School.

La Grande—La Grande High School.
Pendleton—Pendleton High School.
Tillanook—Tillanook High School.

PENNSYLVANIA

Aliquippa—Aliquippa High School.
Altoona—Altoona High School.
Ambridge—Ambridge Senior High School.
Berwyn — Tedryffrin-Easttown High School.
Chester—Chester High School.
Coaldale—Coaldale High School.
Collingdale—Collingdale High School.
Doylestown — Doylestown Borough High School.
Harrisburg — John Harris High School.
Hatboro — Hatboro Junior-Senior High School.
Lansdale—Lansdale High School.
Philadelphia — Gratz Senior High School.
Philadelphia—High School for Girls.
Philadelphia — Kensington High School.

Philadelphia—Olney High School.
Philadelphia — Overbrook High School.
Philadelphia—Thomas Junior High School.
Philadelphia — West Philadelphia High School.
Philadelphia — William Penn High School.
Pittsburgh—Gladstone Junior High School.
Pittsburgh—Perry High School.
Reading — Northwest Junior High School.
Reading — Reading Senior High School.
Springdale—Springdale High School.
Springfield—Springfield High School.

RHODE ISLAND

Little Compton—Josephine F. Wilde High School.

Westerly—Westerly High School.
Woonsocket — Woonsocket Junior High School.

SOUTH DAKOTA

Aberdeen—Central High School.

Lemmon—Lemmon High School.

TENNESSEE

Memphis—Memphis Technical High School.

TEXAS

Houston—Reagan Senior High School.
Lufkin—Lufkin High School.

Longview — Longview Senior High School.

UTAH

Salt Lake City—West High School.

Tooele—Tooele High School.

VERMONT

St. Johnsbury — St. Johnsbury Academy.

VIRGINIA

Charlottesville—Lane High School.
Lynchburg—E. C. Glass High School.

Newport News—Newport News High School.
Roanoke—Jefferson High School.

WASHINGTON

Aberdeen—Weatherwax Senior High School.	Bothell—Bothell Senior High School.
Anacortes—Anacortes Senior High School.	Burlington—Burlington High School.
Arlington—Arlington High School.	Prosser—Prosser Senior High School.
	Seattle—Ballard High School.
	Seattle—Broadway High School.
	Seattle—Garfield High School.

WEST VIRGINIA

Dunbar—Dunbar High School.	Morgantown—University Demonstration High School.
Fairmont — Fairmont Senior High School.	South Charleston—South Charleston High School.
Harrisville—Harrisville High School.	Terra Alta—Terra Alta High School.
Kingston—Kingston High School.	Williamstown — Williamstown High School.
Kingwood—Kingwood High School.	
Masontown — Masontown High School.	

WISCONSIN

Milwaukee—Riverside High School.	Spooner—Spooner High School.
Milwaukee—Shorewood High School.	Stevens Point—P. J. Jacobs High School.
Neenah—Neenah High School.	Stevens Point—Stevens Point High School.
Oshkosh—Oshkosh High School.	Wausau — Wausau Senior High School.
Port Washington—Port Washington High School.	Wauwatosa — Wauwatosa High School.
Racine — Washington Park High School.	West Allis—West Allis High School.
Sheboygan—Central High School.	
Sheboygan—North High School.	

WYOMING

Buffalo — Johnson County High School.	Laramie — University High School,
Kemmerer—Kemmerer High School.	University of Wyoming.

A few of the schools replying to the questionnaire were omitted because they neglected to put their names and addresses on the questionnaires.

TENTATIVE PROGRAM

Summer Convention

National Association of Secondary-School Principals

Milwaukee, Wisconsin

July 1, 2—1940

- Monday**
July 1
2:15 P. M.
(Room to be assigned)
- THEME: GUIDANCE IN SECONDARY EDUCATION.**
Presiding: Herbert Helble, Principal, Appleton High School, State Coördinator, National Association of Secondary-School Principals.
Address: "Present-day Challenges to Guidance in Secondary Education"—Dr. Francis C. Rosecrance, Professor of Education, Northwestern University.
Address: (Speaker to be selected).
- Tuesday**
July 2
2:15 P. M.
Shorewood High School Auditorium
- Joint session of Secondary-School Principals and National Association of Teachers of Speech.
THEME: MEETING THE YOUTH PROBLEM.
Presiding: Oscar Granger, President, National Association of Secondary-School Principals.
Address: In a Recreation Area, "Leisure Time Activities"—Miss Dorothy C. Enderis, Assistant Supt. in charge of Department of Municipal Recreation and Adult Education.
Address: In a Subject Area, "What the Secondary-School Administrator May Expect of the Speech Teacher"—Dr. Rexford Smith, President, LaCrosse State Teachers College.
Address and Demonstration: "Speech Throughout the High School"—Jeanette Ross, Shorewood High School. Demonstration with high-school students.
- Tuesday**
July 2
Dinner
5:00 P. M.
- Shorewood Auditorium Dining Room.
Presiding: Oscar Granger, President, National Association of Secondary-School Principals.
Address: (Speaker to be selected).

Guides for the Discussion and Study of **"That All May Learn"**

By B. L. DODDS

For use in faculty meetings, discussion groups, and education classes

Each of these three discussion guides is centered upon an important aspect of the problem of adapting instruction to present high school student bodies. The "do you agree" questions appearing below are intended for use in helping discover the extent of agreement in a faculty, class, or discussion group on some of the basic ideas in Dr. Dodd's book, *That All May Learn*.¹ If there is general agreement on each question in the list, it may be wise to proceed at once with the "applications" to your school which follow. If there is disagreement with or misunderstanding of any of the questions, a discussion based upon material in the book may be called for. The appended quotations are by representative writers and may throw further illumination upon the various questions.

I. WHAT IS THE GREATEST PROBLEM CONFRONTING SECONDARY EDUCATORS TO-DAY? (Based on *That All May Learn*, Chapters 1 and 2)

GENERAL PLAN FOR THESE DISCUSSION GUIDES:

Statement of Problem: Deep underlying changes in our American culture, many born of the depression, have presented the American secondary school with new and critical problems in providing adequate, appropriate, and profitable education for an increasingly large proportion of all youth of high school age.

Do you agree—

1. that since a democratic society needs the optimum contribution of each individual and since individuals may vary widely in abilities, it is the responsibility of the school to adapt the curriculum content and methods of instruction to each individual's capacities, needs, and potentialities?
2. that the most reliable way to justify continued support of education by the public is to give to every boy and girl an opportunity for an adequate, appropriate, and profitable education?
3. that the conventional subject pattern, still the main core of the typical secondary-school program, is poorly adapted to a large proportion of the high-school population?
4. that the ability of an abstract and verbal type which is prerequisite

¹Dodds, B. L. *That All May Learn*. Bulletin of the National Association of Secondary-School Principals, Volume 23, Number 85, November, 1930.

to success in the conventional academic curriculum is lacking in a large proportion of the present high-school population?

5. that if the present trend continues and a still larger percentage of all youth of high school age is in high school, the group of "educationally neglected" students (those for whom the conventional curriculum is poorly adjusted) will be increased?

How does this problem apply to your school?

1. What is the evidence in your community to support or oppose the problem stated above?
2. How does the practice in your community agree with the theory that secondary education should serve the needs of all normal youth? (Recall Issue I of the Orientation Committee's report, Bulletin No. 59, *Issues of Secondary Education*, Department of Secondary-School Principals.)
3. In your community what students of high-school age are not in high school and why? For what students in high school is the curriculum maladjusted? What evidence is there that the graduates of your school are contributing toward effective social living in the community? Into what sort of work and into what standards of living will your graduates most likely go? What of practical value does the present curriculum offer them?
4. What is your policy in regard to standards? What differentiation of flexibility does the program have to adapt to the varying degrees of ability found in the students?
5. Is your school sincerely attempting to adjust to the needs of youth or is it attempting to force youth to adjust to a system of values based upon a given type of academic aptitude? Evidence?
6. How successful do you feel the attempts have been? What are the next steps?

II. WHAT ARE THE CHARACTERISTICS OF THE "EDUCATIONALLY NEGLECTED" AS A LEARNER? (Based on Chapters 3 and 5)

Statement of Problem: Since the "educationally neglected" differ from the bright primarily in ability to transfer the learning of school situations to the practical situations of life, the basic problem in their education is to secure a learning situation sufficiently resembling life situations to make practical applications possible and probable.

Do you agree—

1. that as a rule dull students are neither accelerated in physical development nor gifted with superior manual ability?
2. that antisocial behavior is an outgrowth of maladjustment rather than an inherent trait tendency to be associated with dullness?

3. that the assumption that dull students possess shorter spans of attention and have less powers of self-evaluation is of limited validity since attention and self-evaluation are not so much related to dullness as to interest in the activity under way?
4. that the ability to translate the experience of one situation into other situations having similarity in varying degrees is one of the chief differences between the bright and the dull?
5. that the basic factor in learning is the active participation of the learner motivated by a genuine interest which comes from seeing the learning in relation to his own present or not too far distant needs?
6. that successful teaching of the "educationally neglected" must start where the student is and proceed?
7. that contact with reality can be achieved effectively by setting up units of instruction around persistent problems and needs of youth?
8. that certain skills, attitudes, and facts are necessary for successful social living but that specific or extensive knowledge of certain fields is not to be attempted by all?
9. that the problem is one of selection of materials in terms of the needs of the students?
10. that in view of their slower learning rate the logical procedure with the "educationally neglected" is to reduce the amount of material required and to increase the time and the amount of enrichment material?
11. that the more limited background and imagination of the "educationally neglected" probably make necessary more guidance from the teacher?
12. that while there is no objective evidence to prove that the learning process of either bright or dull students is characterized by any unique or peculiar method of learning, the implication that identical methods of instruction should be used does not follow.

How does this problem apply to your school?

1. What, if any, basis of classification of pupils is used in your school? To what extent does the scheme of classification consider the many qualities that help to form the total make-up of the individual?
2. What is the attitude of the teachers in your school toward the "educationally neglected"? To what extent is there an intelligent understanding of their characteristics and needs? What can the school do to help teachers, academically minded by training and nature, to approach the problems of the "educationally neglected" as problems of normal individuals? To what extent would teachers choose to teach a "slow section"?

3. What effort is your school making to lessen the handicap of limited ability in language skills from which the slow learner suffers?
4. What concept of learning underlies your curricular program and your method of instruction? How much memorization is really required? What evidence is there of those changes in behavior by which we judge real learning to have taken place?
5. To what extent are your students handling similar materials? How much have your courses been "watered" in recent years to adjust to the influx of students of low ability?
6. How many activities take the school out of its four walls? How successful do you feel you have been in using visual and auditory aids to give more reality to instruction?
7. What attempts have been made or can be made in your school to organize instruction with the definite purpose of securing transfer of learning to out-of-school activities?

III. WHAT ARE THE NEEDS OF THE "EDUCATIONALLY NEGLECTED"?
(Based on Chapters 4 and 6)

Statement of Problem: The secondary school is only one of the agencies contributing to the education of youth, but because it offers the last formal education of the "educationally neglected" group, it has a major responsibility to meet their needs in the basic functional areas of vocational training, leisure time, democratic citizenship, family life, and health.

Do you agree—

1. that the school curricula must be built upon a recognition of the relationship between the needs of society and those felt by the individual?
2. that the real problem is not so much discovering the needs but finding ways by which the school program can meet the needs and interests of the students?
3. that the school is justified in setting up standards of accomplishment only if there is a reasonable expectation that the student can reach the goal?
4. that certain social and character traits so essential for vocational competence can be powerfully conditioned by the school?
5. that the school program should help the individual to discover those interests and skills which in after-school life will provide the basis for satisfactory and worth-while leisure-time activities?
6. that if a school is to train for democratic living in the future it must practice those principles which it seeks to develop?

7. that the "educationally neglected" group will be more immediately concerned with the problems of family life than will the college preparatory group?
8. that any comprehensive program of education must be concerned with the physical as well as the mental development of the student?
9. that certain objectives and plans of organization will be common to all schools but that each school should make its own local adaptation growing out of the situation at hand?
10. that no curriculum organization can be successful unless there are on the part of the teachers, administrators, and patrons commonly accepted beliefs and principles to serve as guides as well as adequate skill and willingness to carry the organization to completion?

How does this problem apply to your school?

1. What efforts have you made or could you make to enable the students to comprehend and appreciate the purposes and goals for which your school is striving?
2. To what extent do you think your school has been successful in setting up goals which are within the reach of the student?
3. How closely is your vocational guidance program adjusted to the occupational needs of your community and to the possibilities of development in the individual? How effective have your records of information about students been in helping to place them suitably in work?
4. To what extent has your school accepted as its responsibility the training for satisfying use of leisure time?
5. Is your school autocratic or democratic in its atmosphere and general operations? Evidence?
6. What training is your school giving for participation in family life? How adequate is it?
7. What recognition is made of the health needs of the students? How comprehensive is the health program?
8. To what extent has your school drawn upon the experience and innovations of other schools in meeting the needs of youth? What procedures did you or could you adopt or modify for your use?
9. What are your school's most pressing problems in connection with the "educationally neglected"? How are you planning to meet them? To what extent could your plans be of benefit to other high schools?

PERTINENT VIEWS OF OTHER AUTHORS ON THIS PROBLEM

Needed Basic Education

"What these boys and girls now need is a broad, general education which will give to all alike at least the same minimum essential tools of intercommunication and thinking, the same minimum up-to-date scientific acquaintance with the world in which we live, both natural and social, an appreciation of the culture and standards of our civilization, the beginning of the ability to work well with others, a common understanding and belief in the democratic process and the desire to preserve and defend self-government. In addition to this, boys and girls need, as individuals, some understanding of their own bodies and minds and the opportunity under proper guidance and stimulation to develop their individual capacities, interests, and possibilities for growth. The first need is common to all; its fulfillment is essential to society. The second is different with each, but its satisfaction is likewise necessary to the growth and enrichment not only of the individual, but also of society."

See: The Regent's Inquiry, *Education for American Life*, The McGraw Hill Book Company, Inc., New York, 1938, p. 12.

No Dump Heap of Ejected Failures

"The new curriculum will be appropriate to all students. As in any profitable industry, the school will seek to work up all its raw material so that each type will attain its highest value. There will be no dump heap of ejected failures. After the preliminary processes, the education essential to all in a democracy at whatever cost of time and money, there will be increasing differentiation according to needs and capacities and every type of education that promises dividends on the social investment will for that reason be respectable and respected. Abstract academic education will be respectable for those whose abilities can assimilate it for social good, however remote; and concrete vocational education will be respectable for others differently gifted.

See: Briggs, Thomas H. *The Great Investment*, Harvard University Press, Cambridge, 1930, p. 100.

How the "Dull" Differ from the "Bright"

The dull and dull-normal adolescent shows his inferior ability chiefly along purely intellectual lines. He learns slowly, he has great difficulty with abstractions, he has little if any interest in books. He is typically a nonverbal, nonacademic individual. Quite often, his inferiority does not

become noticeable until the years of the junior high school or even later. The definite, factual material presented in elementary school he can learn—perhaps a little more slowly than other pupils. It is not until the subject becomes (a) too extrinsic and (b) too theoretical that his defects stand out clearly.

Socially and emotionally dull adolescents are no different from anyone else, provided their environment has not made too heavy demands upon them. They can usually make and keep friends of their own or even superior ability. They can fit into the social milieu from which they come. Indeed, these dull children often get along rather better in nonacademic pursuits than brighter children, they are willing to be led, they are delighted with any attention shown them, and they are devoted to their friends. There is no reason to suppose that social incompetence is inherent in dull and low normal individuals. . . .

Each Should Have an Appropriate Education

If morons and high-grade imbeciles can be trained so that the majority of them make good social and vocational adjustments in the community, it would seem inexcusable for the high school to fail as completely as it often does in preparing the dull and dull-normal pupil for successful work after he leaves school. To be sure this group is a relatively new component of the high-school population. Below-average children did not appear in secondary schools in any considerable number before 1910. At the present many children with I.Q.'s as low as eighty attend high school. . .

Few people seem to realize how little academic learning is necessary for the sort of work open to individuals of dull mentality. . . . Dull pupils need to be taught comparatively few academic skills. If a dull adolescent can read a newspaper and a few magazines, can write acceptable personal and business letters, can keep a cash account, can apply simple arithmetic to practical problems, and can make some sort of budget, he has an adequate scholastic equipment for any kind of work he is likely to do. He needs neither algebra nor Latin in order to become a good plumber. A girl needs neither chemistry nor French in order to give finger waves in a beauty parlor or to file letters correctly in a lawyer's office. There seems no good reason why the junior high or high-school teachers should exhaust themselves in trying to develop in dull boys and girls skills that will never be required. The time saved from subjects that are utterly useless to inferior students can be used in training these boys and girls in good personal habits, satisfactory emotional responses, and adequate social adjustment. These matters are desirable in every individual, but to the dull they are absolutely essential.

See: Cole, Luella. *Psychology of Adolescence*, Farrar and Rhinehart, New York, 1936. pp. 343-7.

One Program Won't Fit All

His (the slow child) language development is slower than that of the normal. He forms fewer associations and forms them more slowly. Word meanings and vocabulary development come more slowly and only through actual experience. . . . He does not so readily discriminate differences or recognize similarities as does the normal child. His abilities to do these things are developed by repeatedly directing him to observe and to make comparisons. His ability to form judgments, to generalize, and to understand abstractions is limited. He is led to generalize only through being helped to appreciate the application of general principles to a large number of specific instances. He is limited in the powers of independence, initiative, and resourcefulness, and requires more direction and more frequent opportunity than does the normal child to plan and to carry out activities within his ability. . . .

Our schools are planned for children with a capacity for academic achievement. The intelligence tests that we commonly use as a basis for planning individual school programs have been rightly accused of testing only academic aptitude. They give a prognosis of how the child will succeed in academic work. But there is need for recognizing aptitudes other than academic—mechanical aptitude, art aptitude, and others—if the educational program is to help the child attain his fullest possible development. The fact is especially applicable to the slow group, whose greatest potentialities will not be along academic lines.

See: Ingram, Christine P. *Education of the Slow-Learning Child*, World Book Company, Yonkers-on-Hudson, New York, 1935, pp. 392-3.

Methods Must Differ Too

On the basis of these observations that, although foresight, sustained attention, sound judgment, and good memory are important evidence of effective intelligence, they are but aspects of a general and fundamental pattern which characterizes mental life as a whole, we seem to have satisfactory grounds for concluding that the basic factor is the ability of the individual to respond with present meanings when they are represented in a later situation only by partial aspects of their former contexts in the form of symbols or other surrogates. Therein, in addition to the ability of the individual to respond with many meanings—to bring to bear upon new situations a rich and significant experience—we have the basic criterion of intelligence. . . . To the degree that we deal with persons of limited intelligence we must rely upon a method which offers the greatest assurance that objectives now perceived will have direct and obvious significance for future situations.

See: Featherstone, William. *The Curriculum of the Special Class*, Bureau of Publications, T. C., Columbia University, N.Y.C., 1932, pp. 56-57.